

# Social Policies and Human Rights at a local level

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Progress state assessment  
in Rosario City in 2017

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DEFENSORÍA DEL PUEBLO  
Provincia de Santa Fe



UNR Universidad  
Nacional de Rosario

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Ombudsman Office of Santa Fe Province  
Original title: *Políticas sociales y derechos humanos a nivel local. Evaluación del estado de avance en Rosario en 2017*;  
Hugo Quiroga General Coordination – 1st Edition –  
Rosario City: Ombudsman Office of Santa Fe Province, 2019.  
312 pp. + Maps; 30 x 21 cm.

ISBN pending

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Santa Fe, Argentina, 2019.

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Printed in Argentina

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**NOTE**

The text aims to stick to non-sexist language. However, to make reading easier, no specific resources were used («/» or «@») and masculine gender was used only in unavoidable cases



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## Foreword by the Director of the Ombudsman Office of Santa Fe Province

The Ombudsman Office of Santa Fe Province was founded more than twenty-five years ago, and since then it has progressively stressed the social profile of its activities. At the time of its creation, the increasing growth of State interventions in ordinary life had made insufficient the usual appeal to administrative law and, consequently, it became necessary to create new organizations, more accessible and effective, to enforce the protection of citizen rights. The Ombudsman Office was thus established with the paramount task of protecting rights and interests of individuals and the community as a whole, against actions, deeds and omissions from the Province public administration and its agents, whenever they implied a discriminatory, abusive, irregular or arbitrary exercise of action. There was no intention of replacing the existing control bodies; in fact, the idea was to add a new institutional device to widen —through suggestions, recommendations, advice and reports— the State's ability to tackle the problems of the people.

Today, the Ombudsman Office has become much more than a simple additional control mechanism of the actions of the Province public administration. Certainly, it has been transformed into a decentralized organization, independent from the State of Santa Fe —and its government—, equipped with functional and financial autonomy. It does not receive instructions of any kind, and it takes on extra faculties of control. The office functions have been widened and specialized, as a consequence of the diversification of citizen demands and the acknowledgment of new rights, leading in some cases to institutional transformation —namely, new areas of attention, such as the creation of the first mediation center in the Province, the first center of victim and witness assistance, and the Ombudsman Office of Children and Adolescents. Meanwhile, the services provided by the area of aid and assistance to citizens have also been extended and specialized. All this concerns the activities of direct attention, from the Ombudsman Office, to the different problems and requests posed individually or collectively by citizens.

That said, during the conference Habitat III —focused on Housing and Sustainable Urban Development and held by the United Nations—, which took place in Quito, from October 17th to the 20th, 2016, with the participation of more than 70 countries, all Ombudsman Offices in Latin America took on the responsibility to act as overseers of their respective governments, in order to assess the degree of development of the institutional devices adopted at the national, provincial or municipal level, and oriented to comply with the goals of the New Agenda, each within its own jurisdiction. The main goal is «leaving no one behind», that is, putting an end to poverty in all forms and dimensions, and putting an end to extreme poverty; guaranteeing equality as regards rights and opportunities, while protecting social, economic and cultural diversity, and promoting integration to urban spaces; improving living conditions, education, food safety and nutrition, health and well-being. Other proposals include the development of sustainable and inclusive urban economies, reaping the benefits derived from properly planned urbanizations. Also, guaranteeing environmental sustainability, encouraging the use of non-polluting energy and promoting sustainable uses of soil and resources within urban development, protecting ecosystems and biodiversity. This essential work program intersects with the tenets of the overarching collective mandate proposed by the Agenda 2030, selected by a resolution of the UN in September 2015, whereby the participating states manifest their agreement *to put an end to world poverty and hunger by 2030, to fighting inequalities within their own countries and between different countries, to building pacific, fair and inclusive societies, to protecting human rights and to promoting gender equality and the empowerment of women and girls, and to guaranteeing the lasting safekeeping of the Earth and its natural resources.*

As regards this outline, the UN has stated in several occasions that local administrations are perhaps best suited to link the global goals with each community and, along the same lines, the participation and the leading role that local human rights organizations —such as the Ombudsman Offices— are required to perform in order to fulfill the goals of the Agenda 2030. This is the commitment undertaken by our Ombudsman Offices, and it is also the origin of the research works that we present in this book.

The metropolitan area of Rosario has acquired such a degree of density and complexity in its social and urban development that it seemed only fitting to use it as the scenario of this first experience of scientific and social assessment of public policies related to human rights. Certainly the environment of analysis of human rights can appear to be practically incomprehensible. The main undertakers of this thrilling academic adventure have decided to select, for the purposes of analysis, a series of problems which, from our point of view, could serve as crucial indicators of the state of human rights in our Province. These topics are: poverty, disability, old age, gender violence, housing and services.

I leave for the end —much like it occurs in conceptismo sonnets from the Spanish Golden Age, which left for the last verse the composition’s semantic key— the acknowledgment of those who made possible the work we present today: the Rector of Rosario National University, Dr. Héctor Floriani, who immediately grasped the importance of this initiative and graced us with his support, knowledge and diligence, and of course, the group of young researchers of Rosario National University, led by Dr. Hugo Quiroga and Dr. Silvia Levin, the authors of the book. To them, our recognition and deepest thanks for their commitment and the outstanding work accomplished.

*Dr. Raúl Lamberto*



## Foreword by the Rector of Rosario National University

The book that you hold now is an account of the results of a Cooperation Agreement between Rosario National University and the Ombudsman Office of Santa Fe Province, on March 2017. In this Agreement, the University and the Ombudsman Office decided to coordinate actions intended to develop scientific, technical or research plans or programs, or other activities of mutual interest, in a cooperative way. In particular, we set the goal of analyzing the advancement of public social policies from the point of view of human rights, because enabling and guaranteeing this is a State prerogative.

We believe that this intent has now a double political relevance. First, with this decision, an inter-institutional relationship is formalized, between a scientific and academic institution and a comptroller organization, whose role is to supervise the governing bodies and to protect the community's rights and interests. The purpose of establishing this relationship is to use specialist knowledge in the creation of effective assets for public action. Second, it is a remarkable occurrence that the University and the Ombudsman Office associate to lead, hand in hand, an assessment of the progress status of social policies implemented in Rosario in 2017, within the framework of human rights. Indeed, something like this has never happened before in our country and only rarely in our continent. It is a thorough assessment, encompassing federal information about the State actions at national, provincial and municipal levels.

We firmly believe that the University in the 21st century has the task of strengthening the principle of unity between teaching and research, while enhancing its outreach function, its articulation with the medium. Today, an agreement between scientific research and academic teaching cannot be separated from the constant — at times dizzying — transformations that affect humanity; and the University may only keep its legitimacy if it knows how to interpret the change processes, creating and promoting scientific development and technological innovation within a framework of social and environmental sustainability.

It is impossible to conceive of a University disengaged from human development, incapable of thinking of others —institutions and individuals— and of the future. Education in general and higher education in particular are a common good, and also powerful builders of equal opportunities and social integration. We are excited to view the University as an essential component of an education system towards freedom; an education that not only passes on knowledge but also helps form discerning and responsible citizens, aware of problems and committed to find solutions.

Undoubtedly, scientific research plays an important part in the modernizing of any society. But it is convenient to keep in mind that the appliance of science and technology to life in society is not always aseptic, and that all modernization proposals have to be considered within a complex political reality, as power relations rule and shape each new project of modernization. In this respect, it may be said that the political realm contains and commands science and technology, and the realm of human rights tries to balance the exercise of power in a democracy.

Expertise is insufficient to face today's complex problems and challenges —an interdisciplinary approach is best. The isolation of disciplines, stemming from the need for specialization, has led to a reversed process, which tends to establish new links between different fields, creating new ways to enable interdisciplinary cooperation. This tendency has favored teamwork; and interdisciplinary teamwork encourages the development of professional skills and of different insights, both academic and operative, through different ways of cooperation and experience exchange.

Such is precisely the nature of the research team of Rosario National University that prepared the report we present here as a book —a project born of inter-institutional cooperation and within an interdisciplinary academic environment. Our endeavor is also a significant contribution to the assessment of the progress status of social policies, within a new conceptual and political framework, and it presents suggestions to aid the decision-making process of our leaders.

*Dr. Héctor Floriani*

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## Acknowledgments

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Our thanks and acknowledgment to the Director of the Ombudsman Office of Santa Fe Province, Dr. Raúl Lamberto, for his innovative academic assessment and for the institutional support provided to our Team in this pioneering experience in our country, and one of the first in our region. We also thank Rosario National University, in particular the Rector, professor and architect, Dr. Héctor Floriani, for his academic trust in our team and his clear interest in our endeavor, and also for continuing to support the effective achievement of our goals, within the framework of inter-institutional cooperation agreements.

We thank Dr. Carlos Zambón for his continuous encouragement, steady appreciation and unconditional support to our team. We also wish to thank the technical staff of the Ombudsman Office of Santa Fe Province, from Rosario and Santa Fe headquarters, for their contributions and their sustained commitment to this report. It is impossible to name each and every one.

The team is particularly thankful to Dr. Laura Pautassi (CONICET – UBA, President of the Work Group of the Protocol of San Salvador – OAS, Independent expert) for her permanent availability, human warmth and academic support provided to our work in the field of human rights, helping us to lead a pioneering experience

in our country. Her comments and suggestions were instrumental in the development of a first draft of the theoretical framework prepared by the team, to be used during the assessment process.

To Dr. María Andrea Voria (CONICET scholar and member of the research team led by Laura Pautassi, Instituto Gioja, Law School, UBA) for her support in the information retrieval at national level. Likewise, we wish to acknowledge the *Equipo Latinoamericano de Justicia y Género* (ELA) (Latin American Team of Justice and Gender), which, through María Andrea Voria, helped us gather key national data for the assessment work.

Our special thanks to Mónica Bifarello, *in memoriam*, our colleague in Social Politics, College of Politics and International Relations, UNR, and Minister of Social Development of Santa Fe Province, for her commitment to civil service and her legacy in social management.

We are thankful for the qualified labor in the creation of the maps which accompany this report, and for the technical support we received when transcribing interviews and producing documents. Lastly, we thank the people we interviewed, for the time they gave us, and all those whose names are not here but who helped us make this work possible.



## Introduction.

### Democracy and rights

This report is a first contribution towards the assessment of the progress status in the Development of social policies implemented in Rosario in 2017, from the point of view of human rights. Five key topics were prioritized: poverty, disability, older adults, gender-based violence, housing and services. This is a pioneering experience in our country: an assessment of social policies from a human rights perspective, at national, provincial and municipal levels, which also provides federal information about the State actions. In Argentina, we have a lack of federal information, and it is the State's responsibility to create more, with the aid of other jurisdictional levels of the government.

The basis of this report is the idea that democracy and human rights go hand in hand —both concepts are linked through the principles of equality, freedom and dignity. We may ask ourselves: «What would democracy be like without a bill of rights?». Human rights are a general expression of an imperative of equality, freedom and dignity for all people within a political order, be it democratic or not.

In this respect, human rights are presented as a worldwide reference model, the only one we may oppose to the ones that in fact do not represent any democratic goodwill. Even though some governments have legitimacy of origin —which comes from popular sovereignty—, they may lack legitimacy of exercise, if they evade the responsibility to protect people's rights. The principle that rules the legitimacy of exercise or support is the «effectiveness» of government actions, linked to public policies' results and to whether or not these are the most appropriate to satisfy the population's welfare demands.

The human rights approach entails a paradigm shift, as we enter a dimension of guarantees and a development of basic rights for all people. People are protected by their constitutions, conventions and international agreements. By measuring the degree of rights protection, we can assess a nation's level of democracy. Through international agreements, the dimension of human rights has been integrated, and it is presented as a key requirement to legitimize relations between States. States have an obligation to assert their rights.

According to Hannah Arendt, the history of pariahs in totalitarian regimes serves as a key to understanding the true meaning of human rights: to kill a human being, a «legal person», is to delete an individual as a subject of law. To separate people from their rights, to deny, in fact, people's «right to have rights». All humans are subjects of law with equal dignity, on account of their being human. Today we see the human rights

culture extending and strengthening itself, thanks to different social and legal institutions, and also thanks to the discourses and actions of international organizations.

We should also keep in mind that even if all people have rights, the exercise of those rights is a different matter altogether. Enforcing rights calls for a very active intervention on behalf of the State —for instance, the executive branch should design and apply suitable public policies. According to Ferrajoli, a legislator «is compelled to compel», that is to say, to introduce guarantees correlative to social rights —and to go against them would entail, for instance, a legal loophole incompatible with the Constitution. Meanwhile, judicial bodies are compelled to intervene when there is a breach of rights —for example, a breach of social rights—, and this intervention may occur through legal interpretation, or through a punishment for the unlawful acts and an annulment of the invalid acts. Enforcing rights is, always, within the influence of the three power branches.

Indeed, following the pattern set by human rights, we adopt a different approach. People are members of a society that acknowledges their basic rights, which are protected by a well-organized State. As regards the constitutional dimension acquired by people, international agreements demand that member States guarantee full rights. Thus, the force of human rights knows no bounds. The right to peace, the right of asylum —an ancient tradition—, the right to justice and climate change, along with many others, are human rights. This approach is materialized in the 2030 Agenda, in the Protocol of San Salvador and in the Belém do Pará Convention, documents which have provided an intellectual, political, legal, cultural and ethical framework for this report.

The 2030 Agenda for Sustainable Development, approved by the UN General Assembly in September 2015, focuses on dignity and equality. The Agenda, endorsed by the 193 Member States, defines an action plan in favor of people and our planet, including 17 objectives with 169 goals, encompassing economic, social and cultural aspects and environmental awareness.

With the principle of dignity, and especially when affirming equal dignity, the human rights approach takes a step forward. 1948's Universal Declaration of Human Rights already states that «all human beings are born free and equal in dignity and rights». It is a principle that completes the real condition of a person within the framework of constitutional duties. Equal dignity renews the effort of the principles of freedom and equality, the basis of democracy. Equality in human dignity tells us not only that the person is important, but also that basic rights must be available and guaranteed. The idea of equality is central and inherent to the human rights language, at the core of public discourse.

In contemporary democracy, the gap between «free and equal citizens» is ever deeper. Affirming equal rights does not by itself suppress inequalities stemming from people's material existence. Imposed inequalities have nothing to do with per-

sonal inequalities. Inequality and poverty are intimately linked. Precisely, individuals are separated by de facto inequalities: long-term unemployment, marginalization, indigence... All these prevent some people from becoming self-reliant citizens. Inequalities can be multiple and persistent —they are not limited to poverty and indigence. States make decisions, define policies and also have the task of restricting processes which create complex inequalities. Consequently, States play a leading role when they pass laws and define policies. But solidarity is also a condition for equality, if we understand solidarity as a set of duties shared by a society. Solidarity has a purpose of social cooperation, beyond selflessness.

From the public management perspective, politics are placed within a large space of rights, where public policies are analyzed and designed. Political decisions must be framed within public policies of rights, of all rights, in a globalized world that faces a dramatic growth of inequalities. Rights grow weak when democratic politics forsake them.

In this way, democracy, human rights and public policies are linked. Today, democracy's great challenge is to face multiple inequalities, individual and collective. A sense of parity, stemming from human rights, should be the inspiration and the moral imperative to tackle them, designing and implementing public policies. We have reached a stage where leaders are forced to acknowledge and act on inequality, because equality should not only be declared, but also materialized. It is about asserting the priority of rights in the built of a political order and conceiving democracy as a democracy of rights.

There are many ways to understand democracy. In this report, we understand democracy as more than a set of institutions and proceedings. It also involves the active participation of citizens in public space, and their role in instances of mutual control and accountability. Electoral democracy is more legitimate than ever before in Argentina and the region, but while democracy is legitimized, inequalities grow. Self-determination in citizenship is clearly limited by marginalization and clientelism, two terms, which are unequivocally linked in social reality. Much as political equality («one man, one vote») is mandatory for the existence of modern citizenship, equal dignity and social equality are mandatory for its materialization.

Formal rights do not automatically grant citizenship —citizenship depends on awareness, the realization that social demands should be taken into account when planning public policies. Citizenship awareness is the key when it comes to designing and implementing social policies. But social policies require financial means, technical know-how regarding the actual implementation, and state capacities to properly carry out the action plan. The actual political power of the State gains its strength from democratic controls, and through the articulation of new instances of citizen participation within a shared perspective.

It is precisely here and now that the rights approach —the democracy of rights— spreads all its potential and shows that it is ready and willing to face both old and new challenges. The new agenda's great challenge is to turn representative democracy into a democracy of rights, backed by a politically legitimate State, with administrative capacities and technically competent. This shall be the path towards long-term, inclusive and sustainable development, as the 2030 Agenda calls for, and as a possibility for Latin America and the Caribbean.

We stated before that human rights are the result of political consensus —throughout history— most countries in the world have agreed on them through treaties, pacts and international conventions. Nevertheless, the human rights approach in the planning of Argentine public policies is relatively new, and adapting it to the current public administration is not without challenges.

Considering that complex inequalities are the main obstacle which prevents us from achieving Sustainable Development and guaranteeing sustainable means of life, with the approach we propose here we intend to rethink public policies, in particular social policies, as parts of the State's duties to effectively fulfill basic rights.

#### **Assessment Team**

##### **Social Policies and Human Rights**

The expansion process of the human rights approach is not linear, and it requires a different conception of politics, to act on key topics emerging in the public agenda, and also on those implemented by the government agenda, at a time of deep unrest and mistrust toward political actors and democratic institutions. Democratic sustainability demands new horizons, along with the ability to implement suitable public policies.

We expect to enforce the human rights approach as an academic and operative framework, through which we intend to analyze the government actions in Santa Fe Province. This is why we form the Assessment Team in 2017. This team is interdisciplinary, made up of professionals with experience in assessing public policies and human rights in Rosario National University. Other members are experienced in public management and/or research, in the area of social policies.

This Team took on this project very responsibly, sharing the belief that our professional knowledge and our specific experience can contribute to the decision-making process, to diminishing social inequalities and building a better and more effective democracy.

*Dr. Hugo Quiroga*  
**GENERAL COORDINATOR**

**c1**

**Chapter 1.**  
Rosario City:  
socio-economic  
and political  
context



# 1. Rosario City: socio-economic and political context

Santa Fe Province is located in one of the most dynamic areas in Argentina, and as a consequence it has specific features regarding its social, economic, cultural and political integration. Its area comprises a 3, 54 % of the national territory, and it makes up an 8, 15 % of the country's total population. The province's territory is distinctly rural and there are important clusters in urban areas - around 93 % of the population is urban. The province's territory is divided into nineteen departments, which in turn are subdivided into municipalities or communes, making up local administrations<sup>1</sup>.

Its Action Plan has been designed since 2008 through a set of programs and projects at provincial and regional scale, following three strategic lines: **I. Territorial Integration**, **II. Social Quality** and **III. Development Economics**. These strategic lines enable a complete outlook to check on problems, to identify key actors and to define interventions, while gathering programs and projects from different ministries of the executive branch in order to achieve common goals.

The Action Plan asserts itself in the province area through a regionalization policy that organizes the space in five regions, each with a node city acting as a center of information, cooperation and resource distribution. Thus, there are five regions: Region 1 – Reconquista Node; Region 2 – Rafaela Node; Region 3 – Santa Fe Node; Region 4 – Rosario Node and Region 5 – Venado Tuerto Node.

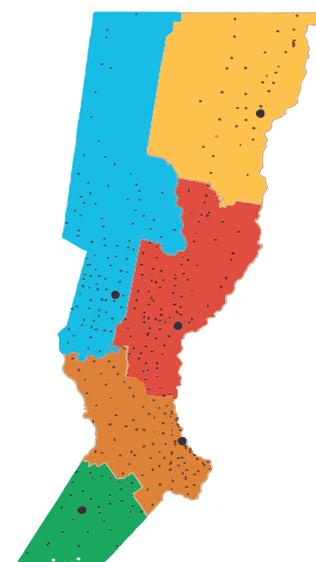
**1.** Article 106 of the Provincial Constitution states that: «(...) clusters of more than 10,000 inhabitants shall be organized as municipalities in accordance with current legislation, and those clusters with less than 10,000 inhabitants shall be communes». The organic law n° 2756 pertaining to municipalities establishes that they should be divided into two levels: first level those with more than 200,000 inhabitants and second level those with a number between 10,000 and 200,000.

**C1**

**MAP 1.** Regions of Santa Fe Province

- **Region 1.** Reconquista Node. Including departments: General Obligado, Vera and northern San Javier.
- **Region 2.** Rafaela Node. Including departments: 9 de Julio, San Cristóbal, Castellanos and northern San Martín.
- **Region 3.** Santa Fe Node. Including departments: San Justo, Garay, La Capital, Las Colonias, southern San Javier and part of San Jerónimo.
- **Region 4.** Rosario Node. Including departments: Iriondo, San Lorenzo, Belgrano, Rosario and San Martín. Constitución, Caceros and part of San Jerónimo.
- **Region 5.** Venado Tuerto Node. Including departments: General López, southern Caseros and southwest Constitución.

Source: Santa Fe Province Administration (2012)



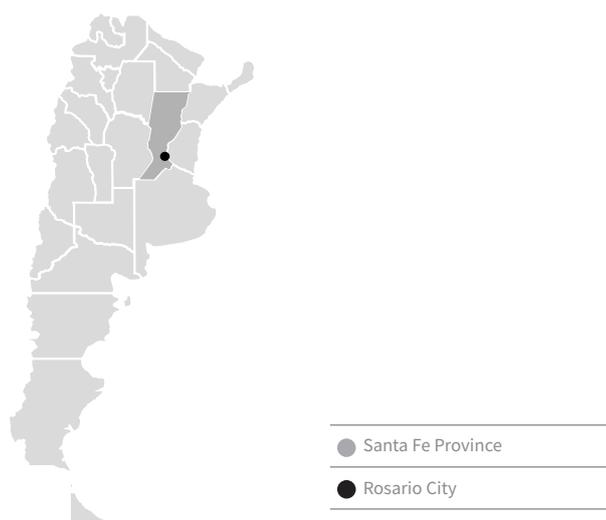
Rosario City is the head of Region 4 and it is located in the southern area of Santa Fe Province. Its total area is 178,69 km<sup>2</sup>, and as regards its geographic position, in the east it borders on the Paraná river, in the north it shares a border with Granadero Baignorria and Ibarlucea, in the west with Funes and Pérez, and in the south with Soldini, Piñeiro and Villa Gobernador Gálvez.

According to estimates by the General Directorate of Statistics of Rosario Municipality (2015), today there are 985,626 people living in Rosario, 52,5 % women and 47,5 % men. As regards age bands, the four which show the most women and men are the ones that go from 20 to 24 years old, from 25 to 29, from 30 to 34 and from 15 to 19, in that order.

As to economic activity, Rosario has a strategic position within Mercosur thanks to the fluvial traffic going through the waterway Paraná–Paraguay, and also thanks to its rail connections and roads. According to Fundación Banco Municipal (2017), the city and its metropolitan area are the center of the Argentine agricultural production within a radius of around 200 miles, 35 % of the area sown with grains in the country, and 41 % of the total production. The city itself is also very important within Santa Fe Province, producing around 40 % of the gross domestic product, and hosting an intense commercial activity, services and industrial provision, especially in food industry, metal–mechanic industry and technology.

C1

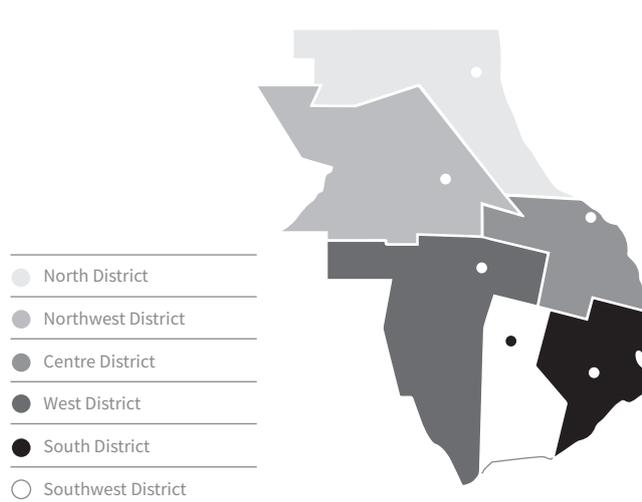
**MAP 2.** Rosario City location, Santa Fe Province, Argentina



Source: Instituto Geográfico Nacional [www.ign.gob.ar](http://www.ign.gob.ar), emphasis added.

C1

**MAP 3.** Administrative division of the Rosario City, Santa Fe Province, Argentina

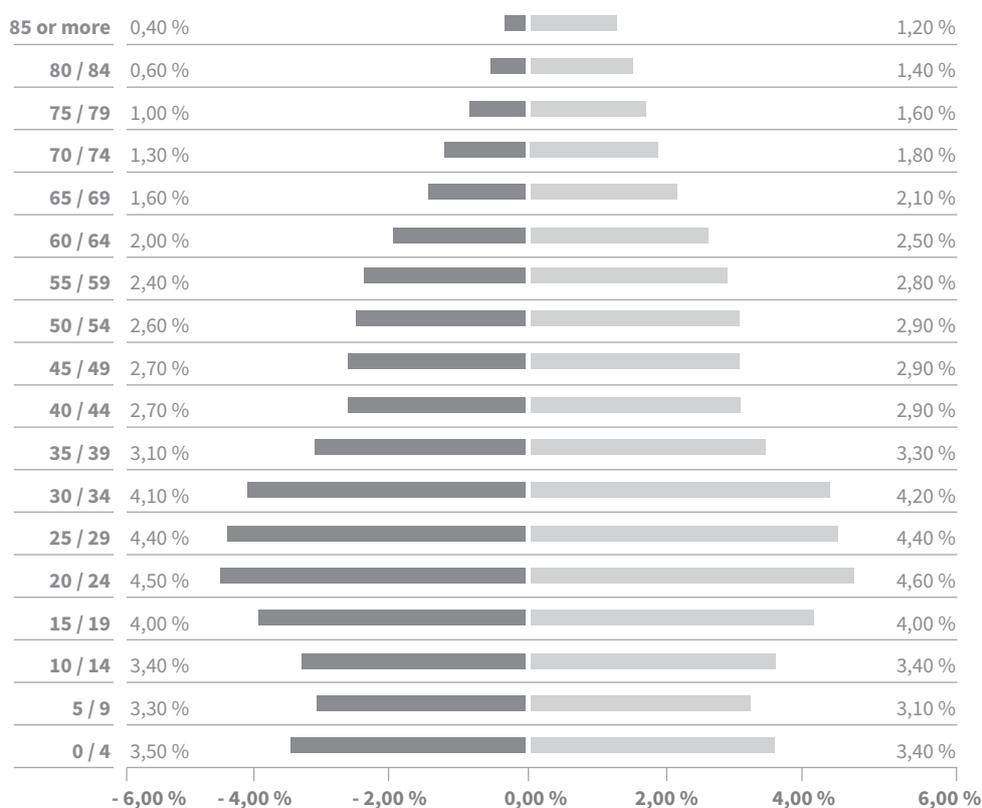


Source: our own production based on data from official websites [www.datos.rosario.gob.ar](http://www.datos.rosario.gob.ar) and [www.infomapa.rosario.gob.ar](http://www.infomapa.rosario.gob.ar).

As regards its administration, in 1995 Rosario began a decentralization process with the aim of organizing a better, closer and more involved government. Gradually, the municipal district centers were developed and set in motion — facilities where citizens can carry out procedures and formalities, file claims and take part in cultural and social activities. Today, there are six administrative headquarters, which focus on social and urban policies at a local level: district center, district south, district southwest, district west, district northwest and district north.

According to the official website Rosario Datos (2017), by 2015 the most populated district is Centre with a total of 253,499 inhabitants, 55 % women and 44, 9 % men. In district Northwest there are 178,157 people, 51, 5 % women and 48, 4 % men. District South has 151,776 people, 52, 3 % women and 47, 6 % men. District North, on the other hand, has a population of 143,070, 52, 2 % women and 47, 7 % men. Lastly, districts West and Southwest are the least populated, with 138,825 and 120,299 inhabitants respectively. In district West, 50, 9 % are women and 49.0 % are men, and in the Southwest 51.1 % are women and 47.6 % are men.

**GRAPHIC 1.** Population pyramid, Rosario City, 2015



Source: our own production based on the General Directorate of Statistics of Rosario Municipality (2015).





**Chapter 2.**  
Before and  
after the Rights  
Approach:  
conceptualization  
and questioning



## 2. Before and after the Rights Approach: conceptualization and questioning

### 2.1 Conceptual tools arising from the Rights Approach

This assessment adopts the Human Rights approach, based on *principles, rules* and *standards* of the Human Rights International System. In particular, we adopted the regulatory framework from the Inter-American System (OAS); the regulations in force since 2011, the measurement of economic, social and cultural rights (DESC) included in the Protocol of San Salvador (Additional Protocol to the American Convention on Human Rights on DESC matters) and the regulations from the Belém do Pará Convention that regulate the measurement of the right to a life free from violence since 2013. The System of progress elaboration created for measuring the involved rights in these two dispositions were produced so as to promote joint efforts and systematize the measurement process of the rights of the Inter-American system to which we belong (Pautassi, L. and Gherardi, N. 2015: 11).

Human rights are considered to be universal legal guarantees protecting individual and groups against actions and omissions that may interfere with the liberties and fundamental rights and human dignity (Office of the United Nations High Commissioner for Human Rights, 2012: 12). We stated before that human rights are the result of political consensus —throughout history, most countries in the world have agreed on them through treaties, pacts and international conventions. Nevertheless, the human rights approach in the planning of Argentine public policies is relatively new, and adapting it to the current public administration is not without challenges.

The disagreements between public policies and rights, after more than 30 years of democracy, show a disconnection between government and citizenship, between the «difficulties to see-do» and the «unattended demands from the citizenship». Two main processes that 21st century reality expose, explain the disconnection framework and justify the Human Rights Approach adoption.

*Firstly*, the social gaps, that make inequality and exclusion visible, have prevented the general population and, in particular, the vulnerable sectors from the complete exercise of human rights.

Social public policies have not incorporated the rights rationale and power inequalities create hierarchies and prevent regional human development from taking place.

*Secondly*, the limited institutional operation that exists in our country, as well as in an important group of Latin American countries, is shown by means of: corruption, lack of transparency in public administration, patronage, the use of public money for private projects, the violation of human rights and rule of law, the absence of partic-

ipation mechanisms and accountability, the supremacy of public policies as government policies and not as State policies, etc.

The application of this human rights approach in social policies introduces a transforming perspective aiming at replacing the traditional ideas and approaches of *needs* and *beneficiaries* belonging to the field of the discretionary will from the State in social matters (assistencialism) by a core guaranteeing *rights and right holder subjects*, with the power of demanding their observance (social protection of human rights). This power of right-demanding arises from the area of obligations (legal and political) understood as public guarantees at the moment of adhering to the Human Rights International System (member State) and provide sustainability to it.

It aims at creating an *identity unit* between social subjects and subjects of law. The right holder subjects (active subjects' / human rights holders) and rights (legitimate legal faculties) constitute, in this new core, the center of policies and development and not any longer the traditional beneficiaries (passive subjects) and needs (discretionary political objects), belonging to previous perspectives. The objective is a balance of power, between the State, which has a power of decision in a framework of obligation and responsibilities in social policy matters and of generating public exercising guarantees; and the right holders, that have the exercise of rights and the power of demanding and controlling the actions carried out by the State (accountability). The foundations of the approach are aimed at creating an integrated and active subject and a social and institutional culture with receptive capacities, sensitive to this change.

Thinking of policies with rights approach presupposes to impose a *comprehensive perspective* on social problems, non-sectorial, so as to go beyond current perspectives that by dividing its treatment by social areas that overlook interdependence and indivisibility of factors that contribute to their solution. Human rights are indivisible, interdependent, complementary and unclassifiable in terms of hierarchy. All of them together are inherent to human dignity, they cannot be prioritized. On the other hand, considering that the prevailing approach consists of the application of homogeneous care criteria to face the heterogeneous population realities that prevents the contemplation of the particularities of the most vulnerable groups hidden behind national indicators. The notion of wholeness in human rights, stating one of its principles, makes reference to the need of guaranteeing the interdependence of rights, always considering that use of certain rights may depend on or contribute to the use of others. In DESC matters this principal is important as well as in connection with civil and political rights. That is to say, that the comprehensive perspective is inherent to social rights and demands a previous approach for the conception of public policy.

In this sense, literature affirms that *systemic governance* is the most appropriate government style to guarantee wholeness (Cunill Grau N., 2010). It is understood as the alignment around a common perspective of the different government actors, acting as a «system» for the effective protection of rights. It involves, on one hand, creating an alignment among multiple actors to fulfill the requirements for the realization of each and every right. This is only possible by means of a legal document, in

the form of «imperative order». On the other hand, it requires that the actors act in a comprehensive way in all those matters on which the fulfilling of each right depends. For that reason, planning, budget and joint assessment are required, as well as instances allowing for the actor's articulation. All that is possible, within the framework of current values promoting mutual collaboration of all inter-dependent actors, the shared notion of the public area and respect towards diversity.

On the other hand, we understand *Networks* as relational arrangements between organizations (Forni *et al.*, 2012) and the State, integrated by multiple and diverse actors developing informal, intermittent (in and out) and dynamic interactions. They contribute to preserve the autonomy of the state and they favored flexible criteria of direct participation, ideas and experience exchange and cross-sectionalism in proposal negotiation.

This participation modality for organizations working in a Network in public activities is appreciated by the Municipal State of Rosario as «social interest holder... creator in the public environment» (*Construyendo equidad*, 2008:28).

For the rights approach, social policies (in all the stages of the public policy cycle) having as objective reaching social wellbeing must be oriented, in the legal area, towards subscribing to the legal framework on human rights and, in the operative field, they must subject to criteria of universality, equality and non-discrimination, wholeness and progressivity, participation and promotion and enforceability, access to justice and to the due process.

The Approach sets an «archetype» of social policies to achieve the *maximum* well-being level for the population and the maximum of justice to eradicate inequalities in a progressive manner. Each country, each society in each historical moment will be able to assess reality (empirical evidences) that achieved or not within the framework of a *located process*. For this reason, it is not convenient to measure the objectives in terms of good-bad, but according to the way in which changes in social policies evolve (progress state) towards this new core (more-less; achieved-not achieved; a lot-a little; etc.). On the other hand, it allows the identification of the affectation degree of the rights involved in the policies.

Through the Rights Approach, the objective is to guarantee a sufficient level of well-being for all the citizenship in terms of access to education, health, work, social protection, etc... It allows identifying the violation of rights —that may exclude certain groups from adequate well-being levels— and demanding public actions towards the progressive advance towards their fulfilling.

The notion of *strategic paths* (Cohen E. *et al.*, 1998), help thinking in terms of progress. Under this term, we find the main actions proposed by the government aimed at achieving as closely as possible the objectives set by the policy. They are mechanisms aimed at eliminating the implementation gaps, that is to say, the existing distance between a possible objective (wanted) and what was actually achieved.

It also requires the fulfilling of certain political and institutional conditions, such as: a social institution operation engaged with human rights so as to guarantee their

application and functioning; modifications in the role and current structure of the social Rule of Law encouraging the promotion and development of an active citizenship and practices favoring human rights, review of the basis and instruments for the elaboration of social public policies for the incorporation of ethical principles that constitute the foundations of human rights; cultural transformation in the «way of acting» that may favor the acknowledgement of human rights and its visibility in the institutions and political practices.

### 2.1.1 Principles

The principles of human rights are evaluative statements, with a philosophical basis that are translated into criteria that guide the production and implementation of social policies by giving them sense, meaning at a determined scope. We build principle categories with them, having an associative basis in terms of content and they allow us to observe them together, so as to establish its functioning and the specificity of their scope. We mention there those we consider essential for carrying out this assessment:

#### 1. Universality, equality and non–discrimination

Universality means that the right, any right is defined for all the population. It is based on acknowledging the fact that inequality is not exclusively founded on arbitrariness or the prejudice that they allow discrimination, they are not equivalent terms in meaning. In the case of inequality, which has wider connotations, the disadvantaged or socially excluded groups that are subjected to it are not treated as «equal beings» to freely adopt their life plan, have access to the resources they need and profit from the opportunities that may come across (Dworkin, 2002). The right to receive an «equal treatment» (non–discrimination) is an aspect arising from inequality, but it is not necessarily its cause.

It implies the access by all people to human rights, regardless of its condition or origin, preserving and respecting human diversity and non–discrimination. Diversity implies to consider equality: «equal treatment for equal people (...) unequal treatment for unequal people» (González Plessmann, 2004). Differentiated treatment (selective or positive discrimination) implies the appraisal of the different circumstances that affect a disadvantaged group that requires that differentiation (political and legal) to have access to a right, a good or a service, considering that equal treatment may prevent or worsen that access. The universality requires considering together equity criteria allowing to face the inequality heterogeneity.

## 2. Integrality and progressiveness

*Integrality* presupposes to understand and deal with social problems in a broad-based sense, involving all the constitutive areas of the mentioned problems not considering them in a sectorial or autonomous way. It is associated to the notions of indivisibility, interdependence and complementarity of economic, social and cultural rights and the other political and civil rights. As the social rights have this attributes, the problems issued from and involved by them keep these priorities and require this consideration for this approach both for their treatment as well as their solving.

*Progressiveness*, on its part, means that advances in protection contents and guarantees for human rights must be gradual an, in time, within the framework of a growing process. This progressiveness idea implies that social policies cannot limit the content of those rights to a minimum, but they must progress with the passing of time and are subjected to an affectation/non-affectation control of the involved rights. For this reason, social policies cannot be regressive, that is to say to go back in decisions or public interventions that started social rights with established contents and scope.

Progressiveness has as starting point wholeness and, at the same time, wholeness has as condition progressiveness. Both principles work through a system of counterweights, creating balance as they interact. The inclusive and interdependent orientation of social problems, non-sectorial, both on its consideration and political treatment must be progressive over time; it cannot stop or go back, both in population scope and protection content. Besides, rights must grow, progress in guarantees and contents, they cannot go back on its comprehensive scope.

## 3. Participation and strengthening

It means to guarantee express interaction social practices and mutual incidence between State and Society. The objective is active social participation, understood as the capacity of having political incidence in fundamental collective decisions affecting our society life. For that reason, the *promotion* of the capacities of self-determination and individual autonomy at the moment of making decisions, as well as the *access to public information*, constitute necessary resources that are substantial with the effective realization of this social participation. Deliberation on its own is not enough as a way of participation for this Approach. On the contrary, it requires going beyond it to penetrate the State, demanding the fulfillment of human rights and influencing decision-making. Decision participation grants legitimacy to social policies providing they manifest agreements (consensus) summarizing the shared interest of the involved actors. The participation principled in decision making fields promotes an institutional culture on social policy with the possibility of enhancing the public space.

#### 4. Enforceability, Access to Justice and due process

It implies that the right holder subjects have to have public guarantees (structures, political, legal and administrative mechanisms, information access and availability) to be able to exercise the faculty of demanding to the State the fulfilling of the obligations that make human rights effective, as well as the ones corresponding to society. This supposes the existence of a social institutional culture guaranteeing those changes. Access to Justice constitutes a fundamental resource to make viable the mechanisms and procedures for demanding rights, as an effective guarantee for its fulfilling. There are also other administrative and extrajudicial mechanisms and procedures (complaints, claims, resources) guaranteeing this right as well as the right to due process.

The institutional operation of human rights must guarantee *accountability*, that is to say the responsibility that government officials have for their acts of government (social policies in all its cycle); for actions and omissions (repair and sanction) procedures and rules restricting political discretion for all the actors (State, service providers, etc.); independent authorities (legal, quasi-legal, non-legal): accountability, human rights state of advance, etc.

### 2.1.2 Economic, social and cultural rights (ESCR): their attributes

The problem areas in need of evaluation by the Ombudsman Office of the Province of Santa Fe (poverty, old age, disability, gender violence, housing and services) require that we concentrate on ESCR within the range of human rights. This does not imply the non-consideration of the other areas of Rights (political and civil) that constitute the universe of human rights, on the contrary, the socio-economic and cultural aspect indicate the nature of origin of the problems to tackle, imbedded by the dimensions of freedom and self-determination in the area of decision making (political and civil rights).

ESCR centrality does not excuse us from some difficulties that we have solved both theoretically and methodologically, making the necessary outlining to carry out the assessment and, at the same time, the necessary adjustments to rigorously apply the regulations on human rights in force in the region.

Every difficulty indicated by the Ombudsman Office to be evaluated involves different DESC that were considered to accomplish what was requested. In this manner, following what it is stated in the Protocol of San Salvador (first and second group of rights) and Belém do Pará Convention, we took into account the rights that these regulations consider with some stipulations: **a.** we consider the right to work but no union rights; **b.** we articulate the right to a life free of violence, according to what

is regulated by the Convention, with DESC regulated by the Protocol; **c.** the right to a healthy environment is mainly considered in relation to the right to appropriate housing and the access to services and, in some policies, like the ones related to poverty, we make reference to that right in a wider sense; **d.** in connection with the problem of poverty, eight rights were considered; the right to adequate nutrition, the right to work, the right to a healthy environment including the right to housing and services, cultural rights, the right to education, the right to social security, the right to health and the right to violence free life.

In consequence, the rights that compose this evaluation are eight in total: right to social security; right to health; right to education; right to work; right to an adequate nutrition; right to a healthy environment; right to the benefits of culture (or cultural rights) and the right to a violence free life. Each difficulty is conceptualized according to the normative human right corpus that we have applied (See Annex 1: Table of rights Protocol of San Salvador and Agenda 2030).

## 2.2 Public Policies

Given that the interest of this first stage of this work is aimed at evaluating the state of advance of the social policies implemented in Rosario in 2017, by the different jurisdictional levels (national, provincial and municipal); in the areas of poverty, the elderly, disability, gender violence and housing and services from the Human Rights Approach, it is pertinent to delve into the notion of public policy that is adopted.

We understand as Public Policy the group of decisions, actions and omissions carried out by a government, by its own decision or by a social initiative to give an answer to the problems that, in a given moment, the government and/or the citizen consider as a priority.

The interventions arise from a socially questioned matter, which causes the attention, interest or calling to action of other actors in civil society. In those cases, a directivity and normative orientation affecting the future course of the social process related to that matter can be inferred.

Even though we consider that the State is the most deeply involved actor in the social process developed in connection to a question (in which there are several participating actors), for the purposes of this work, we understand that the position of the State is especially relevant. Its positioning is neither irrelevant nor passive, as they have consequences, many of them unavoidable, for the rest of the actors (Oszlak & O' Donnell, 1981). In the same way, the State should not be analyzed from a monolithic position, but as constituted by several actors, areas, and sectors with different interests and installed in different jurisdictional levels (national, provincial, local).

Furthermore, from the human rights approach the State is the main responsible at

the moment of guaranteeing the effective observance of rights, having, as a result, obligations towards its citizens. These obligations of observing, respecting and protecting human rights are translated into actions that can be understood as public policy.

## 2.3 Conceptualization and questioning of the topics which constitute the core of this assessment

Social topics that constitute the core of this assessment, that we name here as *imperative* in connection with the group of topics that constitute the social scope, where identified by the Ombudsman Office of the Province of Santa Fe, as they are the ones needing most political attention as they, for the most part, are aimed at caring for vulnerable population. These imperative topics are: poverty, disability, old age, gender violence, housing and services. This explanation aims at stating that the sense given to the term priority in this evaluation does not make reference to a hierarchical classification of the mentioned rights, as they are considered interdependent and indivisible, but to a political need.

The conceptualization and questioning of these imperative topics, from the human rights Approach, arises as part of the work process and as a result of the output of the field researchers. Thus, these products derived from the work methodology and process systematization elaborated by the research team will appear in the form of Reports<sup>2</sup>, for each topic and its policies. All the topics were conceptualized and questioned according to the corpus on Human Rights, our National Constitution that incorporates it, as well as national, provincial and municipal legislation that receives and implements this framework.

In these conceptualizations and questionings related to the five areas, we can identify several aspects that organize the analysis. Firstly, determining points in common between the topics that evidence the shared nature of the structural problems existing in the political, sociocultural and economic system of Argentina, that affect the social and personal life of the citizens, causing structural injustices.

Secondly, establishing a *before and after* the implementation of the rights approach; that may be translated as a before and after the form of understanding and acting in case of structural injustices. To make explicit common problems allows us to contrast them against the transformations that the human right system seeks to produce in those structures so as to achieve fair living standards. Simultaneously, this temporal contrasting exercise in the conceptualization contribute to show the transition from the needs, the beneficiaries and assistance discretion to rights, subjects of law and political obligations of the State.

2. The different Reports that were written are specified in Chapter 3.

### 2.3.1 Common structural problems

We have identified at least five main structural problems that are present in all the social areas that this assessment includes. The common area to these five problems, and the most evident, is the tension that is produced between two opposing principles, *equality and discrimination*, which push to lead in the political, sociocultural and economic system that dominates society life in our country.

From this tension, there are different effects:

1. *Discrimination* is present in all the social areas, related to historically disadvantaged populations or sectors: The poor, the elderly, the disabled, women, and LGBTI population. It operates as a fence that prevents the access to a common society life in equality conditions. That is to say, all the areas that constitute the object of this evaluation and in particular the rights that are involved in them, allow to explicitly the idea of social homogeneity that the Welfare State promoted with its standardized interventions until the 1970s in Argentina. The rooted culture of social homogeneity when in this 21st century there is a clear ruling of social heterogeneity, makes the expansion of equality and the acknowledging of the diversity more difficult. That is to say, that the progress assessment on each right must consider: population heterogeneity and the disadvantaged sectors, ethnic and cultural diversity, as well as the influence of civil society at the moment of the preparation of legal advances and public policies. This last aspect is very innovative in our country and characterizes the last decade. Human rights consider the protection of these population sectors and active participation of civil society in the policy production and in the measurement of their results.

2. There are *barriers* (of access, organization, implementation, coverage) that operate as social resources to keep social homogeneity as a synonym of social normality. The difference, on its different manifestations (age, gender, disability, poverty, ethnic origin, geographical location) constitute a questioning to «social normality» as structural inequalities and discriminations hide injustices, that is to say, they show another reality. Those barriers are, in first place, cultural, prejudices that separate and segregate the ones that are different; secondly, economic, besides separating and segregating from society life, they exclude people from the exchange circuits, access to resources and opportunities until reaching, in some cases, the loss of human dignity (poverty situations); thirdly geographical, understood as regional asymmetries, such as the unequal distribution of service infrastructure, distance from centers of more advance development, access difficulties related to public transport, social and environmental problems, etc. In general, they act in a joint manner, they intermingle and they reinforce each other.

3. The *differences* in social systems like ours constitute a threat that undermines the condition of temporal sustainability of actions. In a society like ours, where *social order* prevails as a historical condition that guarantees peaceful coexistence and political governability, the one that is different puts in danger the social peace that the hegemonic power generally represents. The vulnerable groups are constituted for those who are different (the poor, the elderly, disabled people, women) in history, deprived from power, public voice, political representation, decision making opportunities.

4. They disconnect *the individual from the social environment* in which he survives and show the difficulties in the integration and well-being process for different reasons when the individual cannot adapt to the rhythm and conditions of that process. That is to say, they show that the discriminations and inequalities are social constructs and not natural phenomenon. However, this reality is not politically accepted yet. The integration and well-being difficulties are more widely seen as individual problems of “the others” rather than as social problems of public interest that require attention from the State and the society.

This means that they cause a tension between what is social and what is individual. In this sense, State and society tend to overlap differences and human rights demand those to be acknowledged and processed in a framework of equality, respect, tolerance, diversity and maximum well-being. They seek then to socially process unequal and discriminatory social constructs to eliminate them through fair policies that guarantee the balance of power.

### 2.3.2 Conceptual perspectives before the Rights approach

*Poverty* adopted different conceptions that have historically promoted different types of measurement. This association, between conceptualization and measurement, as technically necessary as it may be, from the political point of view, it meant that the problem acquired much more importance for its figures than for the lives of the people included in them. In general, traditionally, it has been understood and treated in our country as an individual problem and not a social problem, arising from the socioeconomic and political system in which we live. The traditional approaches concentrate on the insufficient basic consumption for production and reproduction of life; on the abilities, on relative or subjective poverty, the one that is measure by the impossibility of satisfy basic needs or the lack of income in the household. In the meantime, poverty undermines democratic values and questions their efficacy.

*Old age* has been traditionally considered as an individual problem and not a social one. The leading conception in that tradition, in the programmatic level has been the

construction of old age as a moment of all types of deprivations: economic, physical and social. The economic ones, in terms of income problems, the physical ones, in terms of lack of autonomy and the social ones in terms of absence of social roles to fulfill.

As a consequence of this perspective, old age has been given a marginal position, greatly enhanced by the difficulty of resolving the contradiction between the real possibility of a longer life and the systemic reject of old age. It is about understanding and solving the ways of facing the difficulties arising from life cycles corresponding to the last stages of life. Many people face those stages in harsher conditions because of situations of poverty, loneliness, lack of self-esteem, identity crisis or gerontolence.

In Argentina, the first antecedents in acknowledging the rights of the elderly date back from 1949 Constitution that established a famous set of «commandments» in which the rights of the elderly were established: assistance, housing, nutrition, proper clothing, physical and moral health care, entertainment, work, tranquility and respect. This advance at the moment of acknowledging elderly people's rights was lost with the constitution derogation in 1956. Even though the reform carried out in 1957 acknowledges social security rights to elderly people pursuant to incorporation of Article 14 bis, is only in 1994, after the granting of constitutional hierarchy to the human rights corpus that the international regulations on human rights for the elderly are acknowledged and applied.

*Disability* was understood and historically defined as a health problem and from this perspective the marginalization and invisibility of disabled people was justified, which could be harsher in case of poverty and exclusion situation. Disabled people were considered as having failures or functional alterations, permanent or lengthy (physical, mental, related to age or social condition) which implied considerable disadvantages for their social, family, education, or work integration. For this reason, the treatment given to disability concerning policies promoted the medical-rehabilitating paradigm (Law 22431 of 1981 and regulating decree 498/83) to achieve social reinsertion through special education, protected work and access to social security to face health risks. The struggle of civil society organizations has contributed to promote changes in this area, mainly aimed at acknowledging the rights of disabled people.

As regards *gender violence* during the 1990s the concept of family or domestic violence was widely used, the main concern being to take care of discrimination as an inequality axis related to gender. In this context, CEDAW dispositions (1979), discrimination-centered, set the conceptual and operative objective. Protection was oriented to all people sharing the family or domestic households suffering violent actions or behaviors. In particular women and girls were not protected, as subjects of law and main victims of gender-based violence. Other areas of violence production outside the family scope were not identified either and different violence producing actions or behaviors were not distinguished. The main concern for public policies regarding violence was discrimination.

During the 2000s the main Government efforts were oriented toward the incorporation legal typification in the corresponding Criminal codes, in the creation of

National Plans from Equal Access to Opportunities and treatment and the implementation of assistance actions, counseling and support for victims. Prevention was not an intervention axis.

*Housing and Services* was thought a housing social problem towards the middle of the 20th century, under the hegemony of the central–sectorial approach, involving the State as responsible actor. It is considered that housing problems are mainly caused by the unavailability of proper housing in the market, so the State must intervene expanding the offer by building accommodation. (Lentini, 2008). In Argentina this approach is carried out through the implementation of a series of public policies: building of social housing, market regulation (metropolitan rent market, price control, occupancy regulation and ground use, set of rules for building housing); incentives and subsidies to encourage production and use through the intervention in the capital market.

Near the end of the 1980s, the UN General Assembly promotes the facilitating approach. According to this approach the governments must abandon their role of direct producers of housing and develop programs tending to facilitate housing building for non–government sectors (private sectors and community). In Argentina this process of institutionalization of orthodox neoliberalism with president Menem is translated in the weakening of the national framework in housing policy and the fragmentation in the province policies. The public actions in the area do not grant coverage to the low income sectors. Currently, the main approaches in the treatment of housing and environment are linked to the city issues, the environment and human rights.

### 2.3.3 Conceptual perspectives arising from the Rights approach

#### Poverty

The Rights Approach has contributed to conceptualize poverty as a multidimensional situation in which *rights infringements and/or rights violations*, such as work opportunities and conditions, deficit in access to education, deficit in access to cultural, recreational and sport products, deficit in access to health, deficit in access to a proper housing and environment, deficit in access to nutritious food rations. It is understood that the definitions of «satisfying factors» for each one of these dimensions is socially and subjectively variable. On the other hand, structural poverty implies that deficiencies tend to be constant in time, they include generations of poor families and they constitute layers of inequality. Deficiencies in the use of rights affect specifically the insertion in the social scope and undermine human dignity.

The human rights approach has placed the poverty issue under the scope of Government obligations and the legitimate authority of the right holder individual to

demand for their fulfilling. For these reasons, policies oriented to the poverty issue for this perspective mainly imply: to fulfill obligations and not assistance or charity actions; acknowledging that the poor people are legitimate actors to demand changes in their situation; increase institutional responsibility mechanisms; guaranteeing participation and asking their views on decision-making; etc.

### Old age

The Inter-American Convention on Protecting the Human Rights of Older Persons (2015), ratified by Argentina on May 2017 engages the States to promote, protect and acknowledge the human rights of elderly people from 60 years old onwards, aiming at contributing to their complete inclusion, integration and participation in society. It is the first regional legal instrument to guarantee the rights to equality, life, health, dignity in old age, independence and autonomy, housing, participation and community integration, safety and to live a life without violence.

The Approach contributed to go beyond the scope of individual responsibility of elderly people to establish social responsibilities, from the part of society and governments, as well as concentrating efforts so that, as subjects of law, they control their life in an autonomous and independent way. It allows standardizing, protecting, promoting and assessing the observance of the rights of elderly people in which the starting point is not the existence of people with needs to satisfy, but of individuals with rights that force the State and the civil Society to their observance. In short, it produced a change in paradigm as it promotes the strengthening of elderly people and an integrated society from the point of view of age. This implies that elderly people, being subject of rights and not only beneficiaries, have certain guarantees and have certain responsibilities towards themselves, their families and their societies, with their immediate environment and with future generations (CELADE-CEPAL, 2011).

Currently, literature unanimously and basing on evidence, supports the idea that both old age and the aging process involve a multifaceted reality affected not only by the passing of time but also by physiological, social and cultural aspects (CELADE, CEPAL 2011). We acknowledge the existence of a chronological age, mainly associated to physiological factors and a social age, culturally determined by each society. The chronological definition of age for the old age is currently a result of a sociocultural construction.

### Disability

Since the year 2000, the Inter-American Convention on the Elimination of All Forms of Discrimination Against Persons with Disabilities (ratified by National Law Nº 25280) and its Optional Protocol (2008) incorporates the conceptual approach of human rights to this topic. Even though the Rights approach is introduced as an objective to accomplish in the long term, given the complexities and cultural and political reservations towards the change of paradigm, it's an obligation for the State and Society to guarantee these ongoing transformations. The preamble of the Conven-

tion establishes that disability is «a concept that evolves and that arises from the interaction between the people with disabilities and the barriers caused by the attitude and the environment that prevent their full and effective participation in society in equal conditions with the others.»

It claims also that «people with disabilities are those with long term physical, mental, intellectual o sensorial deficiencies that, when interacting with different barriers, may prevent their full and effective participation in society in equal conditions with the others.» That is to say that the main conceptual contribution of the Rights approach is acknowledging that the people with disabilities have legal capacities and that the possibility of using them, as well as the implementation of support mechanisms and reasonable arrangements aiming at allowing disabled people to use that capacity in equal conditions than the others.

### Gender Violence

Starting on the 2000s, a new political and conceptual approach of violence is incorporated, due to the implementation of the Inter–American Convention on the Prevention, Punishment, and Eradication of Violence against Women, generally known as Convention of Belém do Pará (1994) and its mechanisms (MESECVI). The comprehensive conception of violence, fixed in this instrument (art. 1), exceeds the conception of family or domestic violence and establishes that the concept of violence against women includes any action or conduct, based on her gender, that causes death, physical, sexual or psychological damage or suffering to women, both in the public sphere as in the private. In the same way, from the following articles it can be inferred a wide range of transformations, operational and theoretical that inspired national, provincial and local legislation as well as the policies implemented by the states from the year 2000 up to our days.

The transformations that were produced in violence matters from the implementation of the comprehensive conception introduced by the Convention of Belém do Pará, allowed: **1.** to identify women as the main individuals needing social protection, as the motivation of violent actions are based on gender; **2.** listing behaviors and actions that constitute violence and their consequences; **3.** increase the production fields, both private and public; **4.** distinguishing different types of violence (physical, psychological and sexual) and our National Law 2685 enhances this classification (economic and patrimonial, symbolic); **5.** demand a cross–sectional treatment of violence (comprehensive) and no sectorial; **6.** emphasizing on prevention as an intervention type not widely used by the States; **7.** address the involvement of all the areas of the State in the management of the policies of gender violence, with enough capacity to articulate prevention, support, investigation, sanction and reparation of the different situations that may be presented according to the type of violence concerned.

## Housing and Services

The rights approach sets a comprehensive conception of well-being and of right holder individual that goes beyond the specificity of housing and services, to include an important amount of rights (civil, political and DESC) that are cross-dependent. The Protocol of San Salvador establishes on its articles the rights involved in the effective fulfillment of the right to housing and services, which are part of human well-being.

The human rights approach, in this field, is legally typified on Article 11 of the Protocol of San Salvador that on part one, establishes that every individual has the right to live in a healthy environment and having basic public services and on part 2 that the subscribing parties must promote the protection, preservation and improvement of the environment. In the same way, this is stated on Article 11 of the International Pact of Economic, Social and Cultural Rights that considers proper housing as a fundamental element of the right of every individual to proper living standards for themselves and their families.

The main contributions have been to establish a «toolbox»<sup>3</sup> on the right to proper housing and to services, integrated by elements that satisfy it, such as: legal security for purchasing, secure livability, affordable expenses, availability of services, materials, facilities and enough infrastructure, feasibility, proper emplacement, cultural adaptation (ONU, 2017).

On the other hand, to guarantee the right to housing and services it is also necessary to guarantee liberties (civil and political rights), particularly, protection against forced eviction and arbitrary destruction and demolition of the property, the right to be free from arbitrary interferences in the home, privacy and family and the right to choose the residence and determine where to live and the right to freedom of circulation (UN, high Commissioner for Human Rights, 2010).

To sum up, the Approach contributes to realize, in the short and long run, under the scope of a process, the notion of applied equality (material equality) contemplated by our National Constitution and that goes beyond the idea of formulated equality (formal equality). One of the resources that allows for the accomplishing of this goal is to give power to historically disadvantaged groups to reestablish their public voice, their rights and their social position. Other resource is to enhance the status of subjects of law to people that are part of vulnerable groups (women, disabled people, poor people, elderly people), historically excluded from the political, sociocultural and economic world. Besides, through the principles, rules and standards, this gives power to them (with juridical legitimacy) for the complete use of their capacities, as well as to be also protagonists and have influence in public life, respecting their interests, in the same conditions than the rest of the society.

3. UN, OHCHR, official website, Right to adequate housing, found in: <http://www.ohchr.org/SP/Issues/Housing/toolkit/Pages/RighttoAdequateHousingToolkit.aspx>



C3

### **Chapter 3.**

The assessment  
backroom:  
work process and  
methodological  
framework



### 3. The assessment<sup>4</sup> backroom: work process and methodological framework

In this chapter we present the methodological guidelines for our assessment process. Here we intend to present not only technical aspects regarding the method, but also the set of decisions, strategies and stages necessary to develop this evaluative research with a rights approach. In other words, we make visible what is normally called the research «backroom», with the belief that sharing the way in which knowledge is produced — the process' strengths and weaknesses — is a major contribution to both the field of human rights assessment and to the making of public policies.

On this assumption, we present a «step by step» of the assessment process, setting apart different work stages that this kind of research entails, indicating the techniques and methodological devices applied<sup>5</sup>.

#### 3.1 Identifying a general frame of reference and institutional requirements

The starting point of this work came from the Ombudsman Office of Santa Fe Province, which requested an assessment with a human rights approach of the social policies implemented in Rosario City in 2017 by the three levels of government. The topics deemed paramount were: poverty, disability, old age, gender violence, housing and services.

4. The title of this chapter was inspired by the book «La trastienda de la Investigación Social» (The backroom of Social Research) (1997) by Catalina Wainerman and Ruth Sautu.

5. Many specialists in the field of public policies assessment agree on conceiving the assessment as a process made up of different stages (Gómez Serra, 2003; Fernández Ballesteros, 1993; Neirotti, 2007; inter alia).

#### C3

#### «IT'S NOT OUR INTENT TO KEEP TABS ON COMPLAINTS, BUT ON PROGRESS AND BREAKTHROUGHS»

(Work Group of San Salvador Protocol, 2015:17)

Acknowledging the principle of progression of the Rights Approach, our team decided to think of this assessment as a tool that encourages learning and spawns transformations.

When assessing a project, program or policy, we think of changing the way in which things have been done so far and, in a way, we expect that the assessment results provide elements to make some changes to the strategy or the methodology for action that has been implemented, prioritizing learning. In this way, assessment as a tool to cementing learning processes presents a very high potential to generate ownership processes of the implemented policies, favoring the use of the findings. When learning is prioritized beyond control, we have a better environment to enable ownership of the policies and the use of these findings is precisely one of the great challenges in Latin America.

The goal of the assessment is based on the goal of the Ombudsman Office: protecting the rights and interests of individuals and the community whenever the Public Provincial Administration and its agents' actions, acts and omissions imply an illegitimate, defective, irregular, arbitrary, discriminatory and neglectful exercise of power. Thus, we agreed that our work should account for the progress status of human rights in this city, revealing the way in which social policies implemented contribute —or not— to guaranteeing those rights. Furthermore, we stressed the need to contribute suggestions for future improvements.

In accordance with the request, an inter-disciplinary work team was made up of professionals with experience in assessing public policies, social policies and human rights, and the different topics prioritized by the institution (see Assessment Team of Public Policies and Human Rights). During the month of April 2017, we designed an assessment proposal —a work plan, along with a methodological framework and schedule— which was revised and approved by the Ombudsman Office.

This assessment<sup>6</sup> proposal had the following goal:

*Assessing the progress status of social policies implemented in Rosario in 2017 by the three levels of government, considering poverty, old age, disability, gender violence, housing and services, with a Rights Approach.*

To account for the strictness of this goal, it's necessary to analyze both the social policies implemented in the stated topics, as the rights acknowledged by international regulation.

This is why the Ombudsman Office of Santa Fe Province attempted to reach this goal through a two-stage process: first by studying the policies and then studying the rights.

- **First stage:** assessing the progress status of social policies implemented in Rosario in 2017 by the three levels of government, considering poverty, old age, disability, gender violence, housing and services, with a Rights Approach.

- **Second stage:** applying core indicators of progress in order to measure the rights acknowledged by the San Salvador Protocol, a guideline developed by the Work Team of San Salvador Protocol of the Organization of American States (OAS), valid for all member states since 2011 (OEA, 2015); and the core indicators to measure implementations of the Belém do Pará Convention (OAS, 2015), related to the fulfillment of the right to live a life free of violence.

C3 .....

### The Reports and Meetings

Reports production was adjusted to the tasks planned by the schedule of the initial work and it was an efficient and systematic activity for the team in this first stage. The starting point for reports production was always the debates between team members, followed by individual revisions and another group exchange, in order to reach a consensus.

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6. The proposal was adjusted and perfected during the process. Here are the final goals.

In this paper, we present our findings from the first work stage. It's worth pointing out that we think of both stages as consecutive and complementary, parts of the same goal<sup>7</sup>. This first stage, which we may term «Approximations to the rights approach», allows us to become familiar with the context in which the political process oriented to guaranteeing each right takes place. Meanwhile, the second stage sees the applying of the progress indicators, which measure the degree of process in the fulfillment of the rights acknowledged by the San Salvador Protocol and the core indicators of the Belém do Pará Convention.

## 3.2 Towards a policy assessment with a rights approach

As we stated in Chapter 2, this assessment follows a human rights approach, based on principles, rules and standards by the International Human Rights System. Our framework is the inter-American system (OAS): dispositions that rule since 2011 the measuring of economic, social and cultural rights (ESCR).

As we previously pointed out, this report showcases the findings belonging to the assessment's first stage. Even if we use the normative and operative framework ruling the ESCR in Latin America, we do not apply directly the progress core indicators suggested by the San Salvador Protocol, or the core indicators of the Belém do Pará Convention. Instead, we built our own methodological strategy using criteria from these human rights cores, and we consider it effective at this stage in our public policies assessment, considering the actual terms and conditions for its realization.

### 3.2.1 Goals of this report

In order to contribute with the general goal of this assessment, at this first stage we proposed:

1. Assessing social policies implemented in Rosario in 2017, considering poverty, old age, disability, gender violence, housing and services, and in what way their decisions and actions are substantiated by the human rights system and its institutions.
2. Establishing the extent to which the different levels of government are provided with state capacities to implement social policies with a rights approach, within the framework of the current institutional structure.

<sup>7</sup> We estimate that the progress reports relating to the core indicators will be presented in 2018.

The underlying assumption behind these goals is that social policies implemented in Rosario City have attempted to steer progress, through the substantiation and institutionalization of their actions and state capacities, which comply with the human rights system. Nevertheless, there are still some limitations.

### 3.2.2 Revision of previous works and analysis of the given issues and policies

Being a research work, the starting point of this assessment was a review of the literature on human rights, social policies and assessment methodologies, carried out by the team as a whole.

On one hand, the fieldwork team —made up of professionals with expertise in different areas— carried out a preliminary exam of the policies prioritized by the Ombudsman Office of Santa Fe Province, with the intent of defining the state of play and the political and institutional environment, while identifying the available sources of information. This work was organized in stages and materialized in reports that served as a guideline to exploring, systemizing and abridging the information:

- **Report 1: Conceptualization of the prioritized matters. Posing the problem from a human rights approach<sup>8</sup>**

In order to clarify the «playing field» where we would carry out the assessment, we attempted to define what issues required intervention. Consequently, we prepared guiding questions and established steps for conceptualizing and problematizing each of the given issues (see Annex 2, Report 1).

- **Report 2: Identification of relevant actors for each issue**

In order to get to know in detail the interests involved in the policies processes we were studying, we went on to identify the governmental and non-governmental actors able to work on the issues and to enact changes aligned with the rights approach and its principles (see Annex 3, Report 2).

- **Report 3: Systematization of the available sources of information and first approach to the mapping technique in the analysis of social policies.**

In order to recognize and systemize the available sources of information for the national, provincial and local levels, we created a program table (see Annex 4, Report 3).

8. The results obtained by these reports are recovered in Chapter 2.

Meanwhile, the coordinating team went on to revise, systemize and analyze the literature on assessment with a rights approach, which allowed us to know in detail different cores, assessment models and theoretical and methodological devices, in order to assess the countries' progress regarding the fulfillment of the human rights regulations, oriented to guaranteeing and preserving the rights of all individuals.

These proposals show some agreements and common features:

- The conceptual system is defined as regards the concept and the dimension/s that rights have in international standards.
- They aim to build a comprehensive indicator system and this is why a common analytical framework shares different indicators and sources of information. They also include the population's regulations, institutions and features, and the analysis of its policies and programs, regarding both its features and implementation modalities, and the assessing of its results.
- They include certain principles or rights in a cross-cutting way: non-discrimination and equality, indivisibility and interdependence, accountability and access to mechanisms of enforceability, participation and empowerment and access to information.
- They agree on organizing the progress indicators in groups: structural, process-oriented and results-oriented.

However, each measurement proposal presents its own particularities. Here, we preferred the aforementioned «Progress core indicators to measure rights acknowledged by the Protocol of San Salvador», the model suggested by the OAS Work Group.

### 3.2.3 Approximations to the rights approach: adapting the progress core indicators to measure rights acknowledged by the Protocol of San Salvador and the core indicators of Belém do Pará Convention

Through the first stage, the team faced great challenges. Even if the progress core indicators for rights measurement established by the Protocol of San Salvador and the core indicators of the Belém do Pará Convention were models for our own assessment, our work involved creating an original assessment proposal to consider social policies with a rights approach at sub-national level.

In the first place, this meant assessing public policies, leaving aside plans, programs or projects undertaken by private organizations or institutions<sup>9</sup>. As a result, we analyzed a complex setting, made up of multiple government areas, various actors, programs, projects and actions, belonging to different jurisdictional levels: national, provincial, local... In any given city, different spaces, neighborhoods and districts have to be considered. Thinking in terms of public policies means transcending the usual boundaries of plans, programs and projects, which are the main focus of traditional assessment methodologies.

In the second place, it meant assessing policies Poverty, disability, older adults, gender-based violence, housing and services. With each of these topics comes a set of epistemological and political decisions regarding the problems and rights involved. Even if these issues are acknowledged by the international legal standards that serve as a framework, defining the limits suitable for each topic was a contribution of the assessing team, an outcome of the conceptualizations and problematizations presented in Chapter 2.

Lastly, we went on to assess social public policies at a sub-national level. Drawing from the study of specific literature, we discovered that our approach entailed a novelty in terms of assessment with a rights approach, since the existing theoretical and methodological devices focused on the national level.

#### **The Core of the Inter-American Commission on Human Rights (OAS)<sup>10</sup>**

In order to make clear our approach at this first stage, we briefly present the model adopted to measure the fulfillment of rights of the Protocol of San Salvador, which we used as a guideline<sup>11</sup>.

First, the core selects three types of indicators: structural, process-oriented and results-oriented. Structural indicators show ratification or approval stemming from the basic international legal devices, in order to enable the realization of a human right. These indicators assess whether the normative framework and the strategies adopted by the State are suitable for this right. Process-oriented indicators try to measure the quality and scale of the State's efforts to implement rights, analyzing the reach, scope and content of the specific strategies oriented towards achieving goals

9. Here we touch upon the fact that traditional assessments usually focus on the study of a program or plan in particular. We mentioned it in Chapter 2 and will expand on this later: at this first stage, we touch upon public policies.

10. The core indicators of Belém do Pará Convention have a similar structure.

11. In order to reach a deeper understanding of this right measurement core, we suggest reading the following document: Work Group of the Protocol of San Salvador (2015). Progress core indicators to measure rights acknowledged by the Protocol of San Salvador. Washington: OAS.

related to the realization of a right. Results-oriented indicators show the achievements which signal that a right has become realized in a certain context (Work Group of the Protocol of San Salvador, 2015).

The information these indicators provide is organized in cross-cutting categories (Work Group of the Protocol of San Salvador, 2015):

- Right reception: how the right becomes included in the legal system, the institutional apparatus and in public policies.
- Financial context and budgetary commitment: we take into account the effective provision and distribution of resources, and budgetary commitments as means to assess the government priorities.
- State Capacities: we analyze whether it's possible for the different government branches to problematize, prioritize and manage public issues. We try to determine if there are effective conditions making it possible to implement —through public policies— a rights approach within the framework of the current State structure.

These categories are complemented with cross-cutting principles (Work Group of the Protocol of San Salvador, 2015):

- Equality and non-discrimination: we try to determine if there are effective conditions to guarantee the access to social rights through the institutions and current democratic processes.
- Access to justice: we attempt to assess whether it's legally and effectively possible to access legal or administrative grievance and protection mechanisms.
- Access to information and participation in civil society: we assess whether the State is providing enough information to citizens, so they may be able to check on the government actions.

In short, the measurement core has the following shape:

As we shall see later on, the first stage of this work presents approaches to the different categories and cross-cutting principles suggested by the core. Our main findings contribute some evidence that helps us understand right reception, State capacities and access to information and participation. At the second stage, we expect to account for the core as a whole.

**GRAPHIC 2.** Measurement core

Right to ...		Structural	Process-oriented	Results-oriented
<b>Right reception</b>	Indicator			
	Progress signs			
<b>Basic financial context and budget commitments</b>	Indicator			
	Progress signs			
<b>State Capacities</b>	Indicator			
	Progress signs			
<b>Equality and non-discrimination</b>	Indicator			
	Progress signs			
<b>Access to justice</b>	Indicator			
	Progress signs			
<b>Access to public information and participation</b>	Indicator			
	Progress signs			

Source: our own production based on the Indicator Core (Work Group of the Protocol of San Salvador, 2015).

### 3.3 Assessment design

#### 3.3.1 Methodological Strategy

In order to achieve the general goal of this assessment, we decided on a qualitative and quantitative methodological strategy. We wanted to have techniques and devices that would enable us to measure the progress status of policies concerned with rights in Rosario City, analyzing their particularities while also drawing generalizations.

During this first stage, we chose to apply a qualitative strategy when creating and analyzing information, so as to understand policy processes in all their nuances and complexities.

As it usually happens with qualitative works, the research process was non-linear and its different stages —problematization, conceptualization and analysis— ended up overlapping with the fieldwork. This contributed to our reflection on methodological strategies themselves, their redefining and suitability.

### 3.3.2 Selection of the assessment object

Through the first part of the assessment, the focus was on studying policies implemented in Rosario City with regards to poverty, old age, disability, housing and services and gender violence.

The term «public policy» became operational taking into account the actions and decisions —including omissions— carried out by governments at the national, provincial and local levels, both the executive and legislative branch and, to a lesser extent, also the judicial. All three powers are concerned with different areas, sectors or departments. As «actions and decisions» we may consider ratifications and adhesions to normative, creation and sanctions of new normative, creation of new government areas, plans, programs and projects.

The theoretical–methodological framing was divided into two stages. At the first stage, we collected and systemized information about government actions and decisions that had a connection with our study topics, trying to find keys for these questions. At the second stage, we analyzed how relevant each action was and refined the information we had gathered. Later, we selected some policies for a deeper analysis, and these are the ones we present in the following chapter, organized in accordance with three criteria:

- Scope: we selected those initiatives with a bigger target population.
- Programs that involve different rights: we preferred actions which acknowledged a variety of causes for the given problems, and which took a comprehensive approach.
- Level of information: we considered whether there was enough information and whether it was available in relation to each proposal.

### 3.3.3 Creating information

#### Sources and Techniques

Information was gathered throughout the assessment process<sup>12</sup>. Starting on May 2017, the field team took the first steps to ensure that the input contributed to the theoretical–methodological decision–making. As we previously stated, our work approach allowed us to redefine and adjust the given theoretical–methodological devices.

We defined our methodological strategy taking into account the timetable set by the Ombudsman Office of Santa Fe Province and the available resources. We preferred to explore and to become familiar with existing information on public access policies and then to request information to the State authorities in their different levels.

<sup>12</sup>. Because of the length of the interviews and the size of the database, the team decided to save everything in digital form to simply access, and this is why they are not part of this edition.

We used both primary and secondary information sources. We were especially careful when handling the selection, taking into account trustworthiness and favoring official sources of information, government-related, in different formats.

Our secondary sources were quite varied and we explored them mostly during the first stage of the assessment process. Here we list the main ones:

- Legal documents: international provisions, laws, decrees, resolutions and ordinances.
- Policy documents, plans and programs: texts that provide details on planning proposals, or documents for internal use
- Official websites: government websites, where they present information on the chosen policies.
- Official statistics reports and management reports: documents or databases containing statistical information already processed and analyzed.
- Program assessments and studies: conducted by governments by themselves, or by research centers.
- Academic research: conducted by universities and research centers, on the chosen policies.
- News stories: coming from official government sources — such as news portals in official websites, and others from newspapers or journals—, mostly local.

In order to gain access to official non-published information — such as internal records, statistics data, databases, etc. — we sent formal request messages to different government areas, signed by the Ombudsman<sup>13</sup> (See Annex 5: Formal information notes signed by the Ombudsman). This information would become an invaluable asset for the team during the second stage of the assessment process.

While gathering secondary sources, we applied the technique of documentary analysis, which allowed us to organize data according to the assessment priorities. To serve this purpose, we built a systemizing tool that acted as a guide to identify and organize relevant information. We call this tool «Databases on Social Policies in Rosario 2017», and we will discuss it in depth later.

It's worth pointing out that, before proceeding to systemize and carry out the documentary analysis, we assessed the quality of the secondary sources considering their authenticity — so as to determine whether or not the document was authentic— and the source's trustworthiness (Cea D'Ancona, 1996).

<sup>13</sup>. By October 27 we haven't received a reply to the messages we sent. The areas that had messages sent to them can be checked in Annex 5.

While gathering primary information, we applied various qualitative techniques. Here below, we present them along with the sources for each case:

- Semi-structured interviews: applied with key actors who, due to their institutional hierarchy, their well-known background in a relevant government area, or their work experience, could contribute important information to our study. In order to unify criteria within the team and select relevant data, we created a device which we called «Interview protocol» (see Annex 6: Interview Protocol and Annex 7: Interviewed government actors).
- Online questionnaires: whenever it wasn't possible to consult personally with the actors, or when during a face-to-face interview our subjects requested having a questionnaire sent by e-mail, we applied this technique. Since the questionnaires were used in specific situations, we did not create a standard model and the questions were prepared for each case as needed. Our selection criterion for the subjects was the same we adopted for semi-structured interviews.
- Phone consultations with key subjects: when it was necessary to clear doubts, revise contradictory data or validate information, we consulted with key subjects through phone-calls. In most cases, the subjects we consulted had some previous relation with the team members and could contribute reliable information in a fast way, thanks to their affiliation with the policy study (for example, they were currently working in the program, or they had in previous years). In each case, the phone-calls were registered, clarifying the criteria (See Annex 8: Master Record of Key Subjects and Online Questionnaires).

To ensure the validity of the information gathered, in every case we did a data triangulation: we used many varied sources of information on a same policy, trying to compare data (Cea D'Ancona, 1996).

### Fieldwork Challenges

Throughout the fieldwork process, the team came across limitations that forced us to redefine our theoretical-methodological strategies, so as to fulfill the agreements reached with the Ombudsman Office of Santa Fe Province. Something that hindered our progress, and that we list as a finding (see Chapter 5), is the lack of systemized public information on the programs. In most cases, web portals don't have updated information on administrative, budgetary and results data.

In order to find non-published information, the team conducted personal interviews with key actors.

C3

### Creating information

Throughout the assessment process, **31** key actors were interviewed, **18** messages requesting information were sent, **6** online questionnaires were posted, and **17** consultations with key subjects were held.

### 3.4 Strategies for Processing and Systemizing Information

In order to organize the information created and gathered during the assessment process, and to enable its subsequent use and analysis, we built a *Database on Social Policies Rosario 2017*. This device helped us to unify criteria within the team, as regards what was relevant or not for our research.

Much like the rest of the assessment process, the Database on Social Policies Rosario 2017 was built using progress indicators from the rights measurement framework established by the Inter-American system (OAS). In this document we can see what social policies were implemented in the city, and judging by them we may think of what social rights are guaranteed in each of the topics considered a priority, so as to assess the extent to which we are making progress to realize those rights in Rosario.

Here below, we share the criteria chosen to register information:

- Rights: here we mention the rights that the government action attempts to guarantee.
- Name: full name through which the policy, plan, program or project is known.
- Categorization: we state whether it is a plan, program, project, transference, or others.
- Jurisdiction: we state what jurisdiction formulates, implements or funds the initiative: National, Provincial, Municipal.
- Area: we state what government area is concerned.
- Ministry: we state the ministry the concerned area depends on. For municipal programs, they were categorized within the offices that make up the government structure.
- Goals: we state the proposal's goals, exactly as they are presented. Problem: we present the statement created by the policy makers to outline the undesirable situation that the policy is intended to change.
- Target population: we state what population is targeted by the government proposal and if possible we provide information on their features, such as: **a.** socio-economic background (usually defined by stating whether it is a population in risk, affected, etc.); **b.** age; **c.** gender; **d.** ethnicity; **e.** homes/individuals, etc.
- Components: we identify the main components of the plan, program or project. E.g. if there are money transfers, training programs, etc.
- Activities: we state what activities were implemented to achieve the proposal's goal.
- District: we state in what city district was the proposal implemented. Neighborhood: we state the neighborhood's name.
- Actors involved: we identify what actors were involved in the implementation, their roles and the actions/resources they manage: areas, offices, ministries, state institutions rooted in the territory, and civil society organizations.

- Human Resources: we identify how many people work in this plan, program or project, their profiles and background.
- Budget: we state the proposal's budget, using percentages and relating it with the general budget of the area.
- Scope: we state the population that takes part of a programme<sup>14</sup>.
- Information: we state what systemized available information the program or project counted with (regulatory texts, program documents, reports, databases, assessments, etc.).
- Information source: we state where we found the information.
- Comments: we register observations or comments if necessary.

Some of the items we used as a guideline when developing the database were problematic because they didn't share the criteria of the work team (for instance, at times some government initiatives did not state precisely whether they were programs, plans or projects) or else the governments didn't provide us with the information we requested (budget, scope). We expect that at the close of the second stage of the assessment process it will be possible to count on this information.

Nevertheless, the amount of information gathered allowed us to create what we went on to call Territorial map of social policies implemented in Rosario. State presence on a large scale (through identification of institutions by policy) and existing relations between policies, plans, programs, projects at different levels of government (nation, province, local) in the same territory.

### 3.5 Analysis strategies

Once the information was gathered, its validity assessed, and it systemized according to the agreed guidelines, the team set out to analyze information conducting a selection of plans, programs and/or projects by topic, using the criteria we previously mentioned: scope, involvement of different rights and level of information.

Framing the information thus enabled a deeper qualitative reading of the government initiatives, letting us analyze policies, plans and programs, taking their specificity into account: we knew the actors' intentions, their work experiences, the challenges they encountered, the desired integrations between different government areas and jurisdictions, and when these integrations were likely, among other factors. This reading, more precise, allows us to consider the context where the government efforts evolve, trying to accommodate the rights approach, and it may well be the starting signal that leads us to understanding the results stemming from the application of the indicators system.

**14.** The research findings were insufficient to determine the relationship between the population in the programs and the overall population that needs them.

These «qualitative variables» or «nominal variables» (Korn et al., 1984) allowed us to measure the presence or absence of property in each case. Additionally, as we can see in the guiding questions and confirm in Chapter 5, the analysis outgrew its categorizations, and subsequently we tried to acknowledge specifics and subtleties<sup>15</sup>.

The analysis strategy came to fruition in a device we call «Methodological guideline for analysis» (see Annex 9). Using it, we were able to systemize and analyze each of the social policies, plans or programs gathered, and the rights involved, in connection with each of the topics that are the object of this assessment.

Here below, we present dimensions, the variables we adopted and the guiding questions that allowed us to make a description and expand on our chosen topics:

15. According to Korn, this type of variables is valid to take measurements, since they are considered to be the lowest level of property measurement (existence/non-existence) (Korn, F. et al., 1984).

TABLE 1.

Dimension	Variables	Assessment Questions
<b>1. Structural basis on State institutional operation</b>  To what extent policies, programs or plans found their decisions and actions on the human rights system and in this way institutionalize them?	Existing regulation justifying the creation of the policy.	Is there regulation institutionalizing program creation? Are there provincial and local adherents to national regulations?
	Reference to human rights dispositions as framework or precedent.	Is there any reference to human rights dispositions as framework or precedent for decisions? Are the rights approach and its principles employed?
	Institutionalization and use of the concepts of human rights.	Are there any human rights conceptual changes? Can we find any changes in the institutional agenda?
	Civil society participation.	Is civil society involved? Are there any changes made on account of civil society demands?
	Sustainability of decisions and actions.	Were new areas, offices, headquarters and institutions created, or else were the existing areas and facilities organized to accommodate policy management in order to achieve policy sustainability?
<b>2. Capacities State governments and implementation of the rights approach</b>  To what extent does the State count on operating conditions to realize its political will and implement social policies with the rights approach in the existing institutional structure?	Political capacity for coordination.	Are there different government areas involved in policy management, or different jurisdictional levels and non-governmental organizations? Are they working jointly in the same area?
	Technical and administrative capacity.	Is the State personnel currently employed sufficient for the task at hand? Do they have suitable backgrounds and experience?
	Capacity to create information, monitoring systems and assessment.	Is quality information being produced in a systematic way? Is there any official information on policies, plans, programmes? Is it accessible to the public? Are there any capacities for monitoring and assessment?
	Financial capacity and budget commitments.	What percentage of the budget is meant for the development of policies, plans and programmes?
	Addition of human rights principles.	Are the principles considered when organizing implementation? (See guiding questions below)

Source: our own production based on conceptual aspects developed in Chapter 2.

In order to assess the way in which human rights principles were considered, we agreed on some guiding questions:

**TABLE 2.**

<b>Principles</b>	<b>Guiding questions</b>
Universality, equality and non-discrimination	Were disadvantaged groups taken into account? Are holders of rights, responsibilities and obligations considered in every stage of the project? Has there been any contribution to improve unequal conditions or has equality increased? Is there a differential treatment (affirmative action) concerned with diverse circumstances affecting a disadvantaged group and preventing it from realizing a right?
Comprehensiveness and progress	Have individuality and interdependency of human rights been taken into account? Is the problem addressed considering its multiple causes and the interdependency between them? Are social policies advancing towards progressive realization of human rights? Are they fulfilling the principle of non-regression?
Participation and empowerment	Are there new participation channels? Are actors involved in different policy stages participating? Is citizen participation promoted? Are people/communities capacities strengthened? (considering: Commitment – Authority – Access and control of resources – Communication – Decision-making)
Enforceability, Access to Justice and due process	Are there legal or administrative mechanisms meant to enforce the fulfillment of human rights?

Source: our own production based on conceptual aspects developed in Chapter 2.



C4

**Chapter 4.**  
Territorial map  
of social policies  
implemented in  
Rosario City  
in 2017:  
description and  
georeferencing



## 4. Territorial map of social policies implemented in Rosario City in 2017: description and georeferencing

In the following chapter we introduce the description of the policies related to the topics prioritized by the Ombudsman Office of Santa Fe Province: Poverty, Old Age, Disability, Gender Violence and Housing and Services involving different Economic, Social and Cultural Rights and, in the light of which the evaluation of the advance state of social policies implemented in Rosario in 2017. The description of each policy starts by mentioning the human rights laws in force setting the framework for its achievements.

The rights that compose this work are eight in total: right to social security; right to health; right to education; right to work; right to an adequate nutrition; right to a healthy environment; cultural rights and the right to a violence free life.

For the selection of prioritized policies, the criteria included in the territorial mapping explained in Chapter 3 and that considers: the level of coverage, the programs that involve different rights whose defining trait is the multiple causes of the problems to take care of and their comprehensive approach and, lastly, the level of information in which the existence and availability towards the proposal was considered.

The description is carried out considering the used criteria to record information, including: the involved rights, the jurisdiction that formulates, implements and/or finances the initiative (National, Provincial, Municipal) the government area, its objectives, the problem construction carried out by the ones in charge of the policy, the target population for the government proposal, the components that identify the main elements of the plan, program or project, the activities that are implemented for achieving the objectives of the proposal, the involved actors, their roles, actions resources and the state institutions located in the area and civil society organizations. Regardless of difficulties to access quantitative information, the obtained information related to the human resources involved, the budget and the coverage was recorded.

To address the descriptions for each policy, the involved rights were marked. This does not necessarily imply that the mentioned right is guaranteed, but that the policy includes some kind of objective, component or action aiming at guarantee —to some extent— that right. In the case of the policies that address the problem of gender violence, the main right that is contemplated is the one of a life free from violence. Nonetheless, at the moment of articulating this legal framework with the Protocol of San Salvador other rights were considered such as the right to education and the right to health.

The information used at this stage of the assessment and that is compiled on this chapter and the others from this books, includes the period that finished in November 2017, inclusive.

**PO POVERTY**

**OA OLD AGE**

**DI DISABILITY**

**G-V GENDER VIOLENCE**

**H-S HOUSING AND SERVICES**





## 4.1 Poverty



## 4.1 Poverty

PO

### RIGHT TO AN ADEQUATE LEVEL OF LIFE AND MEANS OF SUBSISTENCE

«1. Every person has the right to an adequate level of life ensuring them, and their family, the health and well-being, specially nutrition, clothes, housing, medical assistance and necessary social services; they also have the right to unemployment, illness, disability widowhood and any other cases of loss of its means of subsistence by causes unrelated to their will.»

(Article 25. Universal Declaration of Human Rights)

PO

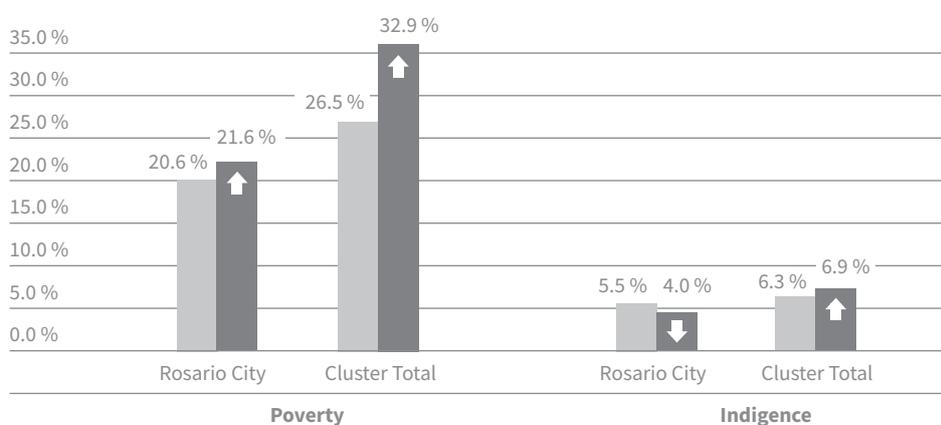
### OBJECTIVE

«End poverty in all its forms in all the world»

(Objective 1. Agenda 2030 – Sustainable Development Goals)

According to studies carried out by the Observatory of Social Debt of the Catholic University of Argentina, based on measurements carried out in 2010–2011 compared with those of 2016, by taking the measurement well-being line by income and considering the Rosario metropolitan area, an indigence reduction of 5.5 % of the population to 4 % (a reduction that implies 15000 less people on this situation) and the increase of one point, from 20.65 % to 21.6 % (this increase represents 37000 people). It is important to point out that the Rosario metropolitan area, it is, for both cases, below the average of all the areas included in the measurement, for the case of indigence in 2016 is 6.9 % and for the case of poverty in the same year is 32.9 %.

**GRAPHIC 3.** Percentage of population in a situation of Poverty and Indigence by Income for Rosario City and all the metropolitan areas of the country. Years 2010/2011 and 2016



Source: our own production based on the Argentinian Social Debt Observatory (2017).

● 2010/2011

● 2016

In the multidimensional measurement of poverty based on rights (this includes safe nutrition, health care, access to basic services, adequate housing, education access, employment, and social security) in Rosario metropolitan area there is also a decrease of 1.6 % between 2010/2011 and 2016 going from 50.8 % to 49.2 % and being placed back again below the national average.

**GRAPHIC 4.** Percentage of households with at less a deficiency in social rights for Rosario City and Cluster Total. Years 2010/2011 and 2016



- 2010/2011
- 2016

Source: our own production based on the Argentinian Social Debt Observatory (2017).

At the moment of analyzing the information by right and comparing the cluster total the city of Rosario has the following results:

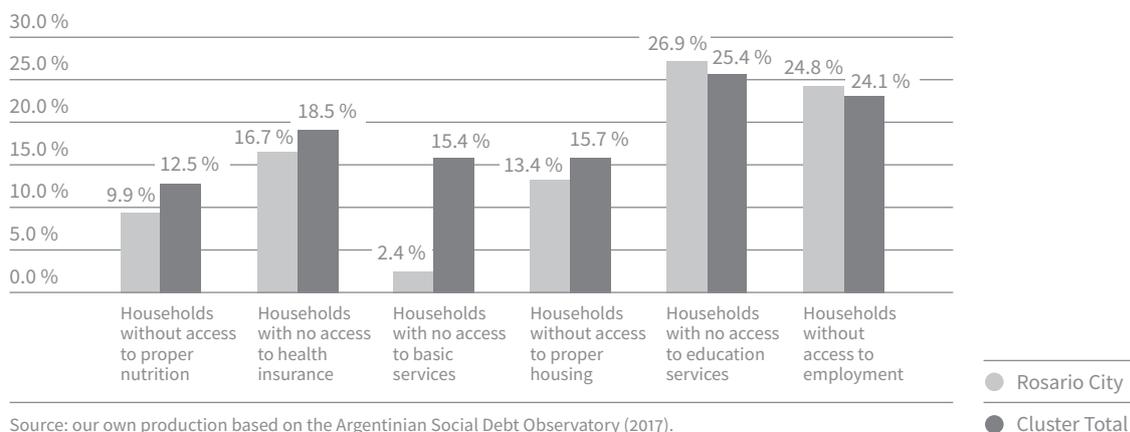
**TABLE 3.**

Right/Indicator	Rosario City	Cluster Total
Households without access to proper nutrition	9.9 % (no changes) <sup>16</sup>	12.5 % (no changes)
Households with no access to health insurance	16.7 % (rises)	18.5 % (rises)
Households with no access to basic services	2.4 % (lowers)	15.4 % (lowers)
Households with no access to proper housing	13.4 % (lowers)	15.7 % (lowers)
Households with no access to education services	26.9 % (no changes)	25.4 % (lowers)
Households with no access to registered employment	24.8 % (no changes)	24.1 % (lowers)

Source: our own production based on the Argentinian Social Debt Observatory (2017).

**16.** The references without changes, down and up are related to measurements 2010/2011.

**GRAPHIC 5.** Percentage of households according to right indicator in Rosario City and Cluster Total. 2016



Source: our own production based on the Argentinian Social Debt Observatory (2017).

According to the report from the Social Debt Barometer, the multidimensional poverty indicators for Rosario Metropolitan Area show in general fewer incidences than in the rest of clusters, an important decrease in indigence has occurred, along with significant improvements related to access to services and in housing matters. However, the analyzed indicators continue showing the existence of structural inequalities, as well as in the rest of the country and enormous differences between the sectors with more and less income are to be found, mainly based on access inequality and job insecurity (Argentinian Social Debt Observatory, 2017).

In this context, we introduce below the policies and programs aimed at addressing poverty from a multidimensional perspective in the city of Rosario.

PO

**Food Security Program of Santa Fe Province –  
Citizenship Exclusive Card (TUC – according to its Spanish acronym)**

PO

**RIGHT TO  
PROPER NUTRITION**

**TABLE 4.**

<b>Jurisdictional level</b>	Provincial
<b>Government Area</b>	Secretary of Territorial Development – Ministry of Social Development Food – Security Provincial Program
<b>Objectives</b>	<p>General objectives:</p> <ul style="list-style-type: none"> <li>• Enable population access in situations of social vulnerability and in survival risk, to the necessary food to cover their basic needs in a proper and sufficient way.</li> <li>• Complement other modalities in food assistance, such as soup kitchens, aiming at favoring family integration in the everyday scene of sharing a table.</li> </ul>

(continues in the following page)

TABLE 4. (cont.)

<b>Objectives</b>	<ul style="list-style-type: none"> <li>• Strengthen food sovereignty, improving availability mechanisms access, use and distribution of food in a sustainable way in the province territory.</li> <li>• Encourage active participation in all society sectors in the implementation of this social policy so as to incorporate the approaches and action strategies more pertinent to local reality and ensuring efficacy and transparency of the program.</li> </ul>
<b>Target population</b>	Households below the poverty or indigence line (shown through objective indicators of lack of resources, unstable income, lack of assets situation, unsatisfied basic needs) and that they fulfill at least one of the following conditions: having among their members a pregnant woman, with children under the age of 14, people older than 60, without pension or retirement income; with disabled people; people with diseases that demands special food assistance (HIV, TBC, diabetes, others).

Source: our own production based on the Province Resolution 816/12. Ministry of Social Development.

PO

**COVERAGE:**

185.000 holders in all Santa Fe province

**CURRENTLY HAVE THEIR CITIZENSHIP EXCLUSIVE CARD:**

\$ 273 ARS

**FOOD SOCIAL EMERGENCY:**

\$ 273 ARS

**NUTRITION RISK:**

\$ 273 ARS

**GLUTEN INTOLERANTS**

**RANGING FROM:**

\$ 273 ARS (0 to 2 years)

\$ 524 ARS (3 to 8 years)

\$ 570 ARS (9 to 14 years)

Source: our own work based on interviews, consultation to key informers and official website of the Government of Santa Fe Province.

The Program Exclusive Citizenship Card started in 2008 to substitute food boxes and food stamps. It is a direct social relief that allows for the purchase of food in an extended network of participating stores in the entire province.

Its specific objectives according to Resolution N° 816/ 2012 are the following:

- To improve the access to food for socially vulnerable households by means of granting a magnetic card with a balance for purchasing food according to the habits, routines and possibilities of the target population.
- To strengthen participation from civil society institutions (commerce chambers, producer associations, etc.) for the implementation of social policies.
- To generate local capacities tending to safety production and food sovereignty.
- To encourage circulation spaces for locally produced food.
- To encourage local economies.
- To grant a better autonomy to the target population for food selection, allowing for its full use without waste, especially for fresh food, valuing commensality and all its related aspects.
- From the point of view of human promotion to promote the use of consumer rights as a way of contributing to the creation of citizenship.
- To enable population access in situations of social vulnerability in survival risk, to the necessary food to cover their basic needs in a proper and sufficient way.

The implementation of the program is carried out through the administration of Local Governments (Municipalities or Town Councils belonging to the province), their headquarters in the area or through teams of the Social Development Ministry, which also has the responsibility of prioritizing the target population according to the degree of each household's needs. The program's organization includes the following components. Exclusive Citizenship Card; food social emergency (households that temporarily are going through a social emergency situation); Nutrition Risk (Children below the age of 6, belonging to families in a situation of social vulnerability that, according to medical screening, have nutrition risk) and the gluten intolerance component (which is aimed at assisting all people going through a situation of social vulnerability that, according to medical diagnosis are gluten intolerant, in all the provincial area).

PO

### Municipal Strategy for Food Safety

TABLE 5.

<b>Jurisdictional level</b>	Municipal
<b>Government Area</b>	Territory Management General Agency – Secretary of Social Development
<b>Objectives</b>	To promote food safety and ensure minimal food assistance to families in need.
<b>Target population</b>	Vulnerable Sectors

Source: our own production based on interviews (2017).

The program includes the following components:

- Implementation of the Exclusive Citizenship Card (TUC) by Rosario Municipality;
- Agreements with Organizations (Soup kitchens and children's breakfast organizations)
- Delivery of packed lunches to children or adolescents attending Neighborhood Juvenile Support Centers requiring food assistance;
- «Entre saberes», program that includes work sessions on food handling as well as vector control, etc.

PO

### RIGHT TO PROPER NUTRITION

PO

In 2015, the name of the Secretary of Social Promotion was changed to Secretary of Social Development, under the premise that the task of the Municipal Government is to acknowledge permanent rights that go beyond the will of the administration in office and that shows the clear difference between a gracious and altruist concession from the governing party and the social obligations of the State (Decree 2520/2015). This change shows how the language of rights is institutionalized in norms that modify State structures.

In an interview with the Territory Management General Agency, it is stated that by the beginning of 2016, the Secretary of Social Development must resume as a strategic and priority line food safety, given the needs that the citizens start exhibit in the Neighborhood Support Centers (Interview, 2017). In this sense the approach strategy becomes more complex as there are additional components that did not exist in the historic intervention related to food assistance such as, for example, the component «Entre Saberes». From this perspective, the unfavorable macroeconomic context pushes forward the need to increase the efforts of the strategies implemented by the local Government in matters of food safety. Considering that the legal framework related to the Exclusive Citizenship Card specifies that Municipalities and Town Councils have the responsibility of prioritizing the target population according to the most urgent needs of each household; it has become evident in the interview with the area of territory management, that Rosario Municipality considers as a priority group women with children and no income, other situations being also contemplated, such as, for example, elderly people, unemployed parents, etc. (Interview, 2017.)

**PO** .....

**56.076** Exclusive Citizenship Card holders in Rosario City

**SOUP KITCHENS BY**

**DISTRICT:** West (72), North (18), Sur (33), Northwest (24), Central (1) and Southwest (46)

Source: Interview (2017).

**PO** .....

**1.410** new TUC holders in 2016  
**10.106** food complementation boxes delivered in 2016

**PARTICIPANTS AT THE EDUCATION SESSIONS «ENTRE SABERES» IN 2016:**

70 community soup kitchens in the Health Education Program, 127 in the Food Institute and 51 in the Vector Office for Green Spaces.

Source: Secretary of Social Development. Rosario Municipality (2016).

**PO** .....

**RIGHT TO PROPER NUTRITION**

**PO** .....

Institution card (Assistance to soup kitchens)

**TABLE 6.**

<b>Jurisdictional level</b>	Provincial
<b>Government Area</b>	Province Office for Food Safety – Secretary of Territorial Development – Ministry of Social Development

The program grants resources to Civil Society organizations through the system of a card with a monthly balance for food purchasing. In this way, the work of institutions that provide food services to families in situations of social vulnerability is complemented.

PO

Schools with food services  
(School cafeterias)

PO

RIGHT TO  
PROPER NUTRITION

TABLE 7.

Jurisdictional level	Provincial
Government Area	General Office of School Assistance – Ministry of Education

School cafeterias have a double objective, on the one hand, to provide a ration of healthy food for the students and, on the other hand, to control school absenteeism. They are aimed at students of the regular year, attending full schedule and children whose parents cannot afford, totally or partially, their food needs.

PO

212 kindergartens and primary schools in which children receive any type of food service in Rosario City

TABLE 8.

District	Institutions	Breakfasts	Afternoon	Lunches
Central District	29	3339	2999	2083
Northwest District	45	7508	7641	5041
North District	30	5224	5256	2772
West district	44	7678	7202	8885
Southwest District	34	5955	5543	5654
South District	30	5168	4644	4186
<b>General total</b>	<b>212</b>	<b>34872</b>	<b>33285</b>	<b>28621</b>

66.500 boys and girls get a food service at school in the city

Source: Secretary of Social Development. Rosario Municipality (2016).

Source: Secretary of Social Development. Rosario Municipality (2016).

Back to School  
Plan

TABLE 9.

<b>Jurisdictional level</b>	Provincial
<b>Government Area</b>	Secretary of Education Planning and Articulation – Ministry of Education
<b>Objectives</b>	General: <ul style="list-style-type: none"> <li>• To restore the right to mandatory secondary education.</li> <li>• To guarantee social and educative inclusion of adolescents, young people and adults in secondary education.</li> </ul>
<b>Target population</b>	Young people who abandoned school in the neighborhoods where Plan Abre was implemented

Source: our own work based on the official website of the Government of Santa Fe Province.

The Back to School Plan started in 2013 in the framework of the Social Cabinet of The Government of Santa Fe Province.

The specific objectives defined by the plan aim at:

- Contemplating the different sociocultural realities of the students, acknowledging the reasons that determine inclusion or exclusion, continuity or discontinuity at schools.
- Redefining the bond school–context, articulating inclusion and support actions with different territorial actors.
- Creating inter–institutional articulation devices to increase the action impact relating to schooling.
- Creating alternative academic paths allowing for the admission, permanence, learning and graduation from secondary education.
- Encouraging a change in secondary school culture, as a key factor to encourage social and educative inclusion.

We depart from the predominant diagnosis in Latin America and the world that consider secondary schools as places disconnected from the realities, interests and characteristics of the different youths to design a policy that directly attacks that disconnection, creating bridges between schools and their contexts and understanding that school attendance discontinuity is due, in most cases, to a social and work life with more obstacles and less opportunities (Sánchez and Coto, 2016).

The territory component of the Back to School Program is characterized by the fact that interdisciplinary teams from the province, together with municipalities and

town councils, go door-to-door to look for the adolescents and young people that did not finish their secondary education to design an strategy allowing them to go back to class or to participate in different activities acting as a «temporary bridge» (these may be recreational, sportive, cultural, juvenile participation contexts, among others), to eventually achieve the return to secondary education. The actors participating in the program include young people, Neighborhood Support Centers, Civil Society Organizations, Education Institutions, Health Centers, New Opportunity Program, etc.

The Plan’s actions start by detecting cases of school dropping through SiGAE Web (School Management and Administration System) that allows for a nominal follow up of the students’ academic path (Sánchez and Coto, 2016). At the same time, we work with schools so that they can generate a motivating space and design quality academic paths, taking particular care of each student’s reality through the position of institutional representative (the one who accompanies the student’s academic path inside the school premises). Besides, the counselors-mentors working with each participant of the plan: they accompany them outside school so that they can overcome the problems that may appear during their schooling process.

It is relevant to point out the Back to School Program as a strategic policy of the Provincial Government Social Cabinet, recognized at an international level<sup>17</sup>, and its appearance in the framework of the Social Cabinet has generated a high level of political coordination that is complemented with technical and operative capacity in the networked territorial work teams.

PO

### Debate on the Provincial Education Law:

In the regulatory framework linked to the right to education, it is relevant to point out as a progress signal that we are undergoing a participative debate on the province law bill that would institutionalize the Back to School Plan as it includes one section saying «To include in education institutions to young and adult people that have dropped their studies so that they can go back to school and complete their school process».

Source: official website of the Santa Fe Province government.

PO

### Rosario Employment

PO

### RIGHT TO WORK

TABLE 10.

<b>Jurisdictional level</b>	Municipal
<b>Government Area</b>	General Employment Agency – Secretary of Production and Local Development
<b>Objectives</b>	To accomplish public services related to: training, work mediation and technical and financial assistance to different productive projects, so that they can develop an independent economical activity.
<b>Target population</b>	People over 18 years old, without age limit.

Source: our own production based on interviews.

17. The international prize, awarded to the Back to School program during The International Seminary «School retention and permanence in Latin America» organized by the Latin American Network for Education (REDUCA) in Antigua, Guatemala. (Official website of Santa Fe Province Government).

The Program Rosario for Employment is implemented in a decentralized way from the employment offices located in every District Municipal Center (CMD) so as to counsel on different proceedings associated with work orientation, training, and commercialization through personalized attention and group workshops.

The provided services are related to:

1. Counseling for profile creation, Curriculum Vitae (CV) loading in the work search database, Unemployment Insurance Processing, job orientation group workshops (tips for job interviews)
2. Training in trades provided by training organizations (trade unions, foundations, education institutes, etc.) having agreements with Rosario Municipality.
3. Job mediation from a team carrying out company following so as to determine the profile according to the job market demand. The team carries out a search on the database of loaded CV in the Employment Office and if there is no profile found, a search in the employment website is conducted.
4. Capital financing and technical assistance to entrepreneurs having a project in course or training to improve their productivity.

Priority groups are taking for training, assistance and work incorporation: disabled people, gender violence victims, human trafficking and sexual exploitation victims, indigenous people, transgender people, and young participants of the Program *Nueva Oportunidad* (New Opportunity).

Undertaking financing and monetary allowances are managed through the General Employment Agency (Employment Insurance, Young People with more and Better Work) and they are issued by the National Government.



**65** people with interdisciplinary profiles (psychologist, social workers) constitute the program teams

**200** annual courses for more than 3000 thousand people.

.....  
Source: Interview (2017).  
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## Rosario Undertake

## RIGHT TO WORK

TABLE 11.

<b>Jurisdictional level</b>	Municipal
<b>Government Area</b>	Secretary of Social Economy
<b>Objectives</b>	<ol style="list-style-type: none"> <li>1. To promote the acquisition of knowledge allowing to improve administration and product quality</li> <li>2. To facilitate the access to financing according to growth needs, for each instance of the projects.</li> <li>3. To encourage entrepreneur participation in commercialization spaces, generating commercialization channels and modalities matching the project needs.</li> <li>4. To promote associativism during the different stages of the production process, emphasizing the importance of self-managed entrepreneurs</li> </ol>
<b>Target population</b>	People of legal age having no space in formal economy or excluded from the system.

Source: our own production based on Rosario Municipality official website and interview (2017).

The program supports entrepreneurs in their insertion process, self-reassurance, social inclusion and promotion and development of their plan.

Among its main components training tools are included, featuring the «Entrepreneur School»; technical assistance: commercialization, mainly through open air markets. The territory implementation is carried out by means of the attention in the District Municipal Centers and territorial promotion; in a first stage, expectations and queries are assessed and after that an in-depth interview is conducted. —diagnosis panorama of the entrepreneur and the undertaking— in the interested party household, to evaluate tools and production conditions. This is a decisive assessment to participate in the Entrepreneur program, once approved the following step is the Entrepreneur School, having two stages: the first is carried out in CMD «ABC of entrepreneurship» consisting of 5 modules (planning, commercialization basic aspects, design and communication, economic structure, undertaking costs and register, global business perspective systematization) and the second stage consist of themed modules that deal with specific components through workshops: digital contents, marketing, visual exhibition, social networks, economic component of my personal project, business plan, sales techniques and a monetary allowance is granted.

**1.570** people were assisted in 2016 through the Rosario Entrepreneur program in the CMD.

**2.500** endeavors are being processed under the scope of this program during 2017.

Source: Interviews (2017) and website Rosario Municipality.

PO

## RIGHT TO WORK

PO

## Creating entrepreneur Community

TABLE 12.

<b>Jurisdictional level</b>	Provincial
<b>Government Area</b>	Provincial Agency for Associativism and Entrepreneurship – Secretary of Territorial Development and Social Economy – Ministry of Production
<b>Objectives</b>	Contribute to undertaking sustainability and strengthening, both individual and associative, providing technical assistance tools, support, training and financing
<b>Target population</b>	Individuals, independent or associated, legal or factual, of legal age, having an undertaking in course, having training for the selected activity, be it formal, informal or by means of work experience in the area, having basic knowledge in the area and/or the minimal material condition for the development of the undertaking (premises, machinery, supplies, supplier identification, etc.

Source: our own work based on an interview and the official website of the Government of Santa Fe Province and Santa Fe Government (2017).

PO

## Social economy: Area hierarchical organization at a local and provincial level

At a provincial level, from 2015, the Secretary of Territorial Development and Social Economy is created under the scope of the Ministry of Production of Santa Fe Province Government that substituted the previous Undersecretary of Social Economy, that was dependent on the Ministry of Social Development. At the same time, at a municipal level the Secretary of Social Economy was created to substitute the Undersecretary of Solidary Economy that was dependent of the previous Secretary of Social Promotion. (Decree 2520/2015)

The program was created in 2016, under the scope of the Secretary of Territorial Development and Social Economy. It answers to Santa Fe Province Government that substituted the previous Undersecretary of Social Economy, which was dependent of the Ministry of Social Development.

From this area's perspective, Social Economy is understood as a group of economic practices that try to build —from the society in which they are located— alternative socioeconomic system based on the abilities and needs of the citizens-workers. The adjective solidary stress the importance of «working with others», taking a joint responsibility of building another economy. This alternative economy tries to generate more participative and democratic spaces, promoting forms of producing, exchanging and using, respecting the environment, generating committed and responsible citizens. Social Economy aims in this way to be an alternative model to the capitalist system emphasizing respect for nature, fair prices, and quality in work relationships, social integration and access to citizenship rights and importance of the self-managed and associative work. In this sense «it needs integration and help from The State so as to be able to constitute the alternative to a system excluding more and more people» (Ministry of Production, 2017).

The components of the program are:

- Entrepreneurs groups (technical assistance, training and support for the development of the productive project);
- Financing tools (loans with rate subsidy; microloans with a 0 % rate);
- Articulation with programs such as Emprende Joven (Program for young entrepreneurs) and Support to Cultural Industries, the latter belonging to the Ministry of Culture and Innovation of Santa Fe Province (Santa Fe Space, Santa Fe Scene, etc.)

The activities include training, technical assistance, project evaluation support in financing management or subsidy granting.

The actors participating in the program include cooperatives, mutual societies, entrepreneurs, Rosario Municipality, Secretary of Social Development, civil society organization, Young, Cabinet (Ministry of Government and State Reform), Ministry of Social Development, Ministry of Innovation and Culture of the Santa Fe Province. Human resources with whom this agency counts for the Rosario City are four full time employees and ad hoc contractors.

**PO** .....

**5 Entrepreneur Groups:** carried out in the Rosario City in 2017:

- **4 rounds** coordinated together with Rosario Municipality in which 74 entrepreneurs from different areas participated, among which 52 have been granted positive financing funding,
- **1 group** from Culture Undertake, eligibility certificates are issued to 11 cultural entrepreneurs corresponding to the five participating areas (phonographic, audiovisual, videogames, design and publisher).

**PO** .....

Young People Undertake

**PO** .....

**RIGHT TO WORK**

TABLE 13.

<b>Jurisdictional level</b>	Provincial
<b>Government Area</b>	Young Cabinet – Ministry of Government and State Reform
<b>Objectives</b>	Generate and strengthen undertakings from young people of triple impact that may increase the autonomy of young people from Santa Fe Province, aiming at reducing youth unemployment.
<b>Target population</b>	Young people from Santa Fe Province between the ages of 18 and 35.

Source: our own production based on Provincial Decree 1823/17 and official website of the Santa Fe Province government.

**Young People Undertake:** in project selection including 50 young entrepreneurs from the entire province.

The program started in 2017, acknowledging that work is a fundamental right guaranteed by our National Constitution and by the international treaties and conventions with constitutional hierarchy ratified by our country and that the lack of job offers in the private sector and the lack of resources to carry out self-managed un-

undertakings primarily affect young people, thus causing a certain conditioning in their income, preventing their upward mobility and producing marginalization situation, as well as a negative impact for the country's economic and social development (Decree 1823/2017).

Entrepreneurs can participate individually or in groups, they have to present entrepreneurship projects of triple impact corresponding to the following 4 areas:

- We, women, undertake: undertakings contemplating gender perspective and carried out by young women or mixed groups lead by young women.
- Green undertaking: undertakings generating an environmental impact, capable of reducing the exhaustion of non-renewal resources and energy use; carried out through renewable energies or having a responsible waste management aiming at preserving ecosystem and species diversity.
- I undertake, I learn: undertakings contemplating in their projects, once carried out, the opportunity for other young people to learn a trade.
- I innovate, I undertake: all kind of undertakings carried out by young people aiming at the consolidation of a life project, and at the same time proposing innovative and sustainable social solutions to solve problems for a positive life transformation for a group or community. Finally, a monetary incentive will be granted as seed money.

PO

**RIGHT TO  
PROPER NUTRITION**

PO

Urban Agriculture  
Program

**RIGHT TO  
WORK**

TABLE 14.

**RIGHT TO A HEALTHY  
ENVIRONMENT**

<b>Jurisdictional level</b>	Municipal
<b>Government Area</b>	Secretary of Social Economy – Area of Productive Projects
<b>Objectives</b>	<p>General objective: To start the generation of social undertakings related food preparation and production through ecological techniques, for family and community and the market.</p> <p>Specific objectives:</p> <ul style="list-style-type: none"> <li>• Urban agriculture inclusion in the construction and improvement of state financed residential areas, constituting a source of income for the families.</li> <li>• Training for the participants aiming at providing theory and practice on: group productive organic vegetable gardens (HGPO – according to its Spanish acronym), production handling and sustainable use of Aromatic Medicinal Plants, solid waste recycling associativism and community organization, ethical, solidary and responsible use, network generation.</li> </ul>

*(continues in the following page)*

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**TABLE 14.** (cont.)

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<b>Target population</b>	Direct beneficiaries are families in structural poverty and nutritional vulnerability. Indirectly, the policy benefits all people living in Rosario City, as urban spaces are regenerated, and a higher amount of healthier food is locally produced through the farmer markets under the scope of the program and new opportunities for sustainable social exchange.
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Source: our own production based on Rosario Municipality official website.

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The Urban Agriculture Program appears as such in 2002 as an initiative of the Municipal Government together with Pro-Huerta, a program from the National Institute of Agriculture Technology to encourage self-production of fresh food and the Study Center on Agricultural and Ecological Productions (CEPAR – according to its Spanish acronym) that had been promoting horticulture in the impoverished areas of the city since 1987.

Urban agriculture is today for Rosario City not only a more sustainable way of food use, but also an important tool for work inclusion, community life generation, places for getting together.

The program includes the following components:

**1. Social Urban Agricultural Industries (AUS):** it is based on the creation, development and promotion of models of social companies for food production and transformation (vertical integration) obtained from Urban Agriculture undertakings. These spaces are managed by families or community groups based on agricultural techniques of food production and preparation. No chemical mixture supplies are used, enabling high nutritional value food.

**2. Vegetable Parks and Gardens** are the best way of taking advantage of the social and productive experience in course. Its formation is originated through the intervention of empty urban areas on near the road access to the city, lands around streams, remaining or unused public lands. The objectives of these places are: to improve gardener's income by facilitating access to facilities with a larger working area and better productive conditions, to recover public spaces with social objectives, to improve people's health (producers and consumers), while productive capacities are developed for the involved actors. In 2016, the Green Belt Project is created, together with the Province, develop as an area of 20 hectares having as objective to promote a sustainable agricultural ecological food production; in that framework we work with farmers from the city suburbs with a double aim: sustainable food production and job creation.

**3. Commercialization through Social Economy Fairs.**

TABLE 15.

<b>Jurisdictional level</b>	Provincial
<b>Government Area</b>	New Opportunity Program Provincial Agency – Secretary of Territorial Development – Ministry of Social Development
<b>Objectives</b>	<p>General objectives: To promote empowerment among young people between 12 and 35 years of age, in a critical social, supporting them in the creation of new aims and opportunities for their life project, strengthening social bonds and community relationships.</p> <p>Specific objectives:</p> <ol style="list-style-type: none"> <li>1. To generate and strengthen the bonds of young people with their peers, with their neighborhood and the city so as to promote integration networks, trainings, and other exchange spaces;</li> <li>2. To promote the management of individual situations, strengthening and supporting the interventions of the territory teams;</li> <li>3. To encourage young people participation, generating group spaces for exchange and debate;</li> <li>4. Support the initiatives related to personal and collective entrepreneurship and self-employment.</li> </ol>
<b>Target Population</b>	Young people between the ages of 12 to 35 in a critical social situation and extreme social vulnerability with difficulties for building affection ties (in their way of perceiving and connect with others). Young people in hostile environments for the development of their rights, with little access to public services and precarious material living conditions.

Source: our own production based on Provincial Decree N° 2061 (2017).

The program is currently carried out under the scope of the Provincial Social Cabinet, taking as a point of reference the experience that Rosario Municipality started developing in 2013 and that in 2014 is reinforced as the province government started participating in *Abre* program.

The problem that originated the program is the need of identifying young people in an extreme vulnerability situation with little or no reference as regards state and social organizations related to the use of their rights (Decree N° 2061, 2017). This population of marginalized young people is in a position of extreme social vulnerability (due to expulsion from the productive system, the systematic abuse of the punitive system, among other factors); which impacts directly —even if it is not the only factor— in the violence levels they are part of (as victims and offenders). At the same time, marginalization becomes more severe because of the stigmatization levels to which they are subjected. Decree N° 2061 (2017) acknowledges that this problem has many aspects and it is believed that it may be addressed with no simplification whatsoever, especially the one that exclusively links poverty and violence.

Departing from this perspective, the questioning that supports the program presupposes the fact that the conditions that these young people face make even more difficult going through the numerous tensions, contradictions and anxieties affecting most contemporary young people. Added to this, there are two elements that make the problem even more complex. On the one hand that our societies show children and adolescents that violence can be the quickest solution to the most superficial and banal problems. On the other hand, that in a fragmentation context, state institutions —having as objective supporting and mediating in social relationship matters— show a decline that makes very difficult the inclusion of this population and sometimes prevents its inclusion.

Under this framework, the program includes the following components:

**1. Territorial assistance**

**1.1 Support:** permanent presence, close follow up and support to young people (by means of bond construction) that is carried out by the teams of the teams from different municipal and provincial areas.

**1.2 Mobility:** mobility and transportation for young people that, because of their characteristics, do not have access to public transportation or cannot freely circulate due to intra-territorial conflicts.

**1.3 Accommodation:** accommodation in situations that endanger the young person's physical and psychical health.

**2. Pedagogical path:** different pedagogical choices ranging from training in traditional trades to cultural, technological and communication experimentation workshops.

**2.1 Workshop coordinators:** pay by the hour and other monetary incentives for coordinating the course or workshop.

**2.2 Supplies:** includes materials, supplies, safety elements, etc.

**3. Strengthening:** Third half, topic axes that support the development of courses and workshops defined according to the group's dynamic, the work is carried out in groups and different topics are addressed, according to the particularities of each group it is articulated with other areas for those situations requiring intervention: substance abuse, criminal law conflicts, etc.: experience exchange between territorial workers.

**4. Equal-opportunity employment policies:** by means of the articulation with other State programs, levels and areas of the State. Under this Framework the program Nueva Oportunidad was created together with the Ministry of Work, that has as objective to facilitate access to the job market, through concrete practices, for young people participating in the New Opportunity training program o that belong to a highly vulnerable population from the point of view of work.

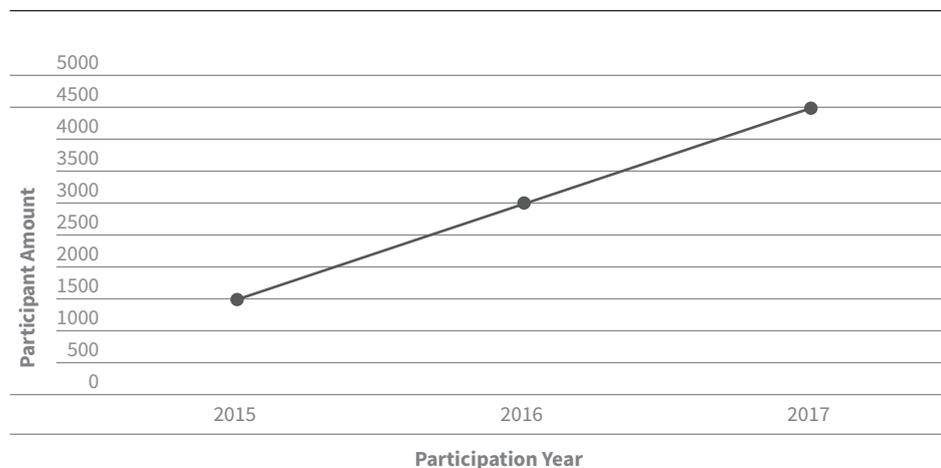
**5. Incentive (monetary):** scholarship or money transferred sent directly to the young person. The program implementation includes three weekly sessions (3 days) that are divided in two training days and one education day («third half» or review space). In a first stage, young people doing training courses were included to be able to design proposals for the continuity of the education process. Job interviews were

conducted and different proposals according to the job profile and the subjective process of each young people aiming at achieving: job interview referrals; going back to school; internships in companies; undertakings and specializations for the chosen training. We work with other cultural or social proposals for those who are not able to comply with those stages, always counting on the support of territorial teams.

The program is characterized by the involvement of different municipal and provincial actors, as well as social organizations. Among them, it is worth mentioning, at a provincial level, the Ministry of Social Development, the Ministry of Education, the Ministry of Work and Social Security, the Ministry of Innovation and Culture, the Ministry of Justice and Human Rights and the Ministry of Security and, at a municipal level, the Social Development Secretary and the Employment Office (Production and Local Development Secretary). According to the interviews conducted together with the Territory Management General Agency and the Social Development Secretary of Rosario Municipality (Interviews, 2017) the New Opportunity program is mentioned as the main working strategy for male and female young people from the age of 12 in extreme vulnerability situation, with a violence background, pointing out as a relevant element the partnership strategy with civil society organizations for the program's implementation. Besides, another element to point out the qualitative appreciation conducted by the interviewed party on the Territory Management General Agency, as regards the program beneficiaries' profile, pointing out that arriving to this critical population in terms of right violation imposed the generation of reflection processes related to the territory team practices.

Recent advances were registered in this program, taking as a basis the strengthening, higher institutionalization level and scale increase and territorial organization of the New Opportunity Program. (See Map 5. Territorial map of the neighborhoods included in the Abre plan and the implementation of the New Opportunity Program, page 214)

**GRAPHIC 6.** Evolution of the quantity of young people participating in the New Opportunity Program 2015–2017.



Source: our own production based on interviews and official website of Rosario Municipal Government.

## Universal Child Subsidy

(AUH – according to its Spanish acronym)

**TABLE 16.**

<b>Jurisdictional level</b>	National
<b>Government Area</b>	National Social Security Administration (ANSES – according to its Spanish acronym)
<b>Objectives</b>	To ensure enforcement of Law 26061 for Comprehensive Protection for Children and Adolescents, which establishes that State agencies must establish and programs for the inclusion of children and adolescents, considering their situation, as well as those of the people responsible for their support, guaranteeing the effective and permanent use and benefit of those rights acknowledged in the national legal framework and the International Treaties endorsed by the Nation, among which it is possible to find the right to obtain a good quality of life, to education and to obtain the benefits of Social Security.
<b>Target population</b>	Children of unemployed people, informal, workers earning less than the minimum wage, subsidized social independent workers, housekeeping workers and beneficiaries of programs from the Social Development Ministry and the Ministry of Work, under the age of 18. The mother is given priority for collecting the money.

Source: our own production based on National Decree N° 1602/09.

The Universal Child Subsidy was created in 2009 by National Executive Power Decree N° 1602; it includes a monthly monetary transfer paid by ANSES for each child under the age of 18, up to 5 children. As a payment modality, 80 % of the total amount is paid monthly and the remaining 20 % is paid once a year, if the following conditions are met:

- Children under the age of 5: to be enrolled in the SUMAR Program (it grants coverage to mothers and children, children and adolescents between the ages of 6 and 19, and to women and men until the age of 64)
- Between the ages of 5 and 18: to attend health assessments and formal education in a school under the supervision of the Ministry of Education.

With the approval of Law N° 27.260, on the refund of the VAT, the beneficiaries of this program will get a monthly refund per person, as long as they purchase items in shops with the debit card to which their benefits are issued.

**TABLE 17.** Universal Child Subsidy and Social Protection Pregnancy Subsidy amount. From January 2013 to December 2016<sup>18</sup>

Period	Child	Pregnancy Subsidy
jan-13	340,00	340,00
jun-13	460,00	460,00
jun-14	644,00	644,00
jun-15	837,00	837,00
mar-16	966,00	966,00
sep-16	1103,00	1103,00

Source: ANSES (2017).

**18.** The amounts belonging to the Universal Child Subsidy and the Social Protection Pregnancy Subsidy, correspond to the General Value of the subsidy, without including the additional amount for different zone established by Law N° 27.160 that is paid starting September 2015.

PO

**RIGHT TO  
SOCIAL SECURITY**

PO

**Pregnancy Subsidy  
for social protection**

**TABLE 18.**

<b>Jurisdictional level</b>	National
<b>Government Area</b>	ANSES

The subsidy seeks to guarantee a monetary transfer and health coverage for pregnant women. It is aimed at unemployed people, informal workers with income under the minimum wage, subsidized social independent workers, housekeeping workers, «*Ellas hacen*», «*Argentina trabaja*», «*Manos a la obra*» program beneficiaries and other programs from the Ministry of Work.

PO

**RIGHT TO  
SOCIAL SECURITY**

PO

**Non-contributory pension  
for mothers with 7 or more children**

**TABLE 19.**

<b>Jurisdictional level</b>	National
<b>Government Area</b>	National Commission on Pensions – Social Development Ministry

This pension aims at guaranteeing a non-contributory pension for those mothers with seven or more children, who are in a situation of social vulnerability. The eligibility criteria to access this benefit are: to be an Argentinian citizen, a naturalized citizen with at least one residency year or a foreigner with at least 15 years as a resident, not to receive any type of pension, not to have any goods or resources allowing their subsistence or that of their household, not to have relatives that are legally forced to provide child support or alimony or, unless they are unable to pay for it, to be or to have been mother of seven or more biological children, adopted at birth or legally adopted, not to be incarcerated or prosecuted. The proceedings to obtain this benefit in Rosario City are carried out in the Local Attention Center (San Lorenzo 1045) in the local office of The National Social Development Ministry.

PO

Monthly Benefit:  
**\$ 7264,64 ARS**

PO

Cultural offer  
 Rosario City

PO

**RIGHT TO  
 CULTURE**

Rosario City has a large cultural office featuring cultural centers, museums, sport facilities, cultural parks, theatres, art schools and libraries, as well as a cultural offer including activities, festivals and meetings throughout the years. As regards poverty, understood from a multidimensional perspective, it is relevant to carried out research the extent in which the population in a poverty situation has access to cultural goods. (See Map 6. Territorial cultural offer map of Rosario City, page 216)

In the following sections, different emblematic programs from Rosario City's cultural offer are shown as well as those oriented to guarantee the participation of people in poverty situation in the cultural and artistic life of the city and ensuring that the cultural offer located in the areas where the population with the highest levels of poverty.

**CHILDHOOD TRIPTYCH**

Culture and Education  
 Secretary

Rosario Municipality

The Tríptico de la Infancia materialize a new way of thinking the city through the creation of three public spaces for games and community living: The «*Granja de la Infancia*» (comprehensive space of social ecology), the «*Jardín de los Niños*» (ludic-recreational park for multiple learning) and the «*Isla de los Inventos*» (comprehensive spaces for science, the arts and technologies through languages, design, means and formats) constitute a fundamental circuit of the urban pedagogical.

PO

Under the framework of the decentralization municipal decentralization, the Municipal District Centers have Culture coordinators in the six Municipal City Centers aimed at promoting, approaching and encouraging of the artistic and cultural manifestations of the different neighborhoods by means of planning and activity production related to education and culture, workshops, trainings, festivals, shows, events and tours of the historical heritage. In this way, in each one of the districts this proposal is developed municipal Cultural Spaces – Learning Territory featuring workshops, training and education sessions; spaces for participation and the launching of projects in which the mutual exchange is prioritized. In the same way, there are also sport coordinators in the six districts depending on the Development Secretary Social, which constitute themselves (together with the rest of the district coordination team) as the referent and supportive agents for the territory processes and the connection between centrality and territory.

Source: our own production based on interview (2017) and Rosario Municipality official website

**IN MY CITY AS A TOURIST**

Tourism Secretary

Rosario Municipality

We seek to democratize the territory by means of work so as to so that all the inhabitants of the city are able to enjoy the districts attractions, becoming, at the same time, promoters of the city for eventual visitors. Includes tours of the emblematic city sights in which different institutions and organizations participate, such as primary and secondary schools, neighbor’s association, neighborhood community centers, centers for the retired, etc.

**COLLECTIVE JOURNEY**

Ministry of Innovation and Culture

Santa Fe Province

Offer free province tours, with related to education and culture, workshops, the objective of offering the possibility of travelling, knowing, meeting and sharing stories and tradition, by means of a mobility system from the ministry of Innovation and Culture and Infrastructure and Transport of the Government of Santa Fe Province

PO

**RIGHT TO CULTURE**

Ingenia

TABLE 20.

<b>Jurisdictional level</b>	Provincial
<b>Government Area</b>	Youth Secretary – Ministry of Government and State Reform
<b>Objectives</b>	To promote young people from different groups, collectives and youth organizations, through financing and support for launching their ideas. The aim is acknowledging, strengthening and boosting the capacity and associative potential for youth organizations, groups, movements, networks, and collectives, as a strategy to facilitate their influence in public policies.
<b>Target Population</b>	Youth groups, with or legal capacity, constituted by young people, aged between 15 and 29, living in the province.

Source: our own work based on the official website of the Government of Santa Fe Province (2017).

The *Ingenia* Program appears in 2011 as an initiative of the Youth Policies Agency and the Young Cabinet, from the Ministry of Innovation and Culture of Santa Fe Province Government.

During the Program beginnings, participation in youth groups without legal capacity living in the cities and villages from the inland area of the province.

In 2014, *Ingenia* is incorporated to *Abre* plan as one of the proposals integrating the area of «community living and participation», prioritizing young people's initiative financing from young people living in the prioritized territories. This allowed in practice to get to more young people on the neighborhoods of the main urban areas that weren't included in the project at the beginning.

Thus, the program was reformulated according to territorial redefinition. The summoning strategies were intensified —for example, not only through social networks but of banners— project support was encouraged by incorporating a Territorial Coordinator according to each district of the city —not one for the whole city of Rosario— and articulation with social neighborhood referents and with state territory areas was encouraged.

PO

#### YOUNG SANTA FE PLAN

*Ingenia* is under the framework of the Citizenship and Dialog Axis of the Young Santa Fe Plan. It is introduced as one of the policies that that comprises the action plan «Boosting young citizenship», whose initiatives tackle government mechanisms strengthening related to young people, the consolidation of the work of social organizations addressing young people's problems and the incorporation of proper institutional frameworks for young people's participation (Young Santa Fe Plan, 2013).

The program finances the groups that are constituted from the values that the Young Santa Fe Plan proposes: «opportunity equality», «comprehensiveness», «participation», «intergenerational dialogue», «cross-cutting approach» and «synergy search» (Young Santa Fe Plan, 2013). Besides, in order to be approved, the proposed project must meet the following selection criteria:

- Gender equality
- Community living, associativism and network generation with other actors
- Innovation, originality and local impact
- Feasibility, sustainability and durability
- Strengthening of organizations, groups or arising collectives suffering from a higher degree of institutional weakness
- Territorial representativeness

Source: Santa Fe Province Government (2017).

PO

On Edition N° 8 of the **408** projects selected for Region 4, **264** corresponded to Rosario City. From the total amount of projects selected in Rosario **41 %** belongs to Plan *Abre* neighborhoods. The neighborhoods with the higher amount of projects have been: Tablada (**13.9 %**), Las Flores (**13 %**), and Ludueña (**10.2 %**).

Source: Secretary of Youth (2017).

### 4.1.1 Cross-sectorial and inter-sectorial coordination spaces at provincial and local level



The addressed coordination spaces at provincial and local levels are considered in the section of the poverty area because of its multi-dimensional nature. However, all the prioritized topics are linked and they concern all the rights involved in this assessment.



After the publication of Decree N° 0063 (2008), the Social Cabinet was created, aiming at elaborating the comprehensive government strategies with the objective of supporting and benefiting the most unprotected people and family groups so as to eradicate extreme poverty from provincial territory. Starting from the administration starting in 2011, the purpose of the Social Cabinet establishing that the question is defining the strategic guidelines on social policies matters in the territory of the province so as to promote universal access from all the people to fundamental rights (Decree N° 0673/2012). Under the framework of these changes, it is established that Social Cabinet is integrated by a higher amount of ministries that did not participate in it before as permanent members, being in this way constituted by:

- Ministry of Social Development (coordinator),
- Ministry of Government and State Reform
- Ministry of Education
- Ministry of Innovation and Culture
- Ministry of Work and Social Security
- Ministry of Health

- Ministry of Safety
- Ministry of Justice and Human Rights
- Environment State Secretary

These changes imply, in conceptual terms, a wider perspective of the social issue and, in practical terms, a wider scope in inter–sectorial matters and the modification of the objective of eradicating poverty so as to prioritize the access to fundamental rights associated with social policy, shows the incorporation of the language of the rights approach in the legislation (Pignatta, 2015).

PO

## Sectorial Cabinets Rosario Municipality

In May 2016, Rosario Municipality decide to create Sectorial Cabinets (understanding the fact that for municipal government is impossible to accept a challenge in a stable and steady way from an only area of government and facing the configuration of complex social problems. Decree N° 1001/2016 proposes the formation of sectorial cabinets as an administrative instance for thematic coordination topics that are considered as strategic within the need of incorporating institutional devices according to cross–sectional requirements. Under this framework, the following Cabinets were created: social, economic, productive, urban, innovation, sustainability, community living and safety.

**TABLA 21.**

	<b>Social Cabinet</b>	<b>Economic Productive Cabinet</b>
<b>Jurisdictional level</b>	Municipal	Municipal
<b>Integrating Secretaries</b>	The Public Health, Government, General, Social Development, Social Economy, Culture and Education and Production and Local Development Secretaries and the Women’s Municipal Institute and the Public Service for Housing and Environment participate permanently in the Social Cabinet.	The Budget and Economy, Government, Production and Local Development and Tourism Secretaries and the Municipal Investment and Strategic Projects Agency and The Development Agency and Rosario Municipal Bank.
<b>Objectives</b>	To develop policies, guidelines and actions aiming at addressing complex social problems so as to contribute to the achievement of the inclusion and the opportunity equality in social matters by all the citizens.	Design and implement encouragement programs for social economy and for the sustainability of the micro, small, and medium sized businesses and to actively promote condition generation for investment attraction so as to contribute to achieve an inclusive and sustainable social development, to reduce social inequality and to promote more and better jobs.

*(continues in the following page)*

TABLE 21. (cont.)

	Social Cabinet	Economic Productive Cabinet
<b>Coordinator</b>	Public Health Secretary	Budget and Economy Secretary
<b>Notes</b>	In the interviews that were carried out, we point out the special relevance given to the Municipal Social Cabinet by this administration, which means a transformation in the way of addressing complex situations. In the last two years and within the Social Cabinet framework, we point out initiatives like La Estación (reference space for a comprehensive response to alcohol and psychoactive substances abuse).	It is interesting to point out the main role that social and cooperative economy acquires by means of the Economic Productive Cabinet, emphasizing the achievement of a sustainable and inclusive social development, so as to reduce social inequalities.

Source: our own work based on the official website of the Government of Santa Fe Province (2017).

**PO** .....  
**Economic and Social Counsel – Rosario City**  
 .....

Rosario’s Economic and Social Counsel (CEyS – according to its Spanish acronym) was created in 1990 by means of Province Decree N° 566/1990 its dispositions adapted by Municipal Decree N° 1268/14 establishing its objectives, functions, attributions, organization and integration. It is a space for dialogue and active participation between local Government and social and economic institutions. Its objectives aim at:

- Consolidating an institutional framework for permanent agreement and consensus with different community sectors, so as to reach shared goals boosting economic, productive, social and human development.
- Securing community living and boost social participation, so as to contribute to improving democracy quality and public decisions.
- Decidedly collaborating in the strengthening of the city’s institutions as a way of enhancing effective response and action for public problems by means of mixed administration.
- Promoting participative dialogue and collective responsibility to address new challenges and new problems related to the city.

**PO** .....  
**320** participating institutions  
  
**486** people worked at the commissions and in the executive committee.  
  
**1062** people are part of the General Assembly  
 .....  
 Source: our own production based on the official website of Rosario Economic and Social Counsel.  
 .....

Its functions and attributions allow the organizations to have influence in the formulation, implementation and follow-up of public policies:

- To elaborate proposals on social, economic environmental and cultural questions.
- To counsel and give opinion either on our own initiative or answering to queries formulated by the municipal government.

- To elaborate diagnosis and reports allowing to define the agreed courses of action.
- To send proposal and queries to be considered by different government levels.
- To develop actions contributing to the proposed operative topics and objectives.
- To make enquiries or demand collaboration or counseling from experts or technicians.

PO

Economic and Social  
Counsel of Santa Fe Province

The Economic and Social Counsel of Santa Fe Province was created in 2016 as an institutionalized space for citizen’s participation in which the main economic, productive and social sectors are represented (Provincial Decree N° 0752/16).

It is constituted as a collegiate body of consultative and counseling nature in economic, social and productive nature and its objectives aim at:

- a. Providing counseling to the Executive Power in social, economic and productive matters.
- b. Contributing to the articulation and development of the different socio–productive realities of Santa Fe Province, prioritizing territorial balance for the five regions that are part of it.
- c. Encouraging dialogue, consensus generation and collective responsibility for public policy planning and formulation.
- d. Strengthening democratic institutional culture and the use of citizenship rights, constituting a new participation environment for citizens at a provincial and regional level.

This body is presided by the Governor and is constituted by representatives of the economic and productive sector, workers and civil society organizations.

PO

9 General Assembly meetings conducted on matters related to water emergency; economic situation, production and work, constitutional reform and security, articulation between education, production and work, health and infrastructure works.

7 commissions on CEYS rules, Infrastructure, Decent Work, Childhood and Youth, Security, Constitutional Reform and Health.

Source: our own work based on the official website of the Government of Santa Fe Province.

## 4.1.2 Policies and Programs addressing different problems and rights from a multidimensional perspective of poverty

In this section, policies and programs characterized by involving more than a prioritized topic are described. Their incorporation in the poverty section is justified by the multidimensional character in which this problem is conceptualized. However, the different program's objectives are not mainly centered at addressing poverty, but they aim at addressing in a simultaneous ways different problems and, under this framework, they mostly involve multiple economic, social and cultural rights.



**RIGHT TO  
EDUCATION**

**RIGHT TO  
HEALTH**

**RIGHT TO  
SOCIAL SECURITY**

**RIGHT TO  
WORK**

**RIGHT TO A HEALTHY  
ENVIRONMENT**

**CULTURAL  
RIGHTS**



Open Plan  
(Abre Plan)

TABLE 22.

<b>Jurisdictional level</b>	Provincial
<b>Government Area</b>	Abre Plan undersecretary – Social Development Ministry – Abre Plan coordination (Government Secretary) Rosario Municipality – Provincial and Municipal Social Cabinet
<b>Objectives</b>	<ul style="list-style-type: none"> <li>• To improve quality of life in neighborhoods by means of strategic infrastructure works generation, related to environment improvement, neighborhood equipment, sanitation, access to electricity and safe water.</li> <li>• To strengthen the social networks within the neighborhood so as to promote socializing, participation and community living in public spaces, as well as strategies to prevent violence and guaranteeing citizen's security.</li> <li>• To implement cross-ministry mechanisms aiming at addressing the life paths of children, adolescents and adults, so as to promote their social, cultural, educational and work inclusion, generating and strengthening their family, institution, and peer ties.</li> <li>• Boosting the constitution of Neighborhood Management Boards, as citizenship participation spaces as well as opportunities with local and provincial authorities, so as to prioritize together the problems to solve.</li> </ul>
<b>Target Population</b>	34 prioritized territories based on indicators related to: violence, unsatisfied basic needs (NBI – according to its Spanish acronym), access to services, children, adolescent and young people amount, etc.

Source: our own work based on an interview and the official website of the Government of Santa Fe Province and Santa Fe Government and quoted regulations.

*Abre* Plan, comprehensive intervention program for neighborhoods, is one of the main administration tools in social policy matters for Santa Fe Province Government and it constitutes a coordinated strategy between several areas that constitute the Social Cabinet of Santa Fe Province Government and local governments, so as to promote comprehensive well-being of people living in different neighborhoods having the highest vulnerability and violence levels in the Province biggest cities and their metropolitan areas.

It started near the end of 2013, within the framework of the Provincial Social Cabinet and it coordinates plans and action execution together with Rosario Municipality. Departing from a multidimensional and interrelated conception, we identified a group of neighborhoods characterized by an interpersonal violence increase and the reduction of civil participation, lack of public spaces, weakening of social ties, infrastructure problems, and difficulties in access to public services (Gala Diaz Langou and Aulicino, 2015).

In 2016, *Abre* Plan incorporates to its guidelines «Infrastructure and Environment» and «Community living and Participation» and «Family». *Abre* Plan reaches the territories from a community group approach by means of interventions like Back to School plan or New Opportunity Plan, Community Living meetings, conceived from a participative and inter-governmental perspective from the very beginning, and including in these actions the participation of civil society organizations. *Abre* plan also works with basic infrastructure projects, improving environment quality (accessibility, public streetlights, sanitation, basic services, etc.).

Within the Family axis, the approach carried out in the groups gave birth to a new way, acting as a complement from the previous ones, of understanding how to work with families. By means of a door-to-door interview it is possible to articulate concrete responses. The obtained information in the first visit is processed and analyzed by an operative board for each city, during which the different teams forward special situations to pertinent areas. According to the collected data and after their statistical analysis health check-ups, vaccination and documentation campaigns, training sessions, orientations, school reenrollment dates, workshops and any other available tool to guarantee rights are organized. In that sense, «housing» and «work»—two of the most frequent territorial needs— are the most complex ones to solve and the ones that constitute a challenge.

The stages in which the *Abre* Family program is structured are the following:

1. Meetings family by family in the participating neighborhoods (carried out in pairs by territorial and support teams) with each family in the neighborhood to strengthen the link with the families, to gather information and identify the needs related to the following areas: social protection, education, health, culture, sport, community living, social peace, and environment
2. Detected family situation characterization: identification and handling of special situations by means of an Operative Board in charge of analyzing, designing and implementing handling strategies for the identified demands
3. Producing and Systemizing Information: statistic data elaboration and analysis, qualitative analysis of the experience, showing strengths and weaknesses, orientation systemizing and follow-up so that district teams continue working with the family groups.
4. Access to rights: Displaying of defined strategies, adapted to each territorial situation including health check-ups, vaccination and documentation campaigns, training sessions, orientations, school reenrollment dates, workshops and any other available tool to guarantee access to rights.

The Plan is committed to staying in the neighborhoods with different strategies. In this sense, in the Rosario City there is a special situation —supported by the Local Government Structure— this allows for the continuity and management of different action guidelines.

The territorial execution of the *Abre* Plan aimed at a cross-cutting structure where each area carries out a part of the intervention. According to what it can be identified in the interview done to *Abre* Plan Rosario undersecretary, in 2017 the regional Santa Fe and Rosario *Abre* Plan Undersecretaries are created, being considered as the main political actor responsible for the execution of *Abre* Plan on each territory (Interview, 2017). This Undersecretary works in three main areas: **a.** Information analysis, **b.** Work follow-up, **c.** Social innovation. Regarding the last mentioned area, it is possible to point out that two main experimental strategies are being developed. On the one hand, we work connecting unemployed people with companies or undertaking generation in the form of Social Enterprises. On the other hand, taking into account the identified needs in *Abre* Family, interventions aiming at improving housing quality for vulnerable groups, pursuant to Decree 1246, authorizing the Social Development Ministry —as Social Cabinet Coordinator— to intervene in vulnerable households to improve the family's conditions (Provincial Resolution 1246/17. Specific subsidies are planned for workforce hiring, materials and for the necessary works for the environment improvement, extending the neighborhood improvement works to the inside of the beneficiaries' houses. As an example, toilet construction can be mentioned.

Between 2014 and 2016, the budget for *Abre Plan* was provided by each Ministry and Secretary in 2017, by means of the *Abre Plan* Undersecretary creation, a separated budget for the execution of this plan is assigned that, according to the interview done, will have is 80 % allocated to Rosario City.

As an inflection point for the plan in 2017, the creation of the Undersecretary of *Abre Plan* becomes effective, with its own budget and guidelines, following a consolidation process. As a result, a state policy is structured around the right's approach and it is institutionally integrated. In this sense, it is worth reflecting upon the challenges of inter-sectorial management: according to our interview, the Plan works as long as the areas prioritize their interventions taking note of all the problems that may arise in these territories. In this sense, even though progress is being made in institutional terms for an area that has management responsibility, challenges related to inter-ministry coordination are noticed, due to the institutionalization of their mechanisms.

It is interesting to point out relevant aspects from the plan that allow for it to be visualized as a strategic path in human rights matters. The plan started as a part of an inter-sectorial planning process between the ministries belonging to the Social Cabinet. It was elaborated at the highest political level (Ministry Cabinet), taking into account the use of georeferenced information from the city's neighborhoods participating in the program and the interventions that each area scheduled (Pignatta, 2015). It is important to point out that even though many of the scheduled interventions were already in course, they were integrated within a common framework and subjected to an improvement or territorialization in some neighborhoods. Regarding this it is worth pointing out the way in which the extent of the several programs included in the Plan —New Opportunity, Back to School, Ingenia and *Emprende Joven*— reached the neighborhoods with the highest levels of violation of rights. In the same way, it is worth pointing out that the plan has a strategic monitoring system, which was internationally awarded<sup>19</sup> and it underwent an external assessment (2014–2015), a year after its implementation, showing a positive tendency in the objective conditions related to urban infrastructure, access to services, education, health compared to violence situations and, at the same time, a positive assessment, given the fact that 3 out of 4 people consider that the Plan's action are very good or good (Salvia and Van Raap, 2016). In the same way, in 2017 it was awarded an honorable mention by the American States Organization in the context of the «Inter-American Prize for Innovation in Effective Public Management».

19. *Abre Plan* was awarded in the second edition of the Latin American Award for Good Practices in Social Development Public Policy in Subnational Governments. Regional Center for Learning on Evaluation and Results for Latin America (CLEAR – according to its Spanish acronym) State of Guanajato Government and the Organization for Economic Cooperation and Development (OCDE) ([www.santa fe.gov.ar](http://www.santa fe.gov.ar)).



**RIGHT TO  
EDUCATION**

External assessment evaluation  
summary *Abre* Plan (2014–2015)

**RIGHT TO  
HEALTH**

**RIGHT TO EDUCATION:**

Improvements in education inclusion for children between the ages of 5 to 12 were registered (as there are not schooling deficits, being virtually universalized) and as regards adolescents (schooling deficit decreased from 9.4 % in 2014 to 5.9 % in 2015).

**RIGHT TO  
SOCIAL SECURITY**

**RIGHT TO ENVIRONMENT, HOUSING AND ACCESS TO SERVICES:**

A positive tendency in objective conditions can be appreciated in conditions related to urban infrastructure, access to services and public space quality:

- Asphalt deficit in households was 51.9 %, a similar percentage to the national average (52 %) and in 2015, the deficit was reduced by 12.5 % (with a final figure of 39.4 %)
- Deficit reduction by 6.1 % related to the access to public street lights cultural rights.
- Deficit reduction by 6.5 % related to the access to problems for circulation inside the neighborhood.
- Deficit reduction by 10.2 % related to the access to public sewerage.

**RIGHT TO  
WORK**

**RIGHT TO CULTURE:**

Very important increase in the access and attendance to Sport Facilities or sport fields (it increased from 10.6 % to 29.9 % for children between the ages of 5 and 12 and from 10.6 % to 28.2 % for adolescents between the ages of 13 and 17).

**RIGHT TO A HEALTHY  
ENVIRONMENT**

**CULTURAL  
RIGHTS**

Source: Salvia *et al.* (2015) and Salvia *et al.* (2016).



## The State in your Neighborhood

TABLE 23.

<b>Jurisdictional level</b>	National
<b>Government Area</b>	Ministry of Social Development
<b>Objectives</b>	To facilitate the access to certain social services to the most vulnerable neighborhoods.
<b>Target population</b>	Population living in the most vulnerable neighborhoods.

Source: our own production based on the official website of the National Government.

It's a temporary procedure implemented in some city neighborhoods to facilitate access to services and social benefits related to: ANSES (Argentine Social Security Agency), DNI (National Identity Card – National Citizen Registry: RENAPER), PAMI (health insurance for retired people, social development, job orientation, legal counseling).

The implementation includes the proceedings for issuing a DNI with no cost, visibilization and promotion of 144 hotlines, issuing of birth certificates, Universal Child Subsidy or Unemployment Insurance Application, PAM enrollment and benefits, immunizations and health promotion activities (oral a dental health workshops); activities for children, Ministry of Work Training information access; criminal record certificate application.



**RIGHT TO SOCIAL SECURITY**

**RIGHT TO WORK**

**RIGHT TO HEALTH**



## Network program to address substance abuse «La Estación»

TABLE 24.

<b>Jurisdictional level</b>	Municipal
<b>Government Area</b>	Municipal Social Cabinet together with the Provincial Drug Abuse Prevention and Comprehensive Addiction Treatment Agency (APRECOD - according to its Spanish acronym) and several areas from the provincial government.
<b>Objectives</b>	To counsel, take care of and intervene from a comprehensive perspective the demands related to substance abuse, with the support of a series of inter-sectorial and inter-disciplinary mechanisms.
<b>Target population</b>	People in a situation of substance abuse.

Source: our own production based on interview and Rosario Municipality official website.



**RIGHT TO HEALTH**



734 treated cases

Source: Interview (2017).

The Estación was created in 2016 as a reference space for a comprehensive response to alcohol and psychoactive substances abuse with several innovating characteristics deserving a special analysis. This device incorporates the right’s language by establishing that the Municipality has action mechanisms based on acknowledging rights and elections of the drug or alcohol user. The approach is based on a multidimensional approach standing on three factors (used substance, subject and context) that are articulated in context configuration, looking to build complex response strategies, including inter–sectorial work, integrality, inter–discipline and aims at rebuilding social ties. Human resources belonging to these action mechanisms are constituted by inter–disciplinary teams of State workers from different areas whose intervention orientation is based on the individual as protagonists of their own projects of life.

This device’s implementation is carried out by means of the access service network for health care in areas related to substance abuse: 50 health centers, hospitals, day–time Centers, Neighborhood Community Centers, other mechanisms from the Social Development Secretary, spaces belonging to the Culture and Education Secretary, New Opportunity Program, Therapy and Education Home, and those spaces articulating management between the three State levels. SEDRONAR (National), Health and Social Development (Municipality and Province); Civil society organization providing specific and unspecific by means of financing agreements from State (Municipal, Provincial and National).



**RIGHT TO SOCIAL SECURITY**



Citizenship  
Care Service

**RIGHT TO LIVE A LIFE FREE FROM VIOLENCE**

**RIGHT TO HOUSING AND SERVICES**

TABLE 25.

<b>Jurisdictional level</b>	Municipal
<b>Government Area</b>	Social Development Secretary – Social Development Undersecretary
<b>Objectives</b>	<ul style="list-style-type: none"> <li>• To receive, direct and take care of those demands from Rosario residents in a social vulnerability situation —whether it is spontaneous, scheduled or in an emergency— that visit the Social Development Secretary, whether it is an a direct way or by means of referrals from other institutions.</li> <li>• To diagnose, categorize and assess different intervention alternatives that may needed, involving both the use of our own resources as well as referral to other municipal areas and civil society organizations.</li> </ul>
<b>Target population</b>	These services are aimed in a special way to those people, family groups that are in a situation of violation of rights

Source: our own production based on Municipal Decree N° 2867/2016 and internal documents.

The Citizenship Care Service is an admission point for demands (spontaneous or referred) in case of emergency or in the case of a person or family in a situation of violation of rights. Its main functions are: taking care of and listening to the demand, information and orientation, basic intervention, specialized intervention request, temporary subsidies in case of specific situations of lack of monetary resources to face the acquisition of basic goods and services.

Besides, the Citizenship Care Service is a relevant actor in the Housing and Services area which is the one articulated with housing public service in case of specific housing emergencies such as, for example, fires.

Regarding the area institutional status, its existence was established on Municipal Decree N° 2867 from December 2016 in which the new structure of the Social Development Secretary.



### Social Emergency Helps

(ASUS – according to its Spanish acronym)

TABLE 26.

<b>Jurisdictional level</b>	Provincial
<b>Government Area</b>	Ministry of Social Development of Santa Fe Province (at the moment of Decree Promulgation Ministry of Social Well-Being – Social Action Secretary
<b>Objectives</b>	Visible existence attention, family groups and communities and public service entities unable to afford deficiency situations with their own resources.
<b>Target population</b>	People, family, groups, communities or public service entities unable to afford deficiency situations with their own resources.

Source: our own production based on Provincial Decree N° 1780/81 and Province Decree N° 803/2017.

Social Emergency Helps are established in Decree 1780/81 that grants monetary grant corresponding to the Ministry of Social Development for the attention of visible existence people, family groups and communities and public service entities properly proving their impossibility of affording deficiency situations arising from socio-economic, climate and physical problems, whether they are temporary or permanent, with their own resources.

The benefits to be granted will be organized by means of direct relief, which may consist of providing goods, monetary support and technical and professional assistance.

It is relevant to point out that during 2017 a device was created to be implemented exclusively when a particular or unpredictable case forces the Ministry to act immediately



**RIGHT TO  
SOCIAL SECURITY**

**RIGHT TO PROPER  
NUTRITION**

**RIGHT TO  
HEALTH**

**RIGHT TO  
WORK**

**RIGHT TO HOUSING  
AND SERVICES**

according to its capacities for any situation in which the administration it is closed or during closing times on business days, within the framework of Decree N° 1780/81 and the ones that may substitute it in the future (Decree 803/2017). Only the Territory Development Service, or in case of absence, the people in charge of Territory Development and Abre Plan Coordination Undersecretaries are authorized to apply this mechanism.



**RIGHT TO  
SOCIAL SECURITY**



**Pension  
Law 5110<sup>20</sup>**



The Ombudsman Office of Santa Fe Province has received intervention request in the case of Assistance Pension Law N° 5110 in case of lack of answer or in case of extremely extended proceedings. It has also requested intervention to relevant institution in case of two implementation difficulties for this pension: on the one hand payment access to these pensions is subjected to budget availability by the concerned institution and, on the other hand, in case of lack of payment from social benefits and pay rise application in a meager and scarce way, without maintaining purchasing power.

Source: Ombudsman Office of Santa Fe Province (2015).

**TABLE 27.**

<b>Jurisdictional level</b>	Provincial
<b>Government Area</b>	Law N° 5510 Social Pensions Fund Provincial Agency – Ministry of Work and Social Security
<b>Objectives</b>	To provide social assistance through pension granting the early, disabled, destitute mother and underage children, in the conditions and circumstances determined by law.
<b>Target population</b>	This benefit is aimed at the elderly (women over 60, men over 65), those permanently excluded to develop tasks allowing for the generation of the bare minimum resources for their personal life and have no access to a retirement pension or any similar benefit and for mothers and underage people that for several reasons may have been left unprotected and, as a consequence, are in a situation of high economic and social vulnerability, whether it is poverty or indigence.

Source: our own work based on quoted regulations and the official website of the Government of Santa Fe Province.

**20.** According to the Regulation Information System (SIN – according to its Spanish acronym) of Santa Fe Province Government, Law N° 5510 dated on 10/29/1959 (promulgated on 11/20/1959 and published in the official gazette on 12/15/1959), creates the Santa Fe Province Social Pension Fund and makes reference to social Pensions related to the elderly, disability and maternity. It was originated in Ministry of Public

Health and the original text is not available. It was regulated by: Law N° 10.480/1990; Law N° 11.022/1993; Law N° 11.230/1994 and Law N° 11998/2001 After 1959, the text from Law N° 5110, on the creation of the Social Pension Fund was successively modified by several regulations: the first was that of Law 5532, dated in 1962 and the last modification was produced by Law 12,850 in 2007. In this book, in one was that of Law

Chapters 4 and 5 deal with Law N° 5510, mainly in the versions dated in 1999 and 2000, of which we suggest consultation for further details. In the same manner, it is relevant to point out that Law 5510 is outdated and does not adhere to the Human Rights Approach (SIN found in: [e: www.santafe.gov.ar/regulations](http://www.santafe.gov.ar/regulations), online 29/12/2017).

Law N° 5510 creates the Social Pension Fund of Santa Fe Province replacing the «Social Assistance Department for the Elderly, the Disabled and Orphans».

It is particularly interesting to notice that this pension is linked to three of the prioritized issues on this study: disability, old age and poverty.

The benefit amount varies according to the conditions of each beneficiary specified below:

<b>LAW N° 5110 PENSION</b>		<b>JULY 2017</b>
<b>Article 3</b> Old age		\$ 2688 ARS
<b>Article 4</b> Disability		\$ 2688 ARS
Higher Amount (admitted in hospices)		\$ 5106 ARS
<b>Article 6</b> Destitute mothers	1 child	\$ 2290 ARS
	2 child	\$ 2519 ARS
	3 child	\$ 2748 ARS
	4 child	\$ 2977 ARS
	5 child	\$ 3206 ARS
	6 child	\$ 3435 ARS
	7 child	\$ 3664 ARS
	8 child	\$ 3893 ARS





## 4.2 Old Age



## 4.2 Old Age

OA

«Every Individual has the right to special protection during their old age»

(Article 17. Additional Protocol to the American Convention on Human Rights in the Area of. Economic, Social and Cultural Rights «Protocol of San Salvador», 1988)

«To promote, protect and ensure acknowledging and full use and benefit, in equal conditions, of all the human rights and fundamental liberties of older people, so as to contribute to their full inclusion, integration and participation in society».

(Article 1. National Law N° 27360 Approval on Inter-American Convention on the Protection of Human Rights of older people. 2017)

«Comprehensive promotion and protection of older people in the area of Santa Fe Province, to ensure acknowledging and full benefit of the use, in equality conditions, of all the rights included in Town Council, Municipal, Provincial, National legal system as well as in international treaties signed by the Argentinian State».

(Provincial Law Bill on Older People Rights, with the Preliminary Approval of the House of Representatives of Santa Fe Province. 2016)

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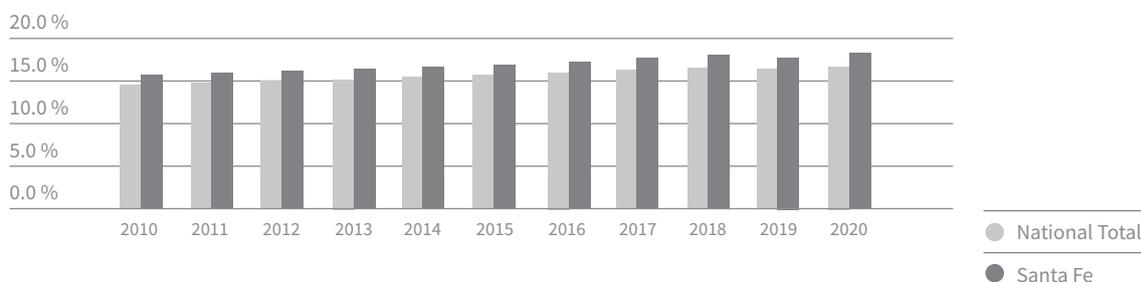
### OBJECTIVE

«To guarantee safe living standards and to promote the well-being of all people of all ages and creating a cross-cutting approach related to other objectives»

(Objective 3. Agenda 2030 – Sustainable Development Goals 2016.)

Even though the matters concerning older people rights are not new, the sustained global tendency towards population aging has increased the need for specific policies for this population. As it can be seen on the following graphic, the demographic projections for Santa Fe Province show an elderly population growth that goes beyond the national average.

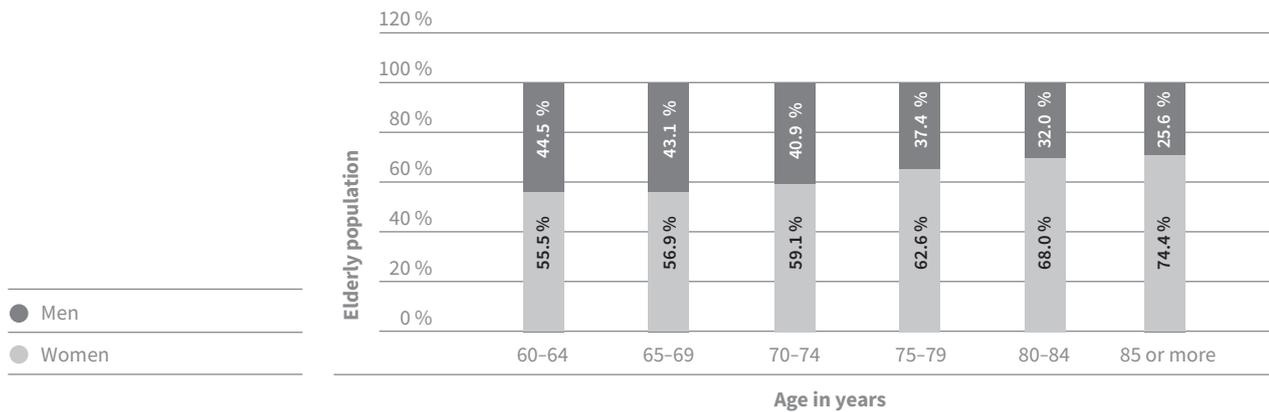
**GRAPHIC 7.** Percentage of adults over the age of 60 in Santa Fe and National Total. Projections 2010 to 2020



Source: our own production based on INDEC's report, «Population estimate by gender, department and calendar year 2010–2025. – INDEC, 2015 (N° 28 demographic analysis series)» with proportional distribution according to the 2010 Population, Households and Housing National Census.

According to an estimate from Rosario Municipality General Statistics Agency (2015) it is estimated that in 2015 173122 people over the age of 60 will live in the city, representing 17.6 % of the city's total population. Women represent 60.6 % of the total, this percentage increasing proportionally according to the age level of the groups: the older the age, the highest the amount of women.

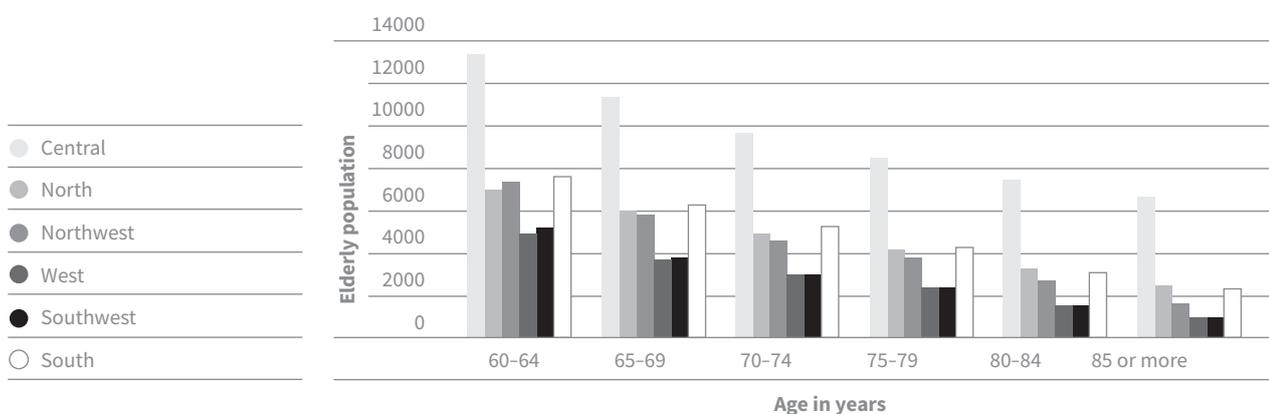
**GRAPHIC 8.** Elderly population percentage according to gender in Rosario City. Year 2015



Source: our own work based on Rosario Municipality General Statistics Agency (2015), our own population estimate up to July 1st, based on: 2010-2025. - INDEC, 2015 (N° 28 Demographic Analysis Series) with proportional distribution according to the 2010 Population, Households and Housing National Census.

The group aged between 60 and 64 represents 25.7 of the city total. If the dates are observed separating them by districts, it can be appreciated that area differences relate to a higher or fewer amount of older people. Central District has more population over the age of 60 compared to the other districts.

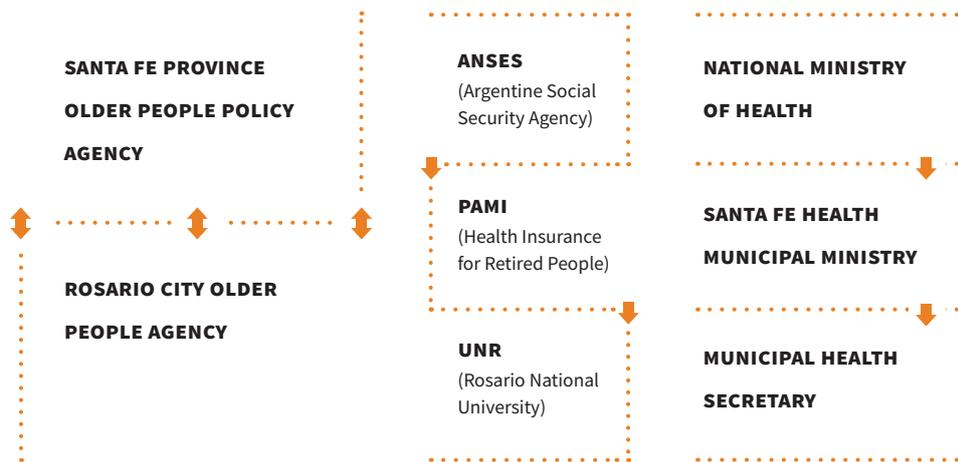
**GRAPHIC 9.** Elderly population percentage according to district In Rosario City. Year 2015



Source: our own work based on Rosario Municipality General Statistics Agency (2015), our own population estimate up to July 1st, based on: 2010-2025. - INDEC, 2015 (N° 28 demographic analysis series) with proportional distribution according to the 2010 Population, Households and Housing National Census.

From January to October 2017, the Ombudsman Office of Santa Fe Province provided services in 900 cases of older people complaints (Interview, 2017) Most demands were related to difficulties in claims related to health insurance providers, such as IAPOS and PAMI. The main complaint causes were: denial of medicine coverage, difficulties to access geriatric care, irregularities for delivery of orthopedic items, difficulties in the proceedings to get pensions and retirement pensions in ANSES, lawyer fee abuse for counseling in the proceedings to have access to the *Reparación Histórica* benefits, among others. The Ombudsman established as a 2017 priority to protect older people rights, emphasizing the mentioned topics and some others as well (Government of Santa Fe Province, Ombudsman Office of Santa Fe Province, 2016).

Different areas from the three government levels have responsibility in old age matters in the city. As it can be seen in the following graphic and as it will be deducted from the program descriptions, articulations are generally more fluid among different groups of actors.



In Rosario, Older People Agency appeared in 2007<sup>21</sup> aiming at giving comprehensiveness to the tasks that have been carried out by the local government in older people's matters since the 1990s Its direct antecedent is the Gerontology Agency created in 1996 The City's Gerontology Health Center, the Gerontology School and the Daytime Centers, together with the Gerontology Plans constitute the first municipal projects in the area (Interview, 2017).

21. Decree N° 2867/16 establishing the name change of the Social Promotion Secretary of Rosario City by the Development Secretary includes the Older People Agency in the Social Development Undersecretary.



The main axis for the local government actions include: right protection and right to integration, permanent non-formal education, healthy and active aging, citizenship participation, cultural good democratization.

The Santa Fe Province Older People Policy Agency was created by Decree N° 0102/07 under the scope of the Citizenship Development Secretary, part of the Ministry of Social Development of Santa Fe Province as Province Older People Agency. Among its functions, we can mention those of promoting older people social integration, articulating actions together with other social actors, civil society organizations and private service providers and health insurance companies, intervening in the elaboration of coherent norms establishing concrete practices in this sense, motivating the community so it can actively participate providing solutions to old age problems, counseling regarding the creation of nursing homes, centers, soup kitchens, daytime centers and/or alternative programs, proceed to control and audit in public and private institutions aimed at old people care with or without hospitalization (Decree N° 0102/07).

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#### RIGHT TO HEALTH

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The provincial government generates different health promotion, prevention and care strategies aiming at guaranteeing at older people accessibility in a cross-cutting approach towards all health policies.

Source: Interview, 2017.

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#### Health promotion, prevention and health from the Ministry of Health of Santa Fe Province

Health policies for older people in Rosario City are implemented in a multi-level articulation between the national, provincial and local government. The main health policy guidelines established by the National Ministry of Health are discussed and adopted by the different provincial ministries that carry them out in the local areas with national funding through provincial public health facilities and different health promotion and protection strategies. The operative strategy of the provincial health system stresses a network management model based on primary health care. In Rosario, the problem health network includes health facilities of first, second and third level from provincial and city management. In 2014, the city creates the Rosario Public Health System (Ordinance N° 9.365/14) that compiles and gives coherence to the task of all the city's public health facilities (Interview, 2017).

Older people can get health care in any public health facility of the city. Whether they have health insurance or not, health care is considered as a universal right in Santa Fe Province (Interview, 2017).

Health promotion activities aim at achieving a healthy adult life so as to have a better quality of life in old age, being included in a comprehensive, inter-disciplinary and inter sectorial strategy. It is worth mentioning that the strategy of working in programmatically logic was abandoned a long time ago, instead territorialization is prioritizing. That means to say, that programs are not «transferred» to health facilities, but that, according to problems that are detected in the first level, an individual strategy is defined, seeking to guarantee access to health for all the population and generating local operative capacity. For the older people the axis is focused on ensuring accessibility to health policies, such as, for example, the prevention and promotion mechanisms to the public spaces in which this population circulates (Interview 2017).

Below, the programs and initiatives that specially affect older people are mentioned and that are implemented from the Prevention and Promotion Agency of Santa Fe Province Ministry of Health:

TABLE 28.

**Provincial Immunization Program**

We propose to guarantee individual and community care and protection. Immunizations are carried out with a high degree of success in adults by means of Campaigns in city public spaces. Montenegro Square, Recreational Streets, etc. It is also implemented in municipal, provincial and private facilities, retirement centers, nursing homes and workers associations. The supplies are provided by the National Ministry of Health, by means of the National Program for Immuno-preventable Disease Control<sup>22</sup>. The Ministry of Health of Santa Fe Province coordinates their implementation in the city together with the Rosario's Public Health Secretary. People over the age of 65 are prone to suffer infections. For that reason, the implemented strategy is to vaccinate all older people that may attend, whether they have social coverage or not and on any date. Flu and pneumococcus vaccination is prioritized. From 2011, there is a nominalized record system that allows to check each individual's vaccination schedule.

**Provincial HIV/AIDS Control Program**

It is expected to prevent HIV/AIDS in population groups that are in high vulnerability situations, supporting management capacities from social organizations working in the HIV field. Campaigns and testing sessions are organized at institutional request and campaigns for special occasions. In the city's neighborhoods, they are articulated together with *Abre* Plan and the local health centers, providing counseling on several health topics. Since 2014, campaigns have been carried out on HIV prevention and condom use in older people, together with the Ministry of Social Development and Maternity and Childhood Agency. We currently work in collaboration with IAPOS, Santa Fe Social Development, Ministry of Education and Diversity Undersecretary to guarantee information, testing and medicine access, among others.

**22.** This program is created in 2010 according to resolution 776/10 of the National Health Ministry, Law n° 22.909, establishing a general plan for vaccination against avoidable illnesses by these means with the objective of consolidating the most adequate level of health protection for all the country inhabitants.

*(continues in the following page)*

TABLE 28. (cont.)

<p><b>Actions for the prevention of non-transmissible chronic diseases: chronic heart disease, obesity, sedentary lifestyle and tobacco use</b></p>	<p>Given that the main causes of morbidity and mortality of older people are related to heart disease, obesity and tobacco use, the aim is to promote healthy habits and preventive actions: to promote physical exercise, diabetes testing, healthy nutrition, decentralized insulinization, CPR courses, etc.</p> <p>The Protect Program from the National Ministry of Health works in the same line for the prevention of non-transmissible diseases. It provides training tools for Health Center teams on how to support people with these diseases. In Rosario, it was applied in some first level facilities. Agreements were signed with physical education teaching training colleges, kinesiology and sport centers.</p>
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Source: our own work based on an interview and the official website of the Ministry of Health of Santa Fe Province and Interview 2017.

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RIGHT TO  
HEALTH

RIGHT TO  
NUTRITION

RIGHT TO  
SOCIAL SECURITY

RIGHT TO  
EDUCATION

CULTURAL  
RIGHTS

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**Comprehensive Medical Assistance Program**  
(PAMI – according to its Spanish acronym)

TABLE 29.

<p><b>Jurisdictional level</b></p>	<p>National</p>
<p><b>Government Area</b></p>	<p>National Social Services Institute for the Retired and the Pensioned.</p>
<p><b>Objectives</b></p>	<p>To grant —independently or by means of third parties— to the retired pensioned of the national social security system and the Integrated Retirement Insurance and Pensions and to its primary family group health and social benefits in a comprehensive, integrated and fair way, tending to health promotion, prevention, protection, recovery and rehabilitation, organized in a service model based on solidarity, efficacy and efficiency criteria, providing services with the best available quality level for all the Institute's beneficiaries, taking care of particular situations and idiosyncrasy characterizing the difference province jurisdictions and country regions.</p>
<p><b>Target Population</b></p>	<p>Integrated Retirement Insurance and Pensions affiliated to PAMI and their primary family group.</p>

Source: our own production based National Law n° on 19032/71.

The Comprehensive Medical Assistant Program, known as PAMI is one of the programs having the widest coverage at a national level with over 650 offices in capitals, cities and towns in all Argentinian provinces.

The Local Management Units acts as execution units for all the programs implemented by the Institutes, developing benefit proposals and programs for the jurisdiction considering its social–demographic particularities. In Rosario UGL IX is

located, an office in charge of beneficiaries from the cities and other neighboring towns. It has two agencies open to the public in the north and south areas of the city.

The program is financed through the contributions from retirement funds, the national execute power and by the fees obtained from the provided services. Each UGL has its own financing assigned contemplating administrative expenses and those related to health and social services.

One of the main elements of the program is the comprehensive health care for the beneficiaries. To that effect, PAMI has its own health care facilities and agreements with professionals and public and private facilities that provide health care services in all three complexity levels. In the same way, PAMI provides coverage for medicines, immunizations, orthopedic supplies, blood works, X-rays, treatments, etc. The Primary Care Physician is the main referent and the connection for the articulation of all care processes related to the beneficiaries' health.

In Rosario City, there are two PAMI polyclinic hospitals, located in the central and north districts of the city. Their administration depends directly on Buenos Aires central office. It has an Emergency Room, Surgery Department, Coronary Care Unit, Intensive Care Unit and a wide variety for different Specialist offices. In this context, it is possible to find the services of inter-disciplinary teams «with training in the areas of gerontology and inter-disciplinary management for old age, such as: Social Workers, Psychologists, Physical Education Teachers and Occupation Therapists, among others». (Polyclinic hospital II Official Website). Both PAMI Polyclinic Hospitals in the city have an Education Committee that encourages and coordinates continuous professional education, supervising the residents and promoting training activities — courses, seminars — and the Residence System: by means of agreements with the School of Medicine of Rosario National University, in which last year medical students are accepted so as to, together with an instructor, they may be introduced in a scientific and ethical way in the practice of this profession (Polyclinic Hospitals PAMI I and PAMI II official website, 2017).

Besides medical services, PAMI provides a wide variety of social services. From 2008 onwards this is given special priority (Interview, 2017) Below, we mention some of the most relevant social benefits that are offered in Rosario City<sup>23</sup>:

In 1971, by means of National Law N° 19032, the National Social Services Institute for the Retired and the Pensioned is created aiming at providing health, social and assistance care for older age people. The INSJP is a public law non-governmental legal capacity entity, with financial and administrative individuality. The strength acquired the PAMI program —Comprehensive Medical Assistance Program, depending on INSJP, made it possible for the institute to be known by the program's name.

Source: National Law N° 19032/71.

TABLE 30. PAMI Social Services

<p><b>Program for High Risk Situations Related to Social issues and Health (PROSAR - according to its Spanish acronym)</b></p>	<p>The aim is to increase economic capacity for vulnerable beneficiaries so that they can be able to face crisis related to health and social issues by means of the granting of a monetary subsidy within the framework of a comprehensive social treatment plan. The program is focused on those problematic situations that, because of the involved social and health risk, are in need of a customized treatment. The benefit is granted after a personal evaluation according to vulnerability, fragility, crisis and social risk criteria so as to cover: <b>1.</b> Food needs. <b>2.</b> Housing needs. <b>3.</b> AGD (in-home care) hiring. <b>4.</b> Social reinsertion and/or support High Complexity Disease. <b>5.</b> Transportation due to social issues. <b>6.</b> Basic needs from beneficiaries asking for inclusion in an external family group (Foster Family). <b>7.</b> Addiction Treatment. <b>8.</b> Natural disasters or accidents.</p>
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R 1490/08

**23.** All the socials service programs offered by PAMI can be accessed on its website. In this document only the ones considered as the most important ones by an interviewee working in the institution since 2001.

(continues in the following page)

**TABLE 30.** PAMI Social Services (cont.)

<p><b>Pro-Bienestar Program</b></p> <p>R 1517/92</p>	<p>It has as objective to increase beneficiaries' quality of life in case they are in a vulnerability situation related to health and social issues: beneficiaries without the necessary income to have proper and sufficient conditions to keep or improve their health status, without family economic support. The program has been implemented since 1993 through the participating Community Centers for the Retired. These organizations administer the funding granted by PAMI and are verified by the UGL. The two mechanisms implemented in Rosario are:</p> <ul style="list-style-type: none"> <li>• Food boxes – Pro-Bienestar – Complementary Food Benefit (BCA – according to its Spanish acronym): monthly delivery of a food package with nonperishable foods selected by nutrition specialists aiming at complementing nourishing, taking into account prevalent diseases and regional eating patterns.</li> <li>• Soup kitchens – packed lunches – Probienestar: the Community Centers for the Retired offer lunches from Monday to Friday, with a complement for weekends in an integration and social participation environment.</li> </ul>
<p><b>National Social and Health Promotion Program of Social sanitary Prevention Preventing To Keep Growing</b></p> <p>R 585/08</p>	<p>It is aimed at achieving the sustainable participation and integration of older people as citizens in their social and community environment, by means of the implementation of stimulating activities within the framework of the Community Centers for the Retired. It is based on:</p> <ul style="list-style-type: none"> <li>• Active Aging: to promote personal capacities favoring the management of everyday activities.</li> <li>• Health Education: knowledge spreading for self-care in biological, psychological functional and social aspects.</li> <li>• Rights and citizenship: community and citizen life encouragement. In this framework several stimulation activities: gym, yoga, memory, water activities. The center members themselves are in charge of managing and administering the funds that are granted for the payment of teachers and snacks</li> </ul>

Source: our own production based on National Law 19032, Resolution 585/08, Resolution 1490/08 PAMI website and Interview 2017.

- OA** .....
- **120** Community Centers for the Retired participating in Bienestar Program. 3 of them have soup kitchens in the city.
  - Food box A \$ 221 ARS – Food box B \$ 335 ARS – Food box C \$ 486 ARS – Food box E \$ 272 ARS  
Soup Kitchen Program \$ 1170.00 ARS.
  - Main Monthly Payment Benefits Food assistance \$ 290 ARS; Housing assistance \$ 690 ARS; Complex disease assistance (in home patient care) \$ 2400 ARS; Disability and weakness assistance \$ 870 ARS.
  - **120** cases were taken of at through PAMI the South District Ombudsman Office of Santa Fe Province in 2016 Inter-institutional dialogue allowed for 70 % of severe cases to be solved in a positive way.
- .....
- Source: our own production based on interviews (2017), Resolution 0755/17 and Ombudsman Office of Santa Fe Province (2016) Annual Report.
- .....

**Old Age Issues Training Program**  
(PROFOPAM – according to its Spanish acronym)

**RIGHT TO  
HEALTH**

**RIGHT TO  
EDUCATION**

**TABLE 31.**

<b>Jurisdictional level</b>	Municipal
<b>Government Area</b>	Older People Agency – Secretary of Social Development
<b>Objectives</b>	To provide education on Old Age issues
<b>Target population</b>	Professionals and people over the age of 18 with completed primary education and the necessary sensitiveness to work with older people.

Source: our own production based on Rosario Municipality Old Age website and interview (2017).

The first policy antecedents aimed at training for the care of older people were carried out in 1990, when by Dr. Berezovsky’s initiative, geriatrics physician and gerontologist, the Municipal Gerontology School «Dr. M. Berezovsky». Currently, this institution depends on the Older People Agency from the Secretary of Social Development of Rosario Municipality. Three activities take place in this institution: Workshops for the elderly, Annual Gerontological Assistant Course and Free Conferences. Starting in 2009, all Rosario Municipality training offers on older age issues are under the scope of the Training Program on Old Age Issues (PROFOPAM).

**TABLE 32. PROFOPAM**

<b>Annual Gerontological Assistant Course</b>	It is aimed to people over the age of 18 with completed primary education and the necessary sensitiveness to work with older people. It is provided by an inter-disciplinary professional team including: psychologists, doctor, nurses, occupational therapists, physical education teachers. It is certified by the Ministry of Education of Santa Fe Province, Non-formal Education Area. There are agreements for internships with Santa Fe Province Government in the Provincial Geriatric Hospital (Provincial Ministry of Health) and the Official Nursing Home for Older People J. Rodríguez (Provincial Ministry of Social Development). The Course has a cost of \$ 600 ARS.
<b>Professional Training</b>	Within the Framework with the Physical Education Higher Education Institute N° 11 «Abanderado Mariano Grandoli» and the Master’s Degree on Physical Education from Universidad Abierta Interamericana, specific training on Older Age Issues.

Source: our own production based on Interview 2017 and Older People Municipal Agency.

• The Annual Gerontological Assistant Course has been implemented continuously since the year 2000.

• It is estimated that each year **50** people enrolled and since its beginning **850** people completed the training course.

Source: online questionnaire 2017.

In the Gerontology School Free Conferences are organized to treat older age issues. For example, conferences on Alzheimer, older people abuse, among others.

OA

**RIGHT TO  
HEALTH**

**RIGHT TO HOUSING  
AND SERVICES**

**RIGHT TO  
PROPER NUTRITION**

**CULTURAL  
RIGHTS**

OA

## Older People Nursing Home

**TABLE 33.**

<b>Jurisdictional level</b>	Municipal
<b>Government Area</b>	Older People Agency – Secretary of Social Development
<b>Objectives</b>	To provide assistance related to basic needs, physical and mental health care, emphasizing prevention without neglecting existent diseases and the reconstruction of family bonds.
<b>Population objective</b>	Male older people needing institutional assistance and support

Source: our own production based on Rosario Municipality Old Age website.

The Older People Nursing Home provides accommodation for male older people needing assistance to solve everyday situations.

Decree 3013/98 adapts the functioning the Municipal Gerontology Residential Facility (Decree 31896/52 depending on Health and Social Administration) to the Older People Nursing Home from the Secretary of Social Promotion —today known as Secretary of Social Development—. A multi-disciplinary team together with geriatric assistants conducts a comprehensive and customized follow-up of each one of the residents. Different services are offered: housing, food, clothing, health care and daily check-ups, dental and medical treatment, mental health care and individual and group recreational activities (Rosario Municipality Older People official website, 2017).

The residents can be free to going in and out of the nursing home according to their will and there are no fixed for visitation from families and friends.

OA

- It is one of the most demanding programs in terms of budget.

- The nursing home has room for **20** residents.

Source: Online Questionnaire and Interview 2017.

## Official Nursing Homes for Older People from the Ministry of Social Development of Santa Fe Province

RIGHT TO  
HEALTH

RIGHT TO HOUSING  
AND SERVICES

RIGHT TO  
PROPER NUTRITION

CULTURAL  
RIGHTS

TABLA 34.

<b>Jurisdictional level</b>	Provincial
<b>Government Area</b>	Provincial Older People Policy Agency – Secretary of Social Integration – Ministry of Social Development.
<b>Objectives</b>	To provide permanent hospitalization for older people residing in the province.
<b>Target population</b>	People over the age of 60 in a vulnerability situation, independent or with a low degree of dependency.

Source: our own work based on an interview and the official website of the Ministry of Social Development of Santa Fe Province.

In Santa Fe Province, the Ministry of Social Development has 19 official nursing homes —belonging to the state— for long stays of independent older people and agreements with local governments, well-fare commissions, public hospitals and lucrative and non-lucrative organizations to reinforce coverage. In Rosario, there is an Official Nursing Home For Older People «Jorge Raúl Rodríguez» working together with The Nursing home For the Elderly of Rosario Municipality (Interview, 2017).

### OFFICIAL NURSING HOME FOR OLDER PEOPLE «JORGE RAÚL RODRÍGUEZ»

- 50 vacancies
- It provides housing, food, health care support, recreational and therapeutic activities.
- There are psychologists, social workers, doctors and occupation therapists working there. There are also nursing, psychology and physical therapy students working under the scope of an agreement.
- Free access for people without financial resources. There is a Fundraising Association that ask residents and relatives for financial contributions for material purchasing for the different workshops.

Source: our own work based on an interview by a staff member of the Government of Santa Fe Province Provincial Older People Policy Agency.

OA

**RIGHT TO HEALTH**

**RIGHT TO HOUSING AND SERVICES**

**RIGHT TO PROPER NUTRITION**

**CULTURAL RIGHTS**

OA

**Provincial Geriatric Hospital Provincial**

**TABLE 35.**

<b>Jurisdictional level</b>	Provincial
<b>Government Area</b>	Ministry of Health of Santa Fe Province.
<b>Objectives</b>	To provide accommodation and medical assistance for older people.
<b>Target population</b>	Older adults, dependent or with a low degree of independency.

Source: our own production based on Key Informer 2017.

OA

- **220 vacancies: 80** assigned to patients with health insurance, the rest is assigned to PAMI beneficiaries and older people without coverage.

- The professional team has doctors, nurses, physical therapists, psychiatrists, psychologists, occupational therapists, social workers, physiatrists, dentists, speech therapist, radiologist, pharmacist, biochemists.

- They currently admit patients under the age of 65 un a social vulnerability situation and psychiatric patients.

Source: Key Informant 2017.

In Rosario, through an initiative from Rosario Welfare Society, the Asylum for Beggars and Lunatics that in 1943 will become the Older People Nursing Home and in 1978, it changes its name to: Provincial Geriatric Hospital. (Website: Rosario Welfare Society, 2017)

This Hospital Currently depends on the Ministry of Health of Santa Fe Province. The Rosario Welfare Society provides the building, social assistance and contributes to the facilities and equipment maintenance. Subsidies and donations are accepted.

The Hospital works as a residence in which medical care is provided. It is an open door hospital, in which the residents can choose to go out on their own or with assistance depending on their health condition.

The Hospital has an official immunization service (open to the public) prevention medical offices and attending physicians. There is also an Education Committee, which controls the internships carried out by psychopedagogy, medicine, physical therapy, nursing, among others. Besides, social preventive activities have been carried out for over 35 years, offered as continuous education workshops: shared reading, painting workshop coordinated by teachers from the School of Arts and Humanities of Rosario National University. There are also radio workshops and conferences from different religious ministers.

## Residences for older people

TABLE 36.

<b>Jurisdictional level</b>	National
<b>Government Area</b>	National Social Services Institute for the Retired and the Pensioned.
<b>Objectives</b>	To provide comprehensive and personal assistance, temporarily or permanently, to people over the age of 60, totally or partially disabled and/or with mental or physical deficiencies requiring personal and specialized care that the family group cannot provide and that are not assisted in other benefit programs.
<b>Target population</b>	Retired people and people receiving pensions from the National Social Security System and the Integrated Retirement Insurance and Pensions affiliated to PAMI in a situation of high social and health vulnerability.

Source: our own production based on PAMI's official website.

The benefits for housing assistance in Residences for Older people work within the scope of resolutions 591/01, 559/01 and 1775/01. They are part of the social benefits, so they are subject to the Institute's assessment, which means that their granting is neither universal, nor mandatory. (Enquiry to key informant, 2017)

It is always prioritized the fact that the person lives in their reference center and for that reason there are benefits such as programmed subsidies for Housing Assistance that allow to afford expenses arising from rent, services, costs, adaptations, or urgent house repairs (associated with the patient's condition) or the purchasing of the necessary equipment for a proper quality of life (Interview 2017 and PAMI's website).

However, in situations of severe health conditions (for example Alzheimer's disease or Dementia) this benefit is granted for geriatric hospitalization in residences (Interview, 2017). These residences have beds assigned to PAMI beneficiaries. The benefits include: housing, medical care, medicines, etc. There is a Geriatric Care Providers Register.

There are two types of Residences. The Residences for Older People (RAM – according to its Spanish acronym), housing and specialized care to people with different disability levels requiring personal and specialized care that cannot be provided by the family group. And the Residences for Older People with Mental and Geriatric Care (RAMP – according to its Spanish acronym) for people with high social and health vulnerability and psychiatric conditions that do not imply risk behaviors for themselves and other people.

## RIGHT TO HEALTH

### RIGHT TO HOUSING AND SERVICES

### RIGHT TO PROPER NUTRITION

### CULTURAL RIGHTS

- 7 Residences for Older People with Mental and Geriatric Care (\$ 21163.10 ARS)

- 30 Residences for Older People (\$ 18410.12 ARS)

Source: our own production based on Resolution N° 754/17 and Interview, 2017.

To be incorporated in the register, residences must fulfill a series of legal requirements (civil liability insurance, municipal provincial and ANSAL services, a licensed psychologist and doctor, register in the program, etc.) but they must also have a social worker, teachers, and nutritionists, among others. PAMI conducts two annual assessments so as to verify the fulfilling of the demanded requirements.

OA

**RIGHT TO  
EDUCATION**

**CULTURAL  
RIGHTS**

OA

In Rosario City, there are **38** Comprehensive Activity Centers for Older People (CAIAM) that function in all the city districts:

- Central District: **130** participants
- Northwest District: **210** participants
- North District: **260** participants
- West District: **150** participants
- Southwest District: **310** participants
- South District: **220** participants

Source: Rosario City Older People Agency online questionnaire.

OA

**Comprehensive Activity Centers for Older People  
(CAIAM – according to its Spanish acronym)**

**TABLE 37.**

<b>Jurisdictional level</b>	Municipal
<b>Government Area</b>	Older People Agency – Secretary of Social Development.
<b>Objectives</b>	To promote active aging, permanent education and collaborating in the construction of socialization and participating places allowing for the development of social bonds through recreational activities.
<b>Target population</b>	Older People.

Source: our own production based on Rosario Municipality Old Age website.

The Comprehensive Activities Center for older people started working in 2012 with the aim of strengthening and multiplying encounter and education spaces that were already taking place by means of the workshops offered by social and state organizations in the different neighborhoods of the city (Interview Older People Agency, 2017).

Taking as a point of departure active aging and permanent education, they offer spaces for:

- Physical activity
- Cultural and education activities: memory, literature, theater and craft workshops.
- Recreational activities: mate meetings, walks, excursions, ludic activities.

CAIAM open their doors before and after the schedule time workshops, aiming at generating better spaces for meeting for older people and addressing other social issues related to old age. They function in neighborhood organizations that allow the use of their facilities, such as: clubs, libraries, neighborhood associations, churches. And in some municipal sport facilities, in District Centers and in the Nursing Home

for the Elderly. Starting in 1923 CAIAM started functioning also in the Neighborhood Community Centers so as to reach the «most vulnerable» older people. In these spaces the «Right Protection» Principle that includes the actions carried out by the Rosario City Older People Agency. In everyday activities dialogue in workshops and a comprehensive approach of those issues is encouraged. From the Secretary of Social Development, it is pointed out that younger older people attends these spaces that are barely over the age of 55 (Interview, 2017).

**OA**

Workshops  
for older people

TABLE 38.

<b>Jurisdictional level</b>	Municipal
<b>Government Area</b>	Older People Agency – Secretary of Social Development
<b>Objectives</b>	To promote older people’s rights emphasizing continuous learning, socialization, inclusion and recreation, thus contributing to improve their quality of life.
<b>Target population</b>	People over the age of 60.

Source: our own production based on Rosario Municipality Old Age website.

These workshops take place at the Municipal Gerontology School. Some of them are free and others not.

The offer’s variety is very important. According to the proposal uploaded in Rosario Municipality website, there are the following workshops: Chess, Choir, Traditional Dances, Introduction to Art, Literature, Craft, Painting, Picture Painting, bio-dance, dance therapy, yoga, foreign languages, cognitive stimulation, and memory, among others.

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**RIGHT TO  
EDUCATION**

**CULTURAL  
RIGHTS**

**OA**

- Computer workshops are organized by means of an agreement with the Sagrada Familia School of Rosario City.

- In the Nursing Home for the Elderly some workshops were also implemented.

- During 2017 **20** paying workshops and **21** free workshops.

Source: Interview, 2017; Rosario City Older People Agency Booklets.

Daytime Centers  
for Older People

TABLE 39.

<b>Jurisdictional level</b>	Municipal
<b>Government Area</b>	Older People Agency – Secretary of Social Development
<b>Objectives</b>	To encourage participants to fully participate in social life, recovering and strengthening their action possibilities and group bonds.
<b>Target population</b>	Independent Older People over the age of 65.

Source: our own production based on Rosario Municipality Old Age website.

- Between **15** and **20** older people participate each year in each of these spaces.

- Even though it is aimed at independent older people, most participants have several mobility limitations. Staying half day in the same place facilitates their transportation and participation, «it is for the people that cannot move around on their own».

- Most participants are around the age of 80.

Daytime Centers for Older People are one of the first government programs for older people implemented by the city authorities since the 1990s.

They started with the articulation of two Spanish Communities present in Rosario: The Asturian Community and Castilian Community, which encourage the signing of an agreement between the Ministry of Work and Social Affairs of Spain and Rosario Municipality, through the Spanish General Consulate and the Social Development Secretary. In 2016, the Italian Community Center adheres to this agreement. In all three cases agreements are established in which the Municipal Government takes responsibility of the gerontology specialized staff and the resources for the recreational activities that are carried out there and of which the foreign community centers provide the facilities.

The Older People Center are spaces promoting active aging, older people's independence and permanence within the family group by means of recreational activities with peers and the development of capacities and abilities (Rosario Municipality Older People website). From 9 AM to 3 PM different workshops are offered: memory, song, mandala, board games, physical activities, excursions and cultural activities. Even though these workshops are free, food and transportation services require a fee. In some cases, the Municipality offers a scholarship.

Source: Interview, 2017.

Comprehensive Older People University Program  
(UPAMI-UNR – according to its Spanish acronym)

RIGHT TO  
EDUCATION

CULTURAL  
RIGHTS

- It is estimated that **1800** PAMI independent and mildly disabled beneficiaries participated in the program during 2017.
- **64** workshops were organized in 2017 in the following areas English, French, Italian, Portuguese, Russian, Computing Levels I, II and III, android, computing for and by the blind, creative writing, social communication and radio workshops. Every year new courses are created, according to the participant's demand.
- Two coordinators and a member of the administration staff of UNR are in charge of the program.
- The courses take place in Rosario National University Government Headquarters (Maipú 1065) and other UNR facilities such as the School of Law, School of Art and Humanities and University Campus.

TABLE 40.

<b>Jurisdictional level</b>	National
<b>Government Area</b>	Secretary of University Integration and Socio-Community Development in the Inclusion and Older People Development Agency from Rosario National University. PAMI – National Social Services Institute for the Retired and the Pensioned.
<b>Objectives</b>	To promote personal growth, improve quality of life and make equal opportunity acces effective for the development of vocational and cultural values. To encourage capacity and ability acquisition to meet new demands. To recover and value personal and social knowledge. To encourage inter-generational dialogue and to facilitate the integration to the social and community environment.
<b>Target population</b>	Older People belonging to PAMI

Source: our own production based on INSSJP website on Free University Workshops and Courses and Rosario National University (UNR – according to its Spanish acronym) website.

UPAMI Program is an initiative developed by the National Social Services Institute for the Retired and the Pensioned (INSSP-PAMI), together with different universities from all over the country so that their beneficiaries can have access to courses and workshops. It was created in Rosario in 2009 by means of an agreement between Rosario National University and PAMI.

UPAMI is based on older people's need for personal integration (PAMI Free University Courses and Workshops, 2017). Unlike traditional workshops, the program brings the university education facilities to the beneficiaries, encouraging an approach to University and its knowledge, for all people, regardless their formal education level.

It is an extension course program, taught by university professors in the university classrooms, co-financed between PAMI and UNR. UNR provides its facilities and management and administration staff, and PAMI covers the salary of professors.

It is articulated with social and cultural organizations: Señal Santa Fe Program (Ministry of Innovation and Culture of Santa Fe Province), Provincial Geriatric Hospital Radio Station, Russian Cultural Association, A.S. Pushkin Library, Decorative Arts Museum Firma and Odilo Estevéz, Alliance Française, etc.

Source: UPAMI Key Informant enquiry and Online Questionnaire UPAMI-UNR 2017.

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**RIGHT TO  
EDUCATION**

**CULTURAL  
RIGHTS**

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**Coverage 2017:**

- In UNR access **3887** people over the age of 43 to 89 enrolled in 73 courses. 49 % is between the ages of 60 and 69 and 28 % between 70 and 79. 80 % of the enrolled people are women. 38 % of the enrolled people has completed university education, 32 % secondary education and 27 % higher tertiary education. Most of them are married.
- In the Territory Action University center **235** people participated in 7 courses.

Source: our own production based on Enrollment Report 2017 Older People Open University Program.

OA

**Open University Program  
for Older People (PROUAPAM)**

**TABLE 41.**

<b>Jurisdictional level</b>	National
<b>Government Area</b>	Rosario National University
<b>Objectives</b>	<p>General: To link Rosario National University to older population population within its coverage area, by means of an inclusive, permanent and quality cultural and education offer. To promote social and educational transformations encouraging the improvement of the quality of adult life of the mentioned population.</p> <p>Specific: To develop, conceptually and concretely, pedagogical and cultural proposals aiming at the improvement of education and training of Older People. To establish a systematic bond with Older People, that may me reformulated for their benefit, but it should be stable in time. To produce, by means of the Program activities results, supplies for extension and research projects, as well as for the updating of the syllabus of different graduate and postgraduate courses, and policy restructuring in the different management areas.</p>
<b>Target population</b>	Older People in Rosario National University Coverage Area: South of Santa Fe, West of Entre Ríos, North of Buenos Aires and Southeast of Córdoba.

Source: our own production based on Older People Open University Program UNR website.

The program focuses on the population aging program and the need for education policies to be articulated with «State Public Policies» to address different needs. It acknowledges as well that older people have the necessary abilities to continue developing their interests, to learn new contents or to enhance those already acquired. This allows them to continue being independent, being out to date as regards society transformations and to lead more fulfilling lives, widen the social and affective circle and to rediscover their value in contact with other people (UNR – Older People Open University Program PROUAPAM).

The program provides a non-formal education offer for older people. The offer renews each year, providing, other than courses, community excursions, educational and cultural trips, recreational tours, exhibitions (UNR – Older People Open University Program PROUAPAM). PROUAPAM is implemented in two spaces: UNR Annex – Corrientes and Ituzaingó and Territory Action University Center (CUAT – according to its Spanish acronym) (Address Rondeau Street 980).

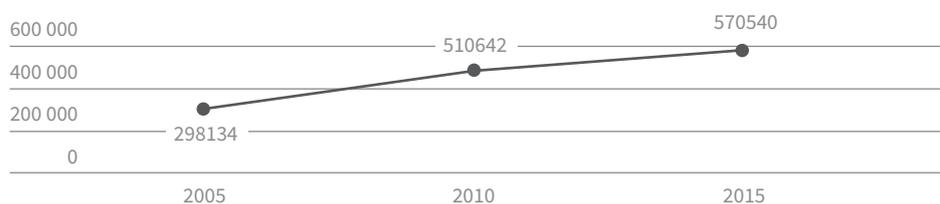
TABLE 42.

<b>Jurisdictional level</b>	National
<b>Government Area</b>	National Social Security Administration (ANSES – according to its Spanish acronym) – Ministry of Work, Employment and Social Security
<b>Objectives</b>	To cover needs related to old age, disability and death.
<b>Target population</b>	Workers working as public servants or in the private sector or independent workers.

Source: our own production based on National Law N° 26425/08 and 24241/93.

In 2008, the National Social Security Integrated System adopted a new form by sanctioning National Law N° 26425 establishing an only social security system called «National Social Security System» (SIPA – according to its Spanish acronym). The National Social Security Integrated System (SIPA) is based on the principles of inter-generational solidarity. It is financed by means of worker's and employer's contributions and: tax resources specially assigned and National Treasury transfers. SIPA is administered by ANSES (Argentine Social Security Agency) Retired people and those receiving pensions benefit from health coverage (PAMI) and other benefits granted by ANSES. Working people having the age requirements for a retirement pension or any other type of pension, but not the necessary years of activity and contributions can voluntarily participate in a regularization scheme through extensions allowing them to complete the missing contribution years, fulfilling some requirements (Law N° 24476/95, Law 26970/14, Law 27260/16 and 25994/04). Besides, Law of Mobility N° 26417/08 (which modifies Law N° 24241/93) established that all benefits granted by the National Social Security Integrated System (SIPA) will be automatically updated twice a year. The calculations are based on an average between: the produced variations on SIPA tax resources (comparing two identical semesters of consecutive years and the general salary index determined by the National Census and Statistics Institute or the average taxable remuneration variation for state workers (RIPTÉ – according to its Spanish acronym). In this way, the aim is that pensions evolve according to salaries at the same time they support the income raise of the Social Security System (ANSES Website, 2017)

**GRAPHIC 10.** Benefit evolution of the National Social Security Integrated System (SIPA), for Santa Fe. Years 2005, 2010 and 2015.



Source: our own production based on ANSES Observatory and Social System Analysis for Argentina and coverage: several data sources and differentials analysis by age, gender and jurisdiction.

#### SIPA Advances (ANSES, s/f):

- The coverage has considerably advanced in the last decade. In 2015, there was a coverage growth which was mainly caused by the implementation of Law N° 26970 social security extension, which considerably extended the deadlines for the regularization of missing contribution periods.
- The benefits granted by those extensions (Law N° 24476 and 25994 since 2005 or Law N° 26970 since 2014) were concentrated on women, mainly the youngest ones and in provinces with less coverage.

#### SIPA Challenges (Latin-American Team for Justice and Gender, 2011):

- No advances were made as regards the unification of the integrated system as historic exclusions were not reverted, such as the armed forces military personnel, members of security forces, and beneficiaries belonging to other provincial systems (such as Santa Fe), local and professional inclusion.
- The current system does not incorporate gender perspective. The increase of female presence as beneficiaries of the social security system seems to be explained almost exclusively by punctual great impact actions such as social security extensions (National Law N° 25994).

## National Historical Reparation Program the Retired and the Pensioned

**TABLE 43.**

<b>Jurisdictional level</b>	National
<b>Government Area</b>	National Social Security Administration (ANSES) – Ministry of Work, Employment and Social Security
<b>Objectives</b>	To implement transactional voluntary agreements allowing to readjust the pensions and cancel social security debts.
<b>Target population</b>	People with started trial and with confirmed sentence, people with started trial with no confirmed sentence, people without started trial.

Source: our own production based on ANSES official website.

This program created by National Law N° 27260/2016 acknowledges the right of retired and pensioned people undergoing a trial against ANSES to update their pensions by acknowledging social security debts. The implementation of voluntary transactional voluntary readjustment agreements between retired or pensioned people and ANSES according to rulings by the National Supreme Court of Justice, the Social Security Courts and Federal Courts. For those who have not started a trial but who have the same right, a pension adjustment is proposed under the same parameters and methodology.

In the normative texts that regulate this Law it is pointed out that the government's aim is to prioritize the most vulnerable population groups, emphasizing specially the situation of the eldest, the ones suffering from diseases and the ones with lower pensions. In the same way, the need of providing an answer to the emergency related to litigiousness in social security matters «which is evident due to the extended period of time in which older people is forced to litigate to have their rights respected» (ANSES Resolution 305/16). The enormous amount of claims promoted by social security beneficiaries to determine their basic pension according to the updates that should have been considered it is the main cause of the massive generation of trials against the State. The litigiousness problem is not only shown by the great amount of trials, but also in the long periods during which they last and in which many situations already solved by jurisprudence are discussed.

The procedures start when the retired or pensioned people, together with their lawyer, accept ANSES Historical Reparation Proposal. After signing and validating it

at court, ANSES updates the pension and pays the backdated amount that may apply to the retired or pensioned person<sup>24</sup>.

Ombudsman Office of Santa Fe Province provides free counseling:

- For procedures before the Federal Court of First and Second Degree N° 1 and 2 of Rosario City, La Rioja Street N° 1974.
- Access to Justice Center on Arijón St N° 257 by means of an agreement with UNR.

Pursuant to Article 28 of National Law the payments could be afforded with the funds of the Sustainability Guarantee Fund from the National Social Security Integrated System.

OA

**RIGHT TO  
SOCIAL SECURITY**

OA

**Universal Non-contributory Pension for Older People  
(PUAM – according to its Spanish acronym)**

**TABLE 44.**

<b>Jurisdictional level</b>	National
<b>Government Area</b>	ANSES from the Ministry of Work, Employment and Social Security.
<b>Objectives</b>	To ensure a monthly income, medical coverage and family benefits to people over 65.
<b>Target population</b>	People over the age of 65 not entitled to a retirement or other type of pension, either contributory or non-contributory and nor receiving the Unemployment Pay established by Law N° 24013.

Source: our own production based on ANSES official website and National Law N° 27260.

Pursuant to Law 27260 of Historical Reparation, the Universal Non-contributory Pension for Older People is also created in 2016. It is a monetary subsidy corresponding to 80 % of the minimal wage, entitled for life by ANSES to people over the age of 65 having no other type of benefit. It gives access to social and health coverage offered by PAMI. Those having access to the pension will also have social coverage through PAMI and will be able to receive the following family subsidies: child, disabled child, spouse, School Annual Assistance and ARGENTA loans. PUAM holders will be able to continue working to reach the required contribution years to be granted afterwards a regular retirement pension (Article 16, National Law N° 27260). Non-contributory old age pension beneficiaries through the National Ministry of Social Development can choose to be Universal Older People Pension beneficiaries.

**24.** If the offer is accepted, the trial ends. Those deciding to decline the pension readjustment offer or not to enter the Program will continue receiving their current pension. If the matter is on trial, once this concludes, ANSES must comply with the sentence.

Social Benefits from the Provincial Older People Policy Agency from the Ministry of Social Development of Santa Fe Province

RIGHT TO SOCIAL SECURITY

TABLE 45.

<b>Jurisdictional level</b>	Provincial
<b>Government Area</b>	Older People Agency, Ministry of Social Development.
<b>Objectives</b>	To provide assistance in case of critical situations related to the violation of rights.
<b>Target population</b>	Older people in critical situations related to the violation of rights.

Source: our own production based on Interview 2017.

RIGHT TO PROPER NUTRITION

RIGHT TO HEALTH

CULTURAL RIGHTS

Older People Policy Agency from the Santa Fe Province Ministry of Social Development has two direct attention centers for older people in the province: South and North areas. The one of the south area operates in Rosario City, in the Agency.

In this context, people suffering concrete social vulnerability situations are supported: financial problems, technical help for different proceedings, abuse, lack of family bonds, etc. The Agency indicates that the aim is to strengthen older people’s bond in their life environment, to keep their autonomy and their decision-making capacity regarding their project of life. These people may be entitled to one or more assistance types (Interview 2017).

According to its statements, the Agency has two social workers that by means of different mechanisms address different demands that are made. Among them, we quote personal subsidy and budget for subsistence needs and necessary goods purchase such as wheelchairs, nebulizers, walking-sticks etc. financial assistance for environment Improvement, scholarships or vacancies in soup kitchens, technical assistance for proceedings, among others.

To provide responses in all Santa Fe territory a care «alternative system» (compared to the provincial state) is encouraged by means of agreements with municipalities and town councils for the care in case of violation of rights and also for recreational programs, with SAMCO (local public hospitals) to guarantee beds and personal assistances, with non-profit organizations, so as to provide food to older people in space promoting inter-generational exchanges, among others.

**OLDER PEOPLE COUNCIL  
OF ROSARIO CITY**  
2007

**PROVINCIAL OLDER  
PEOPLE COUNCIL**  
2012

**OLDER PEOPLE  
FEDERAL COUNCIL**  
1997

• Rosario Older People Council is represented in the provincial council and the provincial council is represented in the national council.

• In practice, this Council also participates in social policy design going beyond older people issues.

Source: Interview, 2017.

Even though the Older People Organization Movement was originated in the beginning of the 20th Century, the creation of the National Institute for the Retired and the Pensioned (PAMI) represented an enormous encouragement for associativism under the activity paradigm. During the 1980s actions promoting the creation of the Pensioned and Retired Community Centers and during the 1990 by means of the Pro-Bienestar Program were encouraged, favoring self-management and active participation from retired people in PAMI's Social Benefits (Roqué, M. and Fassio, A. 2012).

The Federal Older People Council was created under the jurisdiction of the National Ministry of Social Development in 1997 by National Decree 457/95 and it is regulated by Ministry Resolution 113/02. In 2006 its structure and functioning was modified by Ministry Resolution 1216/06 (National Older People Plan 2012–2016). A basic requirement to participate in the Federal Council is the incorporation to the Older People Organization National Registry (RENOAM – according too its Spanish acronym).

The Provincial Older People Council was created in 2012 in Santa Fe Province by means of Decree 3691/12. It aims at building an «aging culture with quality of life» and to «encourage education, economic security, free time, recreation and culture access, healthy environment, solidary and creative participation» (Santa Fe Province Government website, 2017).

**TABLE 46.** Older people council of Rosario City

<b>Jurisdictional level</b>	Municipal
<b>Government Area</b>	Secretary of Social Development.
<b>Objectives</b>	To institutionally canalize older people participation in the generation and assessment of specific policies related to the sector under the scope of the Local Government. To counsel the municipality in those matters.
<b>Target population</b>	Older people organizations.

Source: our own production based on Ordinance 8159/07 of Rosario City Town Council.

In Rosario, the Older People Council was created in 2007 as a consultative body that aims to working with integrality criteria for the development of policies related to older people and promotes existing spaces and programs at a regional and local level. Pursuant Municipal Ordinance 8159/07 it has 9 (nine) ad-honorem members: 2 (two) for the Municipal Council that must meet at least once; 2 (two) for the Executive Department Presided by the Mayor; 3 (three) for the organizations working with older people; 2 (two) academic bodies, research centers, schools, universities, professional associations, institutes, etc. addressing the older age issue in a specific way. Currently the Council is «dissolved» by health problems of some members or by member's difficulties at the moment of having the meetings (Interview, 2017).



Older People  
Agency Cultural Activities



CULTURAL  
RIGHTS

The Older People Municipal Agency carries out a series of non-sporadic cultural activities that are held annually. Due to the massive attendance they have, the continuity in time and their innovation will be introduced hereby for the purpose of illustration:

TABLE 47.

<b>Film Festival: «An Older Look»</b>	It appears in 2006 and from that moment on it is held annually during the month of May. It is introduced as an event providing a cultural inclusion, meetings and reflection environment for older people to improve the quality of life of older people. This activity is also financed by Santa Fe Province Government and sponsored by the National Institute of Films and Audiovisual Arts (INCAA - according to its Spanish acronym) and organized in partnership with the Audiovisual Center. Between 3000 and 4000 people participated in this event last year. The main participants mainly older people participating in other municipal activities for example: Comprehensive Activity Centers for Older People (CAIAM - according to its Spanish acronym)
<b>«Projecting Dreams» Forum</b>	In 2017, for the first time, in the framework of formulation of the 2030 Strategic plan, a debate and reflection session with older people to be able to create an action plan for the city for the year 2030. 400 older people assisting to other municipal spaces.
<b>Older People October</b>	Since 2009, during the month of October, several activities have been carried out in different public spaces of the city to make older people more visible. Among them it is worth mentioning: Older Artist Meetings (different artistic presentations, such as theater, singing and dancing), Older People games, Work for Older People Rights, Rosario Creates 19 (Art Workshop Works from the Art Workshops of the Older People Policy Agency are exhibited). The event is organized by means of a press conference and email to all Retired People Community Center. Most participants already participate in municipal activities at the Comprehensive Activity Centers for Older People (CAIAM) in the Neighborhood Community Centers or other spaces. The activities are carried out throughout the city and admission is free.

Fuente: elaboración propia en base a Entrevista 2017.





## 4.3 Disability



## 4.3 Disability

DI

«To promote, and ensure in equal conditions, the full benefit of all the human rights and fundamental liberties of all disabled people, and promote the respect of their inherent dignity. Disabled people include: people with disabilities are those with long term physical, mental, intellectual or sensorial deficiencies that, when interacting with different barriers, may prevent their full and effective participation in society in equal conditions with the others».

(Article 1, 2006 UN International Convention)

«People with disabilities are those with long term physical, mental, intellectual or sensorial deficiencies that, when interacting with different barriers, may prevent their full and effective participation in society in equal conditions with the others».

(Article 1 National Law N° 26378/2008 and Constitutional Hierarchy National Law N° 2704/2014)

«Respect for inherent human dignity, human autonomy, decision-making freedom and independence, non-discrimination, full and effective participation and inclusion, respect towards difference, acceptance of people with disability as a part of diversity and human condition, equality of opportunities, gender equality and respect towards sexual diversity and capacity evolution for children and adolescents».

(Article 3. 9519/2016 Rosario Municipality)

«Vulnerable people must be empowered. Those groups whose needs are included in this plan include all children, young people, disabled people, of whom 80 % lives in poverty».

(Agenda 2030, 13 objectives related to disabled people)

DI

### OBJECTIVE

«Vulnerable disabled people must be empowered. Those groups whose needs are included in this plan include all children, young people, disabled people, of whom 80 % lives in poverty».

(Agenda 2030, 13 objectives related to disabled people)

Health Included  
Program

TABLE 48.

<b>Jurisdictional level</b>	National
<b>Government Area</b>	Ministry of Health – Medical Benefits National Agency
<b>Objectives</b>	The program's general objective is guaranteeing health benefits access to all non-contributory pension beneficiaries who were granted this by the Ministry of Social Development in all areas of the country, assisting provinces by means of money transfers to cover the following benefits: medicine access, hemodialysis and transplants and devices for rehabilitation and inclusion of disabled people and activity development for prevention in the community scope.
<b>Target population</b>	Target population consists of non-contributory pensions (Law N° 18910: mothers with 7 or more children, disabled people and adults over the age of 70) having no other health coverage. The incorporation of a family member is considered when: <b>a.</b> It is proven that it requires special health care; <b>b.</b> they do not fulfill the necessary requirements of a Non-contributory Pension beneficiary, for their incorporation the approval of the National Ministry of Health is required.

Source: our own production based on Ministry of Health Resolution N° 1862/11.

In November 2011 the guidelines and regulations were approved pursuant to National Ministry of Health Resolution N° 1862/11, which regulates Health Inclusion Federal Program functioning which is a public insurance system that supports the provinces to improve access and the quality of life of health care of people in vulnerability situations. The program aims at non-contributory pension beneficiaries' health care and to grant through the Assistance Benefits National Commission, by means of the jurisdictional government in which they reside. It also guarantees the Bill of Rights and Specific Guarantees for health prevention and promotion of women receiving non-contributory pensions and medicine access, including those of high cost and low incidence conditions. The Ministry of Health establishes a quota for each province, which is translated into a monthly amount for each beneficiary. Each jurisdiction will be responsible of guaranteeing benefit coverage prioritizing the Public Network. In the same manner, the National Government established agreements with Institutions from our province, having permits and categorizations to provide de services, as well as for transportation and schooling expenses for disabled people. The program provides the following benefits: Medical Practices according to the Mandatory Medical Program (PMO – according to its Spanish acronym): scheduled

and emergency visits in office, laboratory and bacteriological tests, diagnostic image, disease prevention and health promotion programs, immunization plans, emergency and scheduled transportation, outpatient specialized diagnostic and treatment practices included in the PMO, schedule and emergency hospitalizations with 100 % coverage of all expenses, including replacements, medicines and disposable materials, comprehensive oncology care, in-home hospitalization, when possible and convenient for the patient's interests, high complexity according to what it was prescribed by their doctor, always in case of diagnosis or treatment practices included in the PMO. As well as 100 % coverage of all physical therapy services, speech service, in-home nursing care, mental health services for acute or chronic diseases, addictions, replacements, orthopedic braces and external assistance elements, optics, hearing aids, infectious disease diagnosis and treatment, geriatric care for totally and partially disabled patients with neither family resources nor financial or for very expensive services or those whose provision implies high complexity for the articulation for its solving and causes the need for a cross-sector coordination within the program, both in provincial jurisdictions and at a local level. The Province has an agreement for the paying of this outside the amount allocated for each beneficiary. As regards services outside the allocated amount (those not included in PMO) they require expense authorization, evaluation and acknowledgment. As regards medicines: 100 % coverage is guaranteed, which means that the benefit is entitled to them for free. (Pursuant to National Law N° 25649 medicines must be authorized by generic drug).

Health Inclusion Program is complemented by the *Deprived Program*:

**TABLE 49.**

<b>Jurisdictional level</b>	Provincial
<b>Government Area</b>	Ministry of Health – Inclusion of People with Disabilities Provincial Program
<b>Objectives</b>	To cover all the benefits established in the basic disability framework for people with no access neither to health coverage nor Health Inclusion (Agreement with CONADIS, the province covers all benefits.) The benefits are: <b>1.</b> Basic Services. <b>2.</b> Specific Services. <b>3.</b> Alternative systems to family groups. <b>4.</b> Complementary benefits: disability related medicines, special food, dental care, proper education care, alternative systems to family groups (nursing homes, residences, etc.), work programs, special transportation in case the patient is unable to use public transportation.
<b>Target population</b>	Disabled people with no social coverage.

Source: our own production based on Ministry of Health Resolution N° 1862/11 and Interview 2016.

This Program is articulated by means of an agreement signed by the National Counseling Commission for Disabled People Integration (CONADIS – according to its Spanish acronym) with each Province and is complemented by means of the Health Inclusion program, considering that the latter covers all benefits included in the Disability Basic Framework (as benefit orientation) for those people having neither social coverage nor the Health Inclusion Program. It is financed by combined funds: from the National Government, CONADIS, Santa Fe Province, Casino funds that are also allocated to the operative budget of the Inclusion Undersecretary to be granted to different programs for the total amount of \$ 14,387,000 ARS in 2017.

**DI**  
**RIGHT TO**  
**SOCIAL SECURITY**

**DI**  
**Personal Subsidies**  
**Program**

**TABLE 50.**

<b>Jurisdictional level</b>	Municipal
<b>Government Area</b>	General Secretariat – Disability Agency
<b>Objectives</b>	To take charge of expenses related to the purchase, repair or rent of orthopedic elements, technical aids (walking sticks, wheelchairs, hearing aids, braille typewriters, etc.) and other supplies and services in which the need is duly verified by the technical teams of municipal hospitals and the Disabled People Inclusion Agency.
<b>Target population</b>	Disabled people not having social coverage.

Source: our own production based on Interview 2017.

The Subsidy Program belongs to the Rosario Municipality Disability Agency, depending on the Public Health Secretary which by means of Decree 1496/2015 changes their institutional dependence of the General Secretariat incorporating by means of this incorporation modification of a cross-cutting approach to address disability. The estimated budget for 2017 for all the Agency, without counting operative expenses is: \$ 9,467,915.06 ARS. The Disability Agency provides an orientation and counseling services; it has a technical assistance program for public policy design, a program of personal subsidies, a subsidy program to non-profit organizations, a spreading program on disability issues, and a Disability observatory, among others. It offers coverage and services scholarships to disabled people not belonging to the national health insurance system or a provincial health insurance, either as a prima-

ry person or a dependent. The benefits consist of: **1.** Transportation Service Coverage; **2.** Scholarships for sport activities; **3.** Work training scholarships; **4.** Therapy scholarships; **5.** Coverage of several benefits as long as those have as objective to improve the quality of life and social participation promotion of disabled people.



Within the scope of the Disability Agency that started in October 2017, the Disability Observatory has as goal to detect discrimination conducts violating human rights of disabled people included in national, provincial and municipal applicable law, both within the Municipal State and in the public and private sector of Rosario City, establishing intervention strategies with other municipal sectors according to the issues to address. It works automatically in case of discrimination reports, it provides support, counseling and assistance to the victim of a discrimination situation, it summons people that may have had discrimination behaviors so that it can end and/or to scheduling conciliation hearings in those situations considered as pertinent, it issues judgments according to the addressed situations and it results in proceedings to the appropriate institutions related to those situations beyond the Observatory scope.



### New Functioning Program Rehabilitation Unit Provincial Network



**RIGHT TO  
SOCIAL SECURITY**

**TABLE 51.**

<b>Jurisdictional level</b>	Provincial
<b>Government Area</b>	Inclusion of People with Disabilities Provincial Program – Ministry of Health
<b>Objectives</b>	To improve the quality of the care services provided to people with disability by means of rehabilitation, therapy and assistance services. To improve the quality of care provided to the disabled person. To reduce complication incidence due to lack of care in comprehensive rehabilitation by mean of subsidy granting

Source: our own production based on Ministerial resolution 2269/16.

In October 2016 by means of Ministry Resolution N° 2269 the Support financial program for hospitals and/or public health institutions functioning under the scope of the Health Ministry for the functioning or updating of Rehabilitation Units, in-

cluding financial support for facility building and repair, supplies for replacements, adaptations and technical aids manufactures for their use within the Unit. To grant a subsidy, projects must be presented including the problem diagnosis current situation description and population needs regarding rehabilitation treatments, attaching the necessary drawings and documentation supporting the land layout. Minimum eligibility criteria are: service geographical distribution according to current province regions, accessibility including target population socioeconomic situation concerning geographical location, transportations and other factors related to quality of offer. In Rosario City one of the most important rehabilitation units is the Polio Fighting and Disabled Rehabilitation Institute (ILAR – according to its Spanish acronym), a municipal public facility. There are also rehabilitation services in each City Hospital. Institutional financing according to resolution is Casino Funds, but there is not specific budget allocated to this program that basically depends on the established budget for all programs from the Inclusion of People with Disabilities Undersecretary.

DI

**RIGHT TO  
SOCIAL SECURITY**

DI

**Economic subsidies from the Social Security System for disabled people**

The social security system includes the programs and public policies aiming at protecting people by providing insurance according to the contingency risks arising from life cycles (old age, disability, disease, accident, death, maternity, unemployment, etc.) and from structural problems such as poverty and inequality. Some of the discussed issues are within the contributory and non-contributory social security system and that is constituted so as to provide certainty and cover people facing the risk of loss of income. (Cetrángolo, 2009)

- Non-contributory pensions:  
They aim at guaranteeing income for people in a situation of need.

**TABLE 52.**

Benefit	Description
Non-contributory pension for disability (National Ministry of Social Development)	Monetary subsidy for people unable to work due to disability (at least 76 % disability) in a situation of social vulnerability.

*(continues in the following page)*

**TABLE 52.** (cont.)

Benefit	Description
State granted lifelong pension for disability caused by military action in the South Atlantic Ocean (National Ministry of Social Development)	Monetary subsidy for Argentinian citizens suffering disability due to the military action in the South Atlantic Operation Theater.
Social Pension Provincial Law 5110 (Ministry of Non-contributory Work, Santa Fe)	Benefit for people who are unable to work in a permanent way so that they cannot obtain the minimal necessary resources for their survival and do not have access to a retirement pension.

- **Contributory Retirement Pensions and Regular Pensions**

(National, Provincial and Municipal):

They are aimed at guaranteeing a source of income allowing covering for well-being needs of beneficiaries and their dependents during their lives, especially when there are risks (old age, disability, death) that make survival difficult or impossible for them or their family groups.

**TABLE 53.**

Benefit	Description
Retirement Pension for Disabled Workers (LN 20475)	Social security benefit for people with physical or mental disability, with a disability percentage higher than 33 % with 20 years of service and over the age of 45 for the salaried worker or 50, for independent workers, provided that they duly proved that during the 10 years prior to retirement or benefit application they worked for the Public Sector.
Disability Retirement Pension (LN 24241)	To have a mental or physical disability of more than 66 %, this percentage is defined by a medical board that will assess the patient. Not being the age or having the necessary contribution years to be granted a regular retirement pension. Fulfilling the condition of «Regular contributor» or «irregular entitled contributor». It is aimed at salaried workers and independent workers.
Early retirement for blindness (LN 2088)	Blind workers can retire at a younger age and with less service years than those required in the regular system. Early retirement is granted at the age of 45 and/or with over 20 years of service in case of congenital blindness or for workers who became blind 5 years before the conditions are fulfilled. Once the previous top amounts and the remaining of the top amounts are fulfilled and are extended for more than two years. This retirement pension is compatible with other benefits.
Disability Retirement Pension Readmitted to activity due to rehabilitation (LP 6915)	Social Security benefits for Santa Fe Province public servants, who are entitled to a disability pension up to the compatibility amount established by the Executive Power, until the moment in which the worker resumes their activity after professional rehabilitation.

(continues in the following page)

**TABLE 53.** *(cont.)*

<b>Benefit</b>	<b>Description</b>
Disability Retirement Pension (Santa Fe Province)	Worker Protection in case of disability or incapacity. The regulations do not required a determined age or service years, but it is establishes that the physical or intellectual disability must be total, that means that working capacity must be of 66 % or more. To be entitled to receive this benefit it is established that disability has to be produced during the work relationship, except in the case established on article 73. Disability Retirement is granted on a temporary basis and its continuity is assessed by means of periodic medical check-ups that may be established. The benefit becomes a permanent status when the beneficiary is 50 or older and has received the benefit for at least 10 years.
Disability Retirement Pension (Municipal Ordinance N° 7919/2005)	Special retirement scheme for disabled people working or starting working in Rosario Municipality. They will be entitled to a regular retirement pension with at least 25 years of service and 50 of age.

- **Family subsidies:**

Money transfers granted to salaried workers, registered independent workers (according to category) and holders of the Law on Work Risks. It is an amount related to family benefits, complementing family income.

**TABLE 54.**

<b>Benefit</b>	<b>Description</b>
Family Subsidy For Disabled Child ANSES (Argentine Social Security Agency)	Universal Child Subsidy for Social Protection consist in a monthly financial retributive aid paid to only one of the parents, tutors, guardians, or consanguinity relative up to the third degree for each child under the age of 18 on their charge or without age limit in case of a disabled person, in both cases, provided that is not employed, emancipated or receiving one of the benefits included in Law N° 24714, their modifying and complementary regulations.
Family Subsidy for Disabled Child (Santa Fe Province)	Monthly payment made once a month to provincial public servants.
Family Subsidy for Disabled Child (Rosario Municipality)	Monthly payment made once a month to provincial public servants, calculating a 2 % percentage of the basic salary of each public servant.
School Subsidy for Disabled Child (LN 24714)	Annual payment by ANSES for schooling or rehabilitation of the disabled child.

*(continues in the following page)*

**TABLE 54.** (cont.)

Benefit	Description
Disabled Child School Subsidy (Santa Fe Province Law N° 9290/83)	All the public servants and higher authorities of the Province Public Administration, no matter their staff situation, have the benefit of double school benefit.
School Subsidy Scheme (Rosario Municipality)	The benefit is aimed to public servants and municipal public administration having disabled children, entitled to a double benefit.

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Home Family Program

**TABLE 55.**

Jurisdictional level	Provincial
Government Area	Inclusion of People with Disabilities Provincial Program – Ministry of Health

In July 2014, Home Family Program (Decree 823/14) was created that even though in the beginning was conceived basing on the right of disabled people to be included and to be part of society avoiding institutionalization. Today it is centered in the right of children and adolescent’s right to a life in family avoiding their institutionalization. The program is aimed at disabled children and adolescents that for different reasons do not live in their family home, providing the possibility of a new opportunity so as to strengthen their development within the framework of a bond network in the community in which they belong, emphasizing the right of children to family life. The Program provides technical and economic assistance to families for school inclusion for children and adolescents and health system access. In the same way professional technical assistance from the disability agency to support families for the school inclusion of children to facilitate health system access and everything that may be needed so that children and adolescents can have a good quality of life. This program is articulated with The Childhood Undersecretary within the framework of the Solidary Family Program –Ministry of Social Development and RUAGA (Spanish

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RIGHT TO HOUSING AND SERVICES

RIGHT TO FAMILY

DI

- Each family to host up to two disabled children or adolescents.
- Currently there are **20** disabled children and young people hosted in **18** families.
- The amount of the subsidy by child is of \$ 13.000 ARS.

acronym) Only Register of Preadoption Guardian Applicants Ministry of Justice and Human Rights), considering that in the case of a family participating in the Solidary Family program hosts a disabled child, the support of this Home Family Program with its financial and follow-up team. The same is valid for a family that adopts a disabled child or adolescent.



**RIGHT TO  
HOUSING AND SERVICES**



**Housing Access Digital Provincial Register.  
Disability Quota**

**TABLE 56.**

<b>Jurisdictional level</b>	Provincial
<b>Government Area</b>	Secretary of Habitat – Housing and Urban Planning Provincial Program
<b>Objectives</b>	To guarantee a 5 % quota in provincial records for disabled people to access housing.

Source: our own production based on National Law n° 24464/95

A 5 % quota is established for family groups that have a member with motor disability, and another 5 % for those suffering some other disability, in all housing plans by the Province State. In both cases, the condition must be proved with the Single Disability Certificate, issued by the Ministry of Health of Santa Fe Province through their Assessment Boards dependent on the Sub-Secretary of Inclusion for People with Disabilities. Register is available online and can be done by any citizen, over 18 years old, living or working in Santa Fe Province for a period of at least 2 years.

## Provincial Network of Plant Nurseries

## RIGHT TO WORK

TABLE 57.

<b>Jurisdictional level</b>	Provincial
<b>Government Area</b>	Inclusion of People with Disabilities Provincial Program – Ministry of Health
<b>Coverage</b>	Support and job training for people in situations of vulnerability. In particular, adults with mild intellectual disability and/or psychiatric disorders.

Source: our own production based on Res 269/14.

It is a device of support and job training for citizens in situations of vulnerability. It is particularly meant for adults with mild intellectual disability and/or psychiatric disorders, with an interest in gardening, afforestation, orchards and landscaping. The Provincial Network of Plant Nurseries is a device of support and job training that works in collaboration with municipalities and communes, through an agreement that establishes terms and conditions. Through these agreements, the Province contributes the first necessary materials and the members' training. This task is carried out by an agronomist. They work as institutions whose intent is to provide an answer for people in situations of social vulnerability. It is particularly meant for adults with mild intellectual disability and/or subjective complaints, with an interest in learning gardening and afforestation techniques. Plant nurseries are chosen as implementation areas for the device, because they are environments where life flourishes and people can nurture their knowledge in connection with others, with nature, ecology and even aesthetics, as they produce flowers. In this environment, a special emphasis is placed in building links, strengthening human connections, the right to work is reinforced, and there are empowerment processes in play for disabled young people and adults, as they become active subjects within society. The group's organization capacity is promoted, enforcing the value of words, decision-making and entitlement to rights and freedoms, aligned with the principles of the Convention on the Rights of Persons with Disabilities. The winnings gathered by the plant nurseries are distributed cooperatively among the participants, who also receive a municipal scholarship and the workshop subsidy Protected by the Nation (Law N° 24.147). These benefits are not incompatible with the national pension. The creation of these devices is boosted by a Network currently made up of 28 working plant nurseries and other 10 in the works throughout the province. As the existing plant nurseries

In Rosario City there is an inclusive plant nursery located in Lamadrid street Number 250 Bis.

are strengthened, new ones start to work. In each one of them, the right to work is enforced. There is dignity in labor and in laboring with others, and it has an economic value that in turn becomes a public value, with a great social impact. As of now, plant nurseries have increased their production and also develop their own packaging, plant pots, etc. There is a regular market stall for the plant nurseries' production at the intersection of Peatonal Córdoba and Peatonal San Martín, in Rosario. Plant nurseries also participate in trade fairs organized by the Municipality.

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**RIGHT TO WORK**

DI

**Gardening School**  
«Prof. Juan Aníbal Domínguez»

TABLE 58.

<b>Jurisdictional level</b>	Municipal
<b>Government Area</b>	Dirección General de Parques y Paseos – Secretaría de Ambiente y Espacio Público – Subsecretaría de Ambiente
<b>Objectives</b>	It provides practical and theoretical training in gardening and landscaping, by means of a technical course which enables graduates to work in both official and private institutions, specific workshops for the disabled young and courses open to the community.

Source: our own production based on Municipal Decree 3598/84.

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**34** out of the **40** graduates in 2016 were able to start working on public green areas maintenance in the city, while the remaining **6** take part in the project and have completed a cycle by obtaining their gardening degree.

The gardening school is located at Moreno Street 2450 in Rosario City. There, a 3-year Gardening course is taught, with a quota of 20 new students a year, who enter in order of merit. Young graduates later become members of the Rosario Municipality staff, at the Green Spaces. To enter the course it is necessary to be at least 16 years old, and to have passed second year in high school and an entrance exam. Gardening School also provides workshops for the disabled young aged between 15 and 25, and for the public at large.

## Labor Quota for the disabled in the State National

**TABLE 59.**

<b>Jurisdictional level</b>	National – Provincial
<b>Government Area</b>	All.

Source: our own production based on National law 22431 and decree 1226/15.

Work inclusion for people with disabilities means that the State National, its autonomous agencies, non-state public entities, state companies and private public services concessionaires are required to employ people with disabilities who are suitable for the position, in a proportion of no less than 4 % of the total workforce. They are also required to open specific job vacancies to be filled exclusively by the disabled. Social vulnerability stemming from a social context unfit for the disabled triggered the need to create a state labor quota for people with disabilities, according to their skills and faculties. In Santa Fe Province in 2015, Decree 1226 established a selection process for people with disabilities to enter Provincial Public Administration, at the behest of the Sub-Secretary of Inclusion, dependent on the Ministry of Health. New staff members were chosen for the following areas: infeed table, telephone attention and ordinance, creating a hierarchy organized by merit, which is currently in force.

Financial subsidy for transport  
for disabled municipal employees

TABLE 60.

<b>Jurisdictional level</b>	Municipal
<b>Government Area</b>	General Secretariat.
<b>Objectives</b>	Municipal agents with visual and motor disabilities should be able to travel using alternative means of transport, counting on a financial subsidy.

Source: our own production based on Decree 5819/94.

Rosario Municipality grants a financial subsidy equivalent to the average monthly cost of 44 taxi rides (minimum fare plus 31 trips), on account of transport costs, for municipal agents (permanent and non-permanent staff) with visual and motor disabilities preventing them from using conventional means of transport, in order to facilitate their traveling through alternative means of transport. A special record is created, where municipal employees with visual or motor disabilities should register and, in order to receive the subsidy, they should present a certificate prepared with this purpose by the medical board authorized by the Executive Department. In the case of motor disabilities, prior to the medical board's assessment, an intervention by the Institute of Campaign Against Polio in Rosario (ILAR- according to its Spanish acronym) is also necessary.

## Accessibility Area for the disabled Rosario National University

TABLE 61.

<b>Jurisdictional level</b>	National
<b>Government Area</b>	Rosario National University – Secretary of Extension
<b>Objectives</b>	Integrate and include people with disabilities within the public university environment and within society as a whole. To guarantee an inclusive education, favoring accessibility in university.

Source: our own production based on the website Secretary of Extension and interview (2017).

Higher Education Law 25573 establishes that the State should guarantee «accessibility to the physical media, interpretation services and suitable and sufficient technical support for people with disabilities». In this framework, Rosario National University has worked along with Student Well–Being Agency to create an Accessibility Area for the disabled, with the intent of enforcing inclusive education and favoring accessibility in university through reasonable adjustments, methodological adaptations and promotion of positive measures. The main actions consist in promoting access and support to guarantee entry and permanence in higher education, creating awareness within the community as to the disabled’s needs, and fulfilling university regulation and normative regarding the rights of people with disabilities. The Accessibility Area is developed through the actions detailed below:

- The *University Commission on Disability* is created in 2008. It is coordinated by the Area and made up of representatives from the twelve UNR colleges, the three middle schools that depend on the University, and the University Secretariats: Student Well–Being Agency Teachers, university staff and community advisors also participate in the Commission.
- The *Academic Accessibility Project* is a device designed to strengthen institutional capacities to deal with disabled students and contribute to guarantee the right to equality and access to higher education. As part of the Project in 2016, the *Document: Guidelines for university community* was presented, and it meant a significant step forward in terms of acknowledging the diversity and heterogeneity of the disabled. The document is organized according to specific approaches

for different types of disability, including strategies for academic support, daily communication and accessibility to documents and materials. It is available in digital format, mp3 audio, standard text and Braille text.

- The *Course Disability and Human Rights in Rosario National University* is an elective subject that began to be taught in 2016 in the Architecture, Planning and Design College, and which fulfills the goal of fostering the debate on inclusion of the disabled within the social and academic agenda. In 2017 the subject was taught in the Biochemistry and Pharmacy College, with the goal of creating an educational space based on integration and inclusion. In 2016 the course was awarded the Global Prize of Science 2016 Edition within the category excellency in practices given by the Comité Mundial de Académicos Universitarios COMAU, housing at University of Pedagogical Science «Enrique José Varona», in La Habana, Cuba
- *Production of Accessible Study Materials* as part of the university volunteering program «Right to Education»: study materials for accessible reading were created, and charged in the UNR accessible repository, with the intent of providing students with visual disability with study materials. In order to develop the project, there were two training meetings focused on Producing accessible materials and Accessibility and universal design, building an accessible repository.
- *Scholarships*: according to the 2017 Regulation, scholarships granted by the University through the Secretariat of Students Relations have the goal of promoting student access and permanence, when their social and economic situation would prevent them from pursuing a higher education. The benefit is received between May the 1st and December the 20th every year. Among different types of benefits (transport, studies, research and financial), blind students are given portable computers equipped with specific software and hardware.

TABLE 62.

<b>Jurisdictional level</b>	Provincial
<b>Government Area</b>	Provincial Direction of Special Education , of Inicial Education, of Primary Education, of Secondary Education, of Adult Education, of Physical Education and Technical Education corresponding to the Secretary of Education and the Provincial Service of Private Teaching – Ministry of Education
<b>Objectives</b>	Promoting and guaranteeing school integration of disabled children, adolescents and young people

Source: our own production based on Provincial Decree 2703/10.

The Inter-institutional Integration Project establishes guidelines for organization and articulation as regards Disabled Children, Adolescents and Young People. Through this regulation, the so-called «radial degrees» are overridden, and new institutional and technical set-ups are determined as needed to guide the most suitable school career for disabled students, temporary or permanent, in all schooling levels, while also providing guidelines to rule assessment processes and school certifications. It is a singular education project focused on school integration, carried out with each disabled child or adolescent, with the intent of guaranteeing the right to education for disabled children, adolescents and young people.

The normative states how school integration should be achieved, defining the roles of educative actors and family members, and the relation between the integration project and personal and institutional conditions, while adding an assessment and training space of an inter-institutional nature, through the Boards of School Integration. The project does not have its own budget, instead, it is carried out with human resources and budget belonging to the agencies involved as described.

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**CULTURAL  
RIGHTS**

DI

**Diverse Universes  
Film series**

**TABLE 63.**

<b>Jurisdictional level</b>	Provincial
<b>Government Area</b>	Ministry of Innovation and Culture – Señal Santa Fe – Inclusion for People with Disabilities Undersecretary
<b>Objectives</b>	Raise public awareness as regards disability

Source: our own production based on information taken from the website <https://www.youtube.com/Señal Santa Fe>.

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**Short films  
are stored in  
the YouTube channel  
«Señal Santa Fe»**

- *Westerncito*
- *Superhéroe*
- *Romeo y Julieta*
- *Todo bien Má!*
- *Tiempo a favor*
- *Siga el Baile*

The film series has the goal of raising public awareness as regards the situation of the disabled, through the production of short films starring people with different disabilities, where the value of participation and social and emotional bonds in daily life situations are highlighted as key tools for integration and coexistence. The project starts with a film series shown in El Cairo cinema in Rosario City, in December 2016, later taken to channel R5 of Santa Fe Province for wider broadcast. The film series is made up of six microfictions starring people with different disabilities, where the value of participation and social and emotional bonds in daily life situations are highlighted as key tools for integration and coexistence. In each of the stories, the characters experienced situations where their differences had a relevance to the plot. The stories played out enforcing the idea of Diverse Universes: changing the narrative to make inclusion possible.

Accessibility plan. Municipal Program of urban, building, communications and transport accessibility

RIGHT TO HOUSING  
AND SERVICES

TABLE 64.

<b>Jurisdictional level</b>	Municipal
<b>Government Area</b>	All.
<b>Objectives</b>	integrate and include people with disabilities in the city.

Source: our own production based on Decrees 6875/99 and 7840/05.

RIGHT TO  
EDUCATION

CULTURAL  
RIGHTS

In the document «Guidelines and requirements for an architectural project of inclusion» created by the Accessibility Team of the General Agency of Private Works of Rosario City in 2005, it is stated that «an accessible city is that which exists but remains unnoticed by most people, except for those with reduced mobility». Taking into account accessibility in urban planning means removing barriers and thinking in terms of autonomy and personal empowerment, so as to provide equal opportunities and inclusion for all citizens. These barriers may be environmental factors limiting a person's behavior and creating an experience of disability (INADI, 2012). In Rosario City, the Municipal Program of Accessibility has been increasing its interventions since 2005 and currently consists of the following components: **1.** Urban and building accessibility: public areas (parking lots, gas stations, hotels, clubs, bars); public and private buildings (doorways, accesses, ramps, circulation, etc.); housing projects meant for family use, assigned by public or private bidding (quotas); **2.** Inclusive attention and inclusive information in public offices: Good practices protocol regarding treatment and attention of people with disabilities. Environmental information and informative contents. **3.** Record and job orientation for people with disabilities, in charge of the General Employment Agency of Rosario Municipality, where training programs, job orientation workshops and job banks are offered. **4.** Mobility and public transport, where services for users with reduced mobility or wheelchairs are implemented through the use of adapted units with a low floor and a ramp. Units are provided with low bus buttons, placed at a height of 90 cm, special seats for people with reduced mobility and inertia–reel seat belts. Inclusive information for visually impaired users, with an audio system and an id number written down in Braille and located in the handrails. The system My Bike, Your Bike provides the public with tandem bicycles, one per station, and it's the first inclusive system, enabling visually impaired people to use them with an escort.

Accessible reading services  
in public libraries

TABLE 65.

<b>Jurisdictional level</b>	Municipal
<b>Government Area</b>	Education Secretary
<b>Objectives</b>	Enable access to literature for people who are not capable of reading in an independent and continuous way.

Source: our own production based on information taken from the website [www.rosario.gov.ar](http://www.rosario.gov.ar).

Foster and promote access to culture for all people, affirming respect for human rights, fundamental freedoms and diversity; increase access levels for the population, as regards information and communications technology. The program began during the 1990s, thanks to the support of private readers and volunteers who gathered in Biblioteca Argentina. This service is meant for people with total vision loss (blindness), partial visual impairment or other conditions, permanent or temporary. They are provided with audio materials, audiobooks or texts read with a synthesized voice output or a human voice output. Printed materials, using Braille paper or polyester stickers for lettering in signs, panels, etc. Digital texts and documents. Reading volunteers. Computers equipped with reading software, to be used within the library. Wi-Fi connection in the library, to allow users to work with their personal portable computers within the facilities of the Service of Accessible Reading. Services provided for third parties, public or private organizations that need to offer information in accessible formats. This service is currently available in Biblioteca Argentina (Presidente Roca Street, Number 731) and in Biblioteca Estrada (Servando Bayo Street, Number 799) in Rosario City.

## Menus in Braille

## CULTURAL RIGHTS

TABLE 66.

<b>Jurisdictional level</b>	Municipal
<b>Government Area</b>	Government Secretary.
<b>Objectives</b>	Enable accessibility for the visually impaired.

Source: our own production based on Decree 812/06.

It states that it is mandatory to offer menus in restaurants, bars, cafés and the like, a version with Braille typography and another in large print. The decree states that these versions of the menus should be updated, containing descriptions of the dishes, drinks and prices, and at least two units should be available in each commercial premise. Biblioteca Argentina, through its accessible reading services in public libraries, provides the service of typing menus in Braille for free.

## Sports Program Adapted Amateur Sport

## RIGHT TO EDUCATION

TABLE 67.

<b>Jurisdictional level</b>	Municipal
<b>Government Area</b>	Social Development Secretary – Recreation and Sports Undersecretary
<b>Objectives</b>	Promote adapted sport as a human right, an expression of equality, equal opportunities and quality of life for people with disabilities.

Source: our own production based on Decree 9466/15.

## CULTURAL RIGHT

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• In Rosario City there are more than 350 registered athletes, and the disciplines with most participants are wheelchair basketball, swimming and athletics.

• Four athletes from Rosario and three others representing the Adapted Sports Rosario Association (ARDAD), participated in the Paralympic Games Rio 2016.

The Program has the intent of promoting sports practice as a basic right for all citizens. It contributes with supporting sport, by backing athletes and trainers and guiding them to suitable associations and federations. It provides administrative devices to achieve leadership and sporting growth. It provides logistical support for national and international events organized by the institutions gathered in the Adapted Sports Rosario Association (ARDAD – according to its Spanish acronym). It creates spaces for training and further education, meant for Physical Education students and graduates, trainers and suitable candidates. It promotes, along with the Arad, supporting and backing accomplished athletes. It includes a yearly calendar detailing national and international adapted sport competitions. It intends to position the city at regional, national and international levels by means of organizing great sports events. It promotes the participation of athletes from Rosario in national and international competitions. It fosters inclusion of disabled athletes and adapted sports within municipal programs.

DI

**RIGHT TO HOUSING AND SERVICES**

**RIGHT TO EDUCATION**

**CULTURAL RIGHTS**

DI

**Accesible Tourism Program**

TABLE 68.

<b>Jurisdictional level</b>	National
<b>Government Area</b>	Ministry of Tourism and National Service of Rehabilitation.
<b>Objectives</b>	Promote full inclusion of people with disabilities in the field of tourism.

Source: our own production based on National law 25643.

In order to achieve its objective, the program sets out to guide, advise and train providers of touristic services and accommodation across the country, to prepare them to acquire a distinction from the Ministry of Tourism and an award by the National Service of Rehabilitation, and thus create a reliable record of accessible accommodation and services. This is a joint initiative of the National Service of Rehabilitation and the National Ministry of Tourism. After signing a cooperation agreement, they have furthered many specific actions in order to ensure people with disabilities accessing touristic accommodation with suitable quality standards, taking into account comfort, well-being, security and accessibility. Rosario Tourism Secretary, via the Rosario Tourism Board, maintains a website called Rosario Accessible Tourism, which gathers information on accessible tourist attractions, services and routes. On the website, there is a list of different tourist attractions, visits and activities, organized by levels of accessibility. Its objective is to facilitate access to touristic information while sharing accessibility levels as regards services and tourist attractions. Even though it was designed for the visually impaired, it can also be used by any tourist or city resident. It was designed and funded by the Social Actors Demand Advising Program (PROCODAS) of the National Ministry of Science, Technology and Productive Innovation (Ministry of Science and Technology), and developed by a team of technicians from Rosario Tourism Secretary and the Rosario Tourism Board (ETUR – according to its Spanish acronym), along with teachers and researchers from Rosario National University (UNR) and Interamerican Open University (UAI). It was advised by NGOs and experts on the disability issue. Santa Fe Province, along with the Ministry of Health (Undersecretary of Inclusion of People with Disability), the Ministry of Innovation and Culture and the Ministry of Social Development, are currently developing the project «Promotion Program of Accessible Tourism and Culture», which will have the goal of removing physical and communicational barriers in Santa Fe heritage sites, in order to share our history, art and culture, while guaranteeing equal opportunities to access provincial museums, cultural halls, play areas and tourist centers and itineraries, as a part of an action plan of inclusive public policies.





## 4.4 Gender Violence



## 4.4 Gender Violence

G-V

«The concept of violence against women includes any action or conduct, based on her gender, that causes death, physical, sexual or psychological damage or suffering to women, both in the public sphere as in the private».

(Art. 1, Belém do Pará Convention, 1994)

«Violence against women includes physical, sexual and psychological violence **a.** occurring within the family, domestic unit or any interpersonal relationship (...); **b.** occurring within the community (...); **c.** perpetrated by the State or its agents, wherever it occurs».

(Art. 2, Belém do Pará Convention, 1994)

«Eliminate all forms of violence against all women and girls in the public and private spheres, including trafficking and sexual and other types of exploitation».

(Goal 5.2, Agenda 2030).

«Eliminate all harmful practices, such as child, early and forced marriage and female genital mutilation».

(Goal 5.3, Agenda 2030)

«The concept of violence against women includes any action, omission or conduct, that directly or indirectly, whether in public or in private, based on an unequal power dynamic, affects her life, freedom, dignity, physical, psychological, sexual, economic or patrimonial integrity, and her personal safety. This includes actions perpetrated by the State or its agents. This law considers indirect violence every discriminatory action, omission, conduct, criterion or practice that places women in disadvantage as regards men».

(Art. 4, National Law 26.485/09)

G-V

### OBJECTIVES

«Achieve gender equality and empower all women and girls».

(Goal 5, Agenda 2030)

«Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels».

(Goal 16, Agenda 2030)

G-V

### National Action Plan for Prevention, Assistance and Eradication of violence against Women (2017–2019)

The National Action Plan was created in 2017 by the Women National Board, which today goes by the name National Women Institute (INAM – according to its Spanish acronym) (Decree 698/17, September the 5th)

Temporarily, the plan has a period (2017–2019) that involves a midterm assessment, with the intent of analyzing the results of the implemented measurements and actions and to design the following National Action Plan accordingly.

Source: National Women Institute, 2017.

TABLE 69.

<b>Jurisdictional level</b>	National
<b>Government Area</b>	National Women Institute <sup>25</sup> , under jurisdiction of the National Social Development Ministry.
<b>Objectives</b>	Implementing public policies with a gender perspective to prevent, assist and eradicate gender violence, according to the provisions of Law 26485 of Integral Protection for Women.
<b>Target population</b>	Women and girls victims of violence.

Source: our own production based on information from the National Action Plan for Prevention, Assistance and Eradication of violence against Women (2017–2019)

The task of the INAM, governing body on gender equality policies, is to create, implement and assess a National Action Plan for Prevention, Assistance and Eradication of Violence against Women. In 2016, the total number of the INAM's staff was around 200 people (including telephone hotline 144). The budget for the period 2017–2019 is estimated in \$ 750,000,000 ARS, and the source of the funding is the national budget. National Law 26.485/09, also known as Law of Integral Protection, has the goal of preventing, punishing and eradicating violence against women in all the spaces where they develop interpersonal relationships. This National Law and the National Action Plan are institutional devices that receive and operationalize international and regional regulations as regards human rights, in particular the Belem Do Pará Convention, so as to protect and guarantee the right to lead a life free of violence. The problem that the Plan is meant to address is the existence of a violence continuum: there are many mechanisms of oppression and subordination exerted by men over women, out of which femicide, the most extreme form of violence, where a woman is killed by a man on account of her gender, is just the tip of the iceberg. The plan's goal is to implement public policies with a gender perspective to prevent, assist and eradicate gender violence, according to the provisions of the aforementioned law.

There are a strategic planning and a logical framework. Their key components are two main lines of approach (Prevention and Assistance) and three transversal lines (training in gender perspective; institutional strengthening; monitoring and assessment). These components are implemented through 63 measurements and 137 actions. In the table below we can see a brief description of the provincial (Santa Fe Province) and municipal (Municipality of Rosario) government actions already carried out or underway, within the plan's framework. The expected completion time for the actions determined by measurements 51 and 54 was between June 2017 and December 2018; as regards measurement 45, from January 2017 to December 2019.

25. The governing body on gender equality policies was the National Women Board until September 6, 2017, when it began to be known as National Women Institute (INAM), by Necessity and Urgency Decree 698/2017. The INAM became politically hierarchized and a decentralized entity. It is autonomous as regards decision-making and budget management. It shares jurisdiction with the Ministry of Social Development, and its territory scope and hierarchy with the Secretary of State (National Women Board, press dossier available online 23-09-2017 <http://www.cnm.gob.ar/recursos/DossierDePrensaINAM.pdf>).

**TABLE 70.** Activities to enhance institutional strengthening and training programs in Santa Fe Province and Municipality of Rosario

Lines of approach Transversal lines	Prevention	Integral Assistance
Training		<p><b>Measurement 45.</b> Training workers of the public administration on gender perspective.</p> <ul style="list-style-type: none"> <li>• Municipal government of Rosario</li> </ul>
Institution strengthening		<p><b>Measurement 51.</b> Strengthening institutional stances on gender throughout the country.</p> <p>Actions:</p> <ul style="list-style-type: none"> <li>• Undersecretary of Gender Policies of Santa Fe Province, provincial project of institutional strengthening presented by INAM (underway)</li> <li>• Office of Integral Assistance in Gender Violence, Municipality of Rosario, work meeting regarding technical support.</li> </ul> <p>Description of the set of devices and resources available when assisting gender violence cases</p> <hr/> <p><b>Measure 54.</b> Guaranteeing full involvement of civil society organizations.</p> <p>Actions:</p> <ul style="list-style-type: none"> <li>• Work meeting with the Federal Advisor (Gabriela Sosa) and the Team of the Undersecretary of Gender Policies of Santa Fe Province, to analyze different approaches in the municipalities and the province, as regards institutional strengthening</li> </ul>

Source: our own production based on information from the National Action Plan for Prevention, Assistance and Eradication of Violence against Women 2017-2019; Interviews to key civil servants from the province and the municipalities, 2017; key informants, 2017.

In 2016 INAM counted on a budget of \$ 16.270.250 ARS, and by 01/12/2016 \$ 14.098.295 ARS had been executed<sup>26</sup>. In 2017, according to information gathered by ELA that year, it was a total of \$ 163.500.000 ARS (an amount resulting from adding the budget of Program 17, Developing and implementation of Women Public Policies, plus the budget of the National Action Plan against Violence)<sup>27</sup>.

Source: Management Report 2016, by the National Women Board and the Latin American Team for Justice and Gender (ELA – according to its Spanish acronym), press statements from 2017.

**26.** It's worth pointing out that said budget does not consider staff costs 1) since said costs are managed by the National Board of Public Policy Coordination. (Management Report 2016, by the National Women Board, available online 05/10/2017, <http://www.cnm.gob.ar/recursos/Informe-Gestion2016CNM.pdf>.)

**27.** The draft budget presented by the National Executive Branch for 2018 sets an amount of \$ 161,548,292

ARS. According to ELA, this fact is worrying: first, because it means there was a budget reduction of at least 2 million compared to 2017; and second, because taking into account inflation rates —of 17 % in 2018— the governing body on gender equality policies will sustain a budget reduction of 17 %, and third, this shortfall doesn't make sense and contradicts the political commitment undertaken in September 2017 (Decree

698/17), as regards providing the governing body on gender equality policies with a higher institutional hierarchy and financial independence (ELA, 2017, Letter presented to the National Chamber of Deputies by a group of feminist activists, members of the project «Closing the gap: articulation of government and non-government actors to improve public policies of violence» on 4/10/2017, available in ELA website)

It's worth mentioning that the Program for Strengthening institutional stances on gender throughout the country (Measurement 51 of the Plan) has the goal of enabling development of public policies on gender, promoting equality between men and women in all areas of society. The Women Provincial Areas (AMP – according to its Spanish acronym), the Women Municipality Areas (AMM) and the organizations of civil society are the main recipients of the Program. This Program was implemented for the first time in 2009 (Resolution N° 6/2009), by a previous administration of the National Women Board. In Rosario, it is also implemented for the first time in 2009. Below, we describe the National Action Plan.

As to financial commitments, the National Women Institute officially announces that its budget has been increased from 2016 to 2017, and approved by Congress through a National Law. Nevertheless, many feminist organizations (Latin American Team for Justice and Gender – ELA; FEIM<sup>28</sup>) publicly denounce irregularities and challenge the budget increase. Furthermore, the budget assigned for the National Action Plan is stated in the Plan itself and appears in the text of the Law with an explicit budget allocation, unlike other plans.

28. Latin American Team for Justice and Gender (ELA), available online 26/09/2017 <http://www.ela.org.ar/a2/index.cfm?fuseaction=MUES-TRA&codcontenido=2863&plcontampl=12&aplicacion=app187&cnl=4&opc=50>; Women Investigation and Study Foundation (FEIM – according to its Spanish acronym), available online 26/09/2017 <http://feim.org.ar/tag/presupuesto/>.

**G-V** In Santa Fe Province in 2017, INAM approved: 2 projects for People's Schools on Gender Training, one for Santa Fe City and another one for Rosario City; plus 2 projects of Institution strengthening, one for the Municipality of Esperanza, Las Colonias Department through the Municipal Gender Policies Area, and another one for Rosario City, with the Women Civil Association.

Source: INAM 2017, press statements.

**G-V** Program of Institution Strengthening for Women Areas (provincial and municipal) and civil society organizations (implemented since 2009) following the National Action Plan 2017–2019

TABLE 71.

<b>Jurisdictional level</b>	National
<b>Government Area</b>	National Women Institute (INAM), under jurisdiction of the National Social Development Ministry.
<b>Objectives</b>	<p>General: Enabling development of public policies on gender, promoting equality between men and women in all areas of society.</p> <p>Specific objectives: Strengthening social management capacities for Women Areas (Provincial and Municipal) and civil society organizations; strengthening inter-institutional articulation in order to create awareness as regards gender perspective in the public agenda; sharing information on women's rights and the available resources to realize and defend them.</p>

Source: our own production based on interviews to municipal civil servants, and the National Action Plan 2017–2019.

The National Women Institute (INAM), previously known as the National Women Board, has the goal of promoting a social and cultural transformation based on full equal participation of women in the social, political, economical and cultural life of the country. This is the main challenge for its administration. Within this framework, as a governing body, it enforces public policies with a gender perspective, contributing to overcome different forms of discrimination against women and creating suitable social conditions for the effective realization of their rights. Thus, in 2009 (Resolution N° 6 of the National Women Board) this Program is created, and in 2017 it continues these actions as they become integrated to the National Action Plan, logical framework, Measurement 51. The components of the program are: **I.** fittings and equipment; **II.** training, awareness and technical assistance. As regards the budget, it is established that the costs stated for the Component I will not amount to more than 30 % of the total destined to the Women Provincial Areas or the civil society organizations, and 40 % as regards Women Municipal Areas. These ideas follow the strategic guidelines suggested by the National Institute: **1.** Women and Work; **2.** Gender Violence; **3.** Human rights and women citizenship and **4.** Communication and strategical awareness to forward Women Rights. As regards the budget of Santa Fe Province, the total amount of costs was \$ 249.770, 40 ARS, and we do not have sufficient information concerning each Municipality in particular.

G-V

As regards the activities scheduled for each component (reception, assessment and project management), in 2017, **65** initiatives submitted by municipal and provincial institutions and civil society organizations are being assessed. Currently, this Program is in effect in Rosario City.

Source: National Women Institute, official website, 2017.

G-V

### Telephone Hotline 145: Human trafficking and exploitation

TABLE 72.

<b>Jurisdictional level</b>	National
<b>Government Area</b>	Ministry of Justice and Human Rights
<b>Objectives</b>	Receive complaints or allegations about human trafficking and exploitation from anywhere in the country.
<b>Target population</b>	Women, girls and boys, men, transgender people, belonging to different ethnic groups.

Source: our own work based on National Law 26.364/08; the official website of the Government of Santa Fe Province, and interviews to provincial civil servants, 2017

Rosario is second nationwide as regards the number of victims of human trafficking. First is Mar del Plata (69 %); Rosario has the 28 % and most of the victims (99 %) are women.

Source: Report 2015, General Procuracy of Human trafficking and exploitation, Office of the Public Prosecutor.

In 2008 a new policy was created (National Law 26.364/08), providing a free telephone hotline service, line 145, valid throughout the national territory. The hotline 145 is available permanently, 365 days a year and 24 hours a day. The service is also provided with a synchronized system to receive complaints on cases of human trafficking and exploitation. Its purpose is to guarantee the human right to lead a life free of violence, since human trafficking and exploitation (sexual, labor, etc.) are manifestations of this problem, related to organized crime and involving deception, recruitment, transport and exploitation of people, with the intent of abusing them sexually, forcing them to engage in forced labor or any other practice linked to slavery.

Santa Fe Province, through Decree 2282/2009, acknowledges the seriousness of the human rights question and goes on to create an inter-jurisdictional board to prevent and fight against Human Trafficking. Law 13339/2013, establishes the creation of new organizations specialized in management and the Provincial Program of Fight Against Human Trafficking, Protection and Assistance to the victim and her or his family, which we describe below.

### Provincial Program of Fight Against Human Trafficking. Protection and Assistance to the victim and her or his family

TABLE 73.

<b>Jurisdictional level</b>	Provincial
<b>Government Area</b>	Ministry of Justice and Human Rights
<b>Objectives</b>	Prevent Human Trafficking; guaranteeing respect, protection and realizing human rights for human trafficking victims; enabling access to free medical care, and also psychological, social and legal assessment; providing opportunities for family reunions; promoting coordination between different sectors and proposing interinstitutional work protocols to prevent, assist and reintegrate victims of human trafficking; organizing, implementing and directing training programs for civil servants who work with victims; working on policies and actions related to human trafficking; promoting studies and research; creating awareness campaigns and educating citizens on the issue.
<b>Target population</b>	Victims of Human Trafficking and their families.

Source: our own work based on Provincial Law 13.339/13; the official website of the Government of Santa Fe Province, Ministry of Safety and interviews to provincial civil servants.

The Provincial Program of Fight Against Human Trafficking was created in 2013 (Provincial Law 13.339/13). Its creation is founded on the Human Rights corpus and the framework of protection and realization of the right to lead a life free of violence. In order to implement the Program, specific organizations were created, such as the Provincial Research Agency on Human Trafficking, depending on the Ministry of Safety. This Agency has four branch offices in Santa Fe City, Rosario, Rafaela and Reconquista. It is made up of qualified staff, specialized in the required fields, such as law, social work and social psychology, among others. In turn, the Undersecretary of Employment Policies and Decent Work depending on the Ministry of Work has the task of implementing preventive measures to eradicate forced labor, as it entails situations where people are coerced to work through the use of violence and intimidation.

In 2014, when Law 13.339 was implemented (Decree 3874/14), the Ministry of Safety and the Ministry of Justice and Human Rights created the Inter-jurisdictional Board to Fight Against Human Trafficking, with the intent of coordinating public policies oriented to preventing, detecting and fighting this crime, while providing assistance to the victims and their families. The efforts would then be split by different levels of government. The Secretary of Complex Crimes, depending on the Ministry of Safety, and the Secretary of Human Rights, depending on Ministry of Justice and Human Rights, are the two authorities tasked with applying the law. The Board is made up of different governmental actors (Ministry of Social Development, Ministry of Education, Ministry of Work, Tourism, Production, along with civil society organizations) and they carry out actions with many national organizations (National Secretary for Children, Youth and Family; National Record of Farm Workers; National Secretary of Migrations; Federal Administration of Public Income; Program of Rescue and Assistance to Victims of Human Trafficking and Foundation María de los Ángeles, among others). Recently, August the 1st 2017, the Inter-jurisdictional Board organized and implemented a provincial campaign against Human trafficking and exploitation, whose mottos were «For a Santa Fe free of Human trafficking» and «Understanding helps», with information on services, institutions involved in assistance and access to lodge complaints. The campaign run in different areas of the Province, thanks to the active support of local NGOs (Rosario 3 news, September 2017 and El Litoral, 13/08/2017, A provincial campaign against Human trafficking).

G-V

Between 2012 and 2015 in the Province area the Program helped **445** people; **198** raids were conducted by the Justice; **82** irregular premises were shut down and **187** suspects of involvement in human trafficking were detained<sup>29</sup>.

Source: official website of the Santa Fe Province government.

<sup>29</sup>. Official website of Santa Fe Province government, News Section – Statistics 23/09/2015, online 27/09/2017 [www.santafe.gov.ar/noticias/noticia/216915/](http://www.santafe.gov.ar/noticias/noticia/216915/).

In 2014, the Ministry of Safety of Santa Fe Province, along with the María de los Ángeles Foundation and the National Program Memory in Movement, organized a workshop called «Human trafficking, a crime. Contextualization, public policies and press coverage». Its goal was to foster a comprehensive approach to this issue, providing information as regards the public policies intended to prevent and eradicate human trafficking, and favor protection and care of victims and their families.



## 144 – Telephone Hotline

TABLE 74.

<b>Jurisdictional level</b>	National
<b>Government Area</b>	National Women Institute (INAM)
<b>Objectives</b>	Supporting, orienting, informing and assessing those who are victims of violence in its different manifestations.
<b>Target population</b>	Women who are victims of gender violence.

Source: our production based on the Resolution N° 114/12 of the National Secretary of Communications and the website of the National Women Institute, 2017.



In 2016, the hotline 144 received a 6,8 % of phone calls coming from Santa Fe Province; most calls come from Buenos Aires City (53 %).

Source: National Women Institute, Annual Report 2016.

In 2012, the Secretary of Communications creates through Resolution N° 114/2012 what is known as «Special Services, line 144. To provide attention for consultations on gender violence». This measure is framed within the normative of the National Law 26485/2009 and it establishes that the National Women Board (today, Institute) shall act as governing body. The policy undertakes to give an answer to the problem of violence, guaranteeing the right to lead a life free of violence. The activities are carried out by a Network made up of professional specialized in public attention. Over the last years, the service has grown, including new interdisciplinary teams made up of psychologists, legal advisors and social workers. By 2016 it was known that line 144 employed 104 operators. (Source: Key informant, ELA)

## Emergency Service \*911

TABLE 75.

<b>Jurisdictional level</b>	Provincial
<b>Government Area</b>	Secretary of Public Safety and Secretary of Technical Coordination and Financial Management – Ministry of Safety.
<b>Objectives</b>	Permitting call reception from landlines and mobiles, to attend emergencies focusing on the requirements of police intervention.
<b>Target population</b>	Victims of domestic violence or other crimes.

Source: our own work based on information from the official website of the Government of Santa Fe Province, the Ministry of Safety, 2017, and interviews to provincial civil servants.

In 2010, Santa Fe Province created the Emergency Service, based in Rosario and Santa Fe City<sup>30</sup>. The service tries to tackle emergencies throughout Santa Fe Province. It is concerned with violent emergencies and other crimes. Its components are attention, guidance and support through the emergency. Its activities are call reception, dispatching police patrols and giving out emergency devices. The actors involved in providing this service are the following: Santa Fe Police, the Ministry of Social Development and the Secretary of Social Development from Rosario. It works 24/7, 365 days a year in Rosario and Santa Fe. Over the last years the service has grown, including technology (global positioning system, GPS devices, digitalization in Attention Centers and Dispatch Centers), human resources and specific infrastructure. The service's human resources are telephone operators and dispatchers employed at the centers of telephone assistance; there are also monitoring agents and police agents.

The Service is provided with two centers of telephone assistance, one in Rosario and another one in Santa Fe, and ten dispatch centers spread throughout the province (Rosario, Santa Fe, Reconquista, Rafaela, Santo Tomé, Venado Tuerto, San Lorenzo, Esperanza, Villa Gobernador Gálvez and Villa Constitución). As regards its allocated budget and sources of funding, the Ministry of Safety of Santa Fe Province is in charge of all the secretaries involved, but there is no detailed information available.

Panic buttons and electronic bracelets worn by the victims send movement signals to alert 911. In Rosario, in 2016 the Municipality Women Institute distributed **180** panic buttons.

Source: *La Capital*, local newspaper, 18/03/2017, official statements by a civil servant employed at the Program of Integral Attention on Gender Violence, municipal government.

**30.** The framework for the creation of this service is National Law 25.367 from the year 2000, which puts in motion the creation of the Coordinated Emergency System and its governing body, the «Department of Coordinated Emergencies within the Ministry of Interior». Later on, the number \*911 is assigned to receive complaints. After this disposition, provinces are invited to join the protocol, and the National Ministry of Safety undertakes the commitment of implementing the service in all of them. Source: National Law 25367/2000 and official website of the Santa Fe government, available online, 8/10/2017 [www.santafe.gov.ar/index.php/web/content/view/full/198581/\(subtema\)/93821](http://www.santafe.gov.ar/index.php/web/content/view/full/198581/(subtema)/93821).

## Policies on Gender Violence in the Province

The Undersecretary of Policies on Gender Violence, depending on the Ministry of Social Development of Santa Fe Province, is the organization that designs and monitors public policies oriented to building equality between men and women. It was created in 2015 as a result of a change in the institutional hierarchy of the previous Provincial Office of Gender Policies. Its main tasks are: supporting municipalities and communes —a second level of intervention, excluding Rosario City and Santa Fe City—, to prevent and provide assistance, in order to eradicate violence against women. It fosters activities of integration and the strengthening of civil society organizations. In October 2017, the Undersecretary again had a change in its institutional hierarchy, when the provincial government acquired and remodeled a building, based in Santa Fe City and later assigned as headquarters for the Undersecretary. New spaces were refurbished to accommodate professional teams working on implementing public policies to prevent and eradicate violence against women<sup>31</sup>.

In 2013, Santa Fe Province adheres to National Law 26.485 of integral protection has the goal of preventing, punishing and eradicating violence against women in all the spaces where they develop interpersonal relationships (Law N° 13.348/13 and Decree 4028/13).

The Undersecretary is made up of different professional teams, in charge of different actions: **1.** Promoting rights, creating workshops on women's rights, addressed to local management teams, organizations, different levels and branches of the State; **2.** Assistance and prevention of violence against women; **3.** Institutional strengthening; **4.** Designing projects and strategic actions towards women autonomy; **5.** On-call service for Permanent Assistance: it works 24 hours a day, 365 days a year, to assess local management teams and civil society organizations and **6.** Strategic communication. In 2015 a safe house was opened in Santa Fe City, the only public shelter in charge of the provincial government.

As stated in Provincial Law N° 13.348, also in 2015 the Provincial Board was formed, to prevent, assist and eradicate gender violence. It is made up of representatives of different entities, through the five regions of the province: Executive Power, Legislative Power, Judicial Power, Universities, Municipalities and Communes, Professional Associations, Civil Society Organizations, all involved in fighting Violence Against Women. Its task is to advise and suggest courses of action and suitable strategies to face the phenomenon of violence against women.

In 2017, implementation is underway for the One Record of cases of Violence against Women (RUVIM – according to its Spanish acronym), created through Decree 1219/2016, within the sphere of the Undersecretary of Gender Policies of Santa Fe Province.

In 2015, the first Integral Program against Gender Violence was created, and its goal was to transfer financial resources to start an inter-institutional approach of the issue throughout the Province.

Source: Provincial decree 177/2015.

**31.** The building for the Undersecretary of Gender Policies was officially inaugurated on October the 13th, 2017, and was attended by representatives from the Ministry of Social Development of Santa Fe Province and the Secretary of Social Policies (NotiFe, <http://notife.com/578468-alvarez-recorrera-la-obra-de-la-nueva-sede-de-la-subsecretaría-de-políticas-de-género/>, available online 19/10/2017).

Its technical and operative center is the Provincial Institute of Statistics and Census (IPEC – according to its Spanish acronym) and it works jointly with the Undersecretary of Gender Policies of Santa Fe Province. It works collecting, systemizing and producing statistical data based on news and complaints regarding gender violence within Santa Fe Province. Since the Record is rather new, its mechanism is still rudimentary and undergoing improvements. Currently, it receives and registers information on gender violence complaints, coming from the following institutions: the Ombudsman Office (Santa Fe City and Rosario City offices), the Territorial Centers for Complaints, the Center of Judicial Action and the Women Commissariats (Santa Fe City and Rosario City offices). The RUVIM coordinates information with the national government, sending raw items from the provincial database (IPEC – RUVIM) to the National Institute of Statistics and Census (INDEC – according to its Spanish acronym) for further processing.

Management as regards gender violence is focused on the second level of intervention, support in Municipalities and Communes, prevention and assistance activities towards the eradication of violence. It withdraws from the first level of intervention, both in Rosario and in Santa Fe City, and it specifically supports the Teams in Municipalities and Communes (Interview, 2017).

**G-V** .....  
 RUVIM receives and records gender violence complaints of those perceiving themselves as women (including transgender people) older than 14 years old. The record consists in filling a form in the reception devices for complaints, or through the online platform. Social organizations can also participate sending complaints.

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 Source: Interview with key informant, 2017.  
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## Plan for Equal Rights and Opportunities

(PIOD – according to its Spanish acronym)

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**TABLE 76.**

<b>Jurisdictional level</b>	Provincial
<b>Government Area</b>	Undersecretary of Gender Policies – Ministry of Social Development.
<b>Objectives</b>	<ul style="list-style-type: none"> <li>• Guarantee the inclusion of gender perspective in the set of State public policies (gender mainstreaming).</li> <li>• Articulate and coordinate public policies with gender perspective in an action plan.</li> <li>• Promote joint and coordinated participation in all areas of the Executive, in order to implement this Plan.</li> <li>• Include new views and proposals from the Civil Society.</li> </ul>
<b>Target population</b>	Currently, Province civil servants, Teams in Municipalities and Communes and the Province citizenship.

Source: our own work based on information from the official website of the Government of Santa Fe Province, the Ministry of Safety, 2017, and interviews to provincial civil servants, 2017.

The Plan was created in 2013, when the administration of the government of Santa Fe Province undertook the commitment to build gender equality (following the guidelines of the Strategic Provincial Plan – Vision 2030). Its main component is promotion. The plan has 7 lines of action: integral health and non-discriminatory treatment as human rights; education as a condition for equality; non-violent relationships and deconstruction of gender stereotypes in domestic life; work and development of productive abilities to strengthen people’s autonomy; use of the public space in equal conditions and culture as a transformative tool. Its main actions focus on: carrying out government work tending to transform gender asymmetries; promoting gender equality contents in public contests to access positions in Public Administration; fostering gender-neutral and equal treatment within public administration and in citizen relations; using gender-neutral language and non-discriminatory images and public speeches, particularly in official acts of the provincial government; creating awareness as regards gender equality policies in the provincial budget; promoting citizen participation in order to have gender equality public policies related to an actual social reality in the Province; promoting a Provincial Constitution that acknowledges and guarantees access and realization of equal rights throughout its territory, including new social actors and addressing minorities, with the State playing an active and involved part.

In 2017, there were four workshops for Equal Rights and Opportunities, intended to form new teams for the different ministries. The allocated budget comes from the Ministry of Social Development, and another source of funding is the Foundation Friedrich Ebert in Argentina<sup>32</sup>.

32. We were not able to access trustworthy information regarding specific amounts of money.

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**Policies on Sexual Diversity  
in the Province and the Municipality**

The Undersecretary of Policies on Sexual Diversity was created in 2015, as an entity depending on the provincial government. Its task is promoting equality and non-discrimination towards lesbians, gays, bisexuals, transgender and intersexual people (LGBTI), while enabling an integral approach of social policies on sexual diversity, their coordination and articulation with other areas of the Provincial Government. This initiative’s immediate precedent is the municipal area of Sexual Diversity.

**TABLE 77.**

<b>Jurisdictional level</b>	Municipal
<b>Government Area</b>	Secretary of Social Development.
<b>Objectives</b>	Promote the building of full citizenship for people of a different sexual orientation in Rosario City.
<b>Target population</b>	LGBTI community.
<b>Actors involved</b>	Public Health Secretary, Culture Secretary and Social Development Secretary, Rosario Municipality. Ministry of Health of Santa Fe Province, Green Telephone Hotline and Citizenship Care Service. Ministry of Social Development, Government of Santa Fe Province. Undersecretary of Sexual Diversity of the Government of Santa Fe Province. Ministry of Education of the Government of Santa Fe Province. Ministry of Justice and Human Rights of the Government of Santa Fe Province, Civil Registry. Ministry of Safety of the Government of Santa Fe Province. Secretary of Work from the National Ministry of Work, Employment and Social Security, Civil Society Organizations.

Source: our own production based on Rosario Municipality website and Key Informant, 2017.

The program for Sexual Diversity was created by the municipal government in Rosario in 2006 (Municipal Decree N° 8045). Its components are: assistance, training, awareness. The Program works on different actions towards awareness, activism and recovery of spaces. Many activities are carried out, such as: labor inclusion, changing gender designation on ID documents (Law of Gender Identity), marriage of non-residents in Rosario and gender violence. Currently, the program’s human resources are interdisciplinary (there are social workers, psychologists, specialists in family law and minors, etc.) and it has a general coordinator. During the year 2017, thanks to the policy of transgender work quota, a new social services assistant and a management assistant became part of the temporary staff in the Municipality. Since 2009, the city celebrates the Month of Sexual and Sentimental Diversity, starting on May 17th and lasting 30 days, as per Municipal Decree N° 8. 346. Another event is the LGBTI Pride Parade, which navigates the streets of Rosario’s city center and concludes with a great artistic and political ceremony, counting with participation of all the organizations that work on LGBTI issues in the city. The Program has, also, an Advisory Board, which serves as a communication channel and a source of joint work between the municipal State and different organizations and social actors working on these topics.

Located in Illia and Sarmiento, a wall painting reading «Rosario, free of Lesbophobia», was revealed on March 7, 2016, and went on to become a symbol of the fight to



Casa LGBTI – a Social and Culture Center for lesbians, gays, bisexuals, transgender and intersexual people, is a space jointly managed by the municipal Sexual Diversity Program and the Undersecretary of Policies on Sexual Diversity, depending on the government of Santa Fe Province.

Source: Official website, Rosario Municipality, 2017.

create awareness as regards sexual diversity in Rosario City. March 7 is also the date of the Day for Lesbian Visibility, as per Municipal Decree N° 9378. (Official website, Rosario Municipality, 2017).

The Program produces its own literature, as part of its management strategy. Among its main publications, we may mention: integral health program contributions of trans people from a local perspective (Experiencia Rosario 2006/2011); Families and Diversity. New Paradigms Program... (2007), How to create a better social link with Lesbians, Gays, Bisexuals, Transsexuals and Intersexed (2011), Discrimination perceptions towards sexual diversity in Rosario (research 2011, opinion interview, Rosario Municipality).

Meanwhile, the Program conducted awareness campaigns on the right to identity, labor inclusion, prevention of violence, promotion of rights, lesbian, bisexual and transgender visibility, and diverse families. (Official website, Rosario Municipality, 2017).

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Policies on Sexual Diversity of the Undersecretary  
of Sexual Diversity of the Government of Santa Fe Province

The provincial management policy has been taking up the achievements of the municipal sector for over 10 years, and establishing a hierarchy of institutional organization. As per Provincial Decree N° 2332, the Undersecretary of Policies on Sexual Diversity, depending on the Secretary of Social Policies of the Ministry of Social Development of Santa Fe Province, assumes control of the agreements needed to enforce four key programs, which are the main lines of governmental management, and which we describe below:

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Program of Assistance and Integral Protection  
of Rights for LGBTI People

This Program, created in 2016, is coordinated by the Undersecretary of Policies on Sexual Diversity of the Government of Santa Fe Province, and the Ministry of Social Development is in charge of executive management. People non-conforming with heteronormative views, involving alignment of sexuality, gender identity and gender roles often experience discrimination, and this is the problem the Program tackles.

**TABLE 78.**

<b>Jurisdictional level</b>	Provincial
<b>Government Area</b>	Undersecretary of Policies on Sexual Diversity – Ministry of Social Development
<b>Objectives</b>	Guarantee assistance, prevention of violence and integral protection for the LGBTI community in the Province, strengthening technical capabilities of the staff providing services to the LGBTI community in cases of violence and/or rights violation throughout the Province.
<b>Target population</b>	Lesbians, gays, bisexuals, transsexuals and intersex victims of violence and/or discrimination on account of their sexuality and/or gender identity, rights violations of any sort; Civil Society Organizations; Municipalities and Communes carrying out actions and programs to cater to the LGBTI community's needs.

Source: our own work based on the official website of the Government of Santa Fe Province (2017).

The Program is meant for LGBTI people experiencing violence and/or discrimination on account of their sexuality and/or gender identity, and those suffering rights violations of any sort; Civil Society Organizations; Municipalities and Communes carrying out actions and programs to cater to the LGBTI community's needs. Its lines of action are: assistance, financial support, management of administrative procedures, counseling, training. The program focuses on four components making up a comprehensive system of financial contributions and support: directly to the LGBTI community in Santa Fe Province; to NGOs linked to this population; Municipalities and communes (strengthening their lines of action and programs) and strengthening technical capabilities of the staff providing services to the LGBTI community. It engages in different activities related to management and providing financial support and contributions, while creating and signing agreements with Municipalities and Communes. From these dynamics of management, we acknowledge the actors involved: Ministry of Social Development, Communes and social organizations. Human resources organized in teams depending on the Undersecretary, which are able to request other human resources from the Ministry of Social Development.



The very existence of an Undersecretary of Sexual Diversity depending on the Government of Santa Fe Province means an institutional innovation. Santa Fe is the first province in the country to create an office like this one. The forerunner within the province was the municipal government of Rosario, which has since 2006 a Program of Sexual Diversity.

Source: official website of the Santa Fe Province government, Undersecretary of Policies on Sexual Diversity, 2017.

**Program of Strengthening  
of civil society organizations**

**TABLE 79.**

<b>Jurisdictional level</b>	Provincial
<b>Government Area</b>	Undersecretary of Policies on Sexual Diversity – Ministry of Social Development
<b>Objectives</b>	Guarantee the implementation of institutional spaces for permanent participation and communication between the provincial State, local administrations and organizations and civil society experts in LGBTI rights; promoting LGBTI education and training, in order to guarantee a bigger insertion in public life for each of the communities.
<b>Target population</b>	LGBTI community and civil society organizations with the goal of promoting and guaranteeing equal rights and opportunities for this community.

Source: our own work based on the official website of the Government of Santa Fe Province and the Undersecretary of Sexual Diversity, 2017.

The Program sets out to articulate actions and provide support to the many individuals, groups and organizations that work towards equality and non-discrimination of lesbians, gays, bisexual, transgender and intersexual people. It is known that usually this kind of work is carried out with enormous difficulties and a general lack of resources and training, even without building cooperative relations between different groups and organizations. Santa Fe is a diverse, socially and geographically complex environment, meaning that the State should orient its public policies towards associativism, fostering social participation and enabling a fluent communication with these actors. It is implemented with human resources from the Undersecretary of Sexual Diversity, organized in teams that are able to request other human resources from the Ministry of Social Development. The Program sets out to help the provincial State articulate actions and provide support to the many individuals, groups and organizations that work towards equality and non-discrimination of lesbians, gays, bisexual, transgender and intersexual people.

Its framework is the Human Rights system and it is related to the right to live a life free from violence. It engages in different activities: **1.** Financial support for civil society organizations: civil society organization that participate in the calls of the Undersecretary of Policies on Sexual Diversity can access funding for community projects, which are chosen through an open public contest; **2.** Financial aids: an initial amount of \$ 900 ARS can be updated every six months or every year; **3.** Financial aids for temporary housing: the maximum amount for these aids is decided according to

ministerial habilitations and their updates; 4. Financial support for Civil Society Organizations, Municipalities and Communes. The total budget for the Undersecretary in 2017 was \$ 10,000,000 ARS.



TABLE 80.

<b>Jurisdictional level</b>	Provincial
<b>Government Area</b>	Undersecretary of Policies on Sexual Diversity – Ministry of Social Development.
<b>Objectives</b>	Promote full inclusion of transgender people in Santa Fe Province, so that they can fully realize their rights, removing discriminatory barriers that may prevent them from doing so.
<b>Target population</b>	Transgender women and men of all ages living in Santa Fe Province, regardless of their having received an official acknowledgment of their gender identity as they perceive it; families and social, affective and familiar environments of transgender women and men, and civil society organizations.

Source: our own work based on the official website of the Government of Santa Fe Province and the Undersecretary of Sexual Diversity, 2017.

Throughout history, our societies have completely undermined and diminished the rights of transgender and transsexual people, leading them to an actual «civil death», where their rights to a personal identity, a sexual identity, a name, to equality and non-discrimination, to work, to social security, to vote, to privacy, to integral health and an adequate living standard, and to personal dignity, have all been disregarded. The program’s objectives are: favor employability for all transgender people in Santa Fe Province, through direct assistance and support of productive ventures; promote training in trades, through agreements with training institutions; facilitate reinsertion of the transgender community in the education system, overcoming the existing difficulties that prevent their access to the higher levels of education, through a system of financial aids and support as they return to school; promote access and permanence to the health system and a healthy completion of gender identity through professional aid in surgical and non-surgical practices; building a system to simplify and unify the procedures to access personal documentation assistance (as regards education, health, finances, housing), after obtaining the acknowledgment

Since the Law of Gender Identity was passed, **6500** transgender people have acquired this right throughout the country, of which approximately **650** live in Santa Fe Province and are prospective candidates for this program. (Provincial decree 2332/2016). Currently there 1200 transgender people in Santa Fe Province, around 350 in Rosario, and 90 % of them resort to sex work as their only alternative to support themselves. Elderly transgender people in Santa Fe Province are believed to be around 30. More than **600** transgender people have acquired new ID documents under the Law of Gender Identity in Santa Fe Province

Source: Statements published *La Capital* newspaper, Rosario, 11/08/2016 and Interview with a civil servant, 2017.

of their gender identity and new identity documents; providing direct assistance for different problems: housing, nutrition and health, among others; promoting actions to prevent HIV/AIDS in transgender population through the involvement of actors from the affected communities.



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Promotion Program  
for LGBTI rights

**TABLE 81.**

<b>Jurisdictional level</b>	Provincial
<b>Government Area</b>	Undersecretary of Policies on Sexual Diversity – Ministry of Social Development.
<b>Objectives</b>	Properly train and educate state agents, social referents, media outlets and the general public, to respect all sexualities and gender identities. Likewise, create knowledge on equality and non-discrimination, with a special focus on sexual diversity.
<b>Target population</b>	The general public and all sectors that intervene in promoting and guaranteeing equal rights and opportunities for the LGBTI community in Santa Fe Province.

Source: our own work based on the official website of the Government of Santa Fe Province and the Undersecretary of Sexual Diversity, 2017.

The Program sets out to change deeply rooted cultural patterns, which have acted as barriers against full access of rights and citizenship for the LGBTI population. It is important that the Provincial State puts up in a transversal way, at the level of Government of Santa Fe Province and the general public, the idea that LGBTI rights are human rights. It's worth pointing out that currently Santa Fe is one of the first Argentinian provinces provided with service for integral health assistance of the transgender community, in compliance with article 11 of the Law of Gender Identity. Nevertheless, there are still many barriers that prevent access to these treatments (geographical, subjective, personal, among others). Likewise, it's important to include specific health programs for lesbian and bisexual women, gay males and LGBTI older adults, and also to provide access to assisted reproduction methods. As regards

the education sphere, the Ministry of Education has been developing different actions towards the implementation of Integral Sex Education programs in all levels, both in public and private schools. Simultaneously, socio-educative teams from the Ministry have handled cases of discrimination and bullying in schools. However, the size and complexity of Santa Fe Province requires a continuous effort to enhance the LGBTI perspective within Integral Sex Education programs.

The Undersecretary does not have a functional infrastructure. It has two headquarters, one in Rosario and another in Santa Fe City, with a staff made up of 25 permanent employees, and others with temporary contracts. Each node has its own chief. Professional members of the human resources staff include: activists, psychologists, social workers, lawyers, social communicators, designers and managers. Its lines of actions are articulated in a transversal way with all the Ministries, and also with Municipalities, Communes and social organizations.

**G-V** .....  
 The Undersecretary started to work with a budget of \$ 5,400,000 ARS for the year 2016, and \$ 10,000,000 ARS for the 2017 (agreements with organizations, financial aids, printed materials, machines and equipment, etc.); the amount doesn't consider salaries or operating costs.

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 Source: interview with a civil servant, 2017.  
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**Assistance Center for Victims and Witnesses to the crime (CAV - according to its Spanish acronym)**  
 .....

**TABLE 82.**

<b>Jurisdictional level</b>	Provincial
<b>Government Area</b>	Ombudsman Office of Santa Fe Province, with headquarters in Rosario City and Santa Fe City.
<b>Objectives</b>	Receive, provide information and counsel to those suffering of situations of rights violation, preparing answers for the given needs
<b>Target population</b>	Women who are victims of gender violence, people belonging to the LGBTI community

Source: our own work based on Provincial Law 11202/94; Annual Reports by the Ombudsman Office of Santa Fe Province, and interviews with the Professional Team employed by the Assistance Center, 2017.

The Ombudsman Office was created in 1990 (Provincial Law: 10.396/90), under the influence of the Legislative Branch, and its goal was to protect the rights and interests of individuals and the community against the Public Provincial Administration and its agents' actions, acts and omissions implying an illegitimate, defective, irregular, arbitrary, discriminatory and neglectful exercise of power. Likewise, it is in charge of defending the community's collective interests (Art. 1). It has 28

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The Assistance Center is tasked with providing an answer for all those people who have been left in helplessness conditions. In most cases, people are not only victims of a crime, but also of the process that starts with the complaint and continues through the judicial instances, a long series of procedures that often causes re-victimization.

Source: Ombudsman Office of Santa Fe Province, Annual Report 2015.

branch offices throughout Santa Fe Province. Within this institutional framework, the Assistance Center for Victims and Witnesses to the Crime created in 1994 (Provincial Law 11.202/94), with headquarters in Rosario City and Santa Fe City. It focuses on the following problems: violence against women; violence against transgender people; child abuse; sexual abuse; violence against older adults; human trafficking; workplace violence; family disputes; problems related to diversity. As regards its structure, it has an interdisciplinary team of professionals (made up of 4 psychologists, 4 social workers and 5 lawyers) and a deputy director; in addition, there is management staff (3 people). Its main lines of action are assistance, information, counseling, support, training and prevention. The activities carried out are: integral assessment of each situation; interviews, psychological assistance; legal aid; support when the victim offers testimony to the Judicial Power; social aid; risk assessment; inter-institutional articulation; campaigns to create awareness, training and prevention; presentation of annual reports to the Legislative Chambers; implementing the action protocol; other activities as a controlling body. Intervenes due to the spontaneous presentation of the victim or his or her relatives. During 2015, a strengthening of the Action Protocol implemented in 2014 was carried out and, along with the IT Department of the Ombudsman Office, a new informatics system was created to keep track of case files, improving the record of the actions in each case and providing regular statistics as regards gender, age, type of violence, topics, environments, area, relationship between the victim and aggressor, among other aspects (Annual Report 2015, Ombudsman Office of Santa Fe Province).

In 2015, the Assistance Center's action protocol was updated (Resolution N° 63/15). The change was more than functional —it was substantive. It involved changing the definition of «victim», from a narrow concept («victims» were only those affected by a crime, classified as such by the regulation) to a broad concept («victims» are people who report different situations of violence, even if the events reported are not strictly considered «crimes»).

It meant a concrete expansion of the rights as regards access to services guaranteeing the realization of the human right to live a life free from violence.

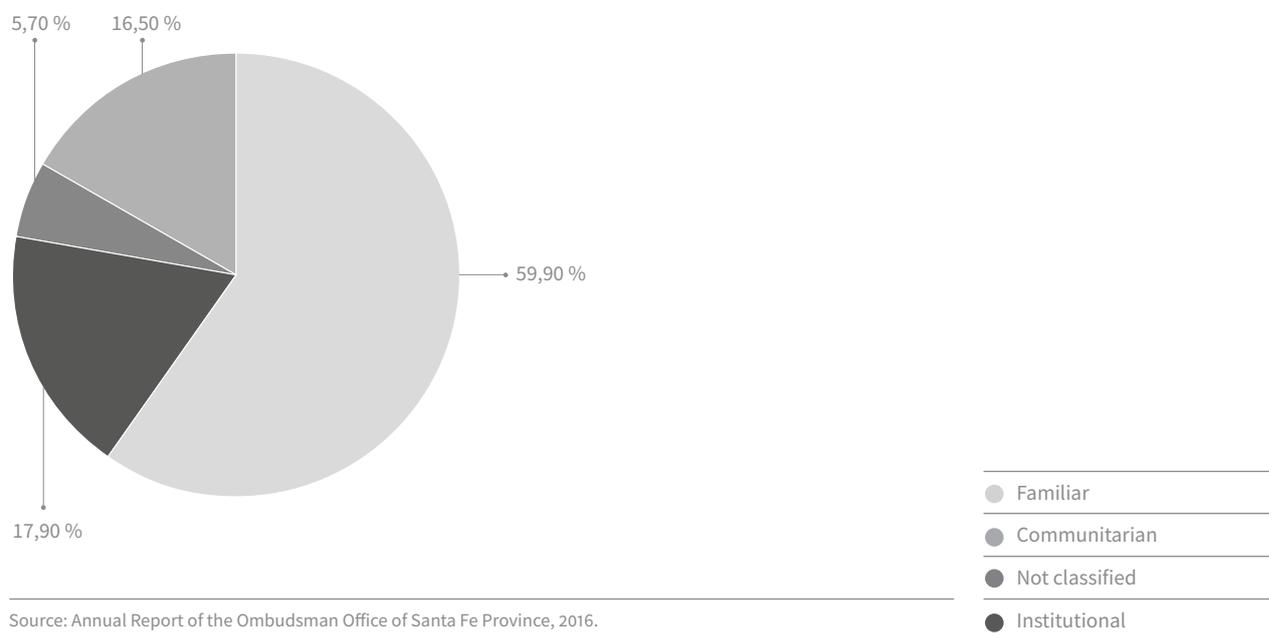
From a functional point of view, it meant an improvement in the quality of the services in the Assistance Center. This change matches what is expressed in Resolution 40/34 by the United Nations General Assembly «Declaration of Basic Principles of Justice for Victims of Crime and Abuse of Power» (Ombudsman Office of Santa Fe Province, Annual Report 2015).

Over these years of activity, the Assistance Center has consolidated as an institution that provides a set of answers different from other state-run organizations. Its structure, operating method and a critical view towards public management and the justice system, have awarded it with a comprehensive approach and a deep understanding of the issues that it faces daily (Ombudsman Office of Santa Fe Province, Annual Report 2016).

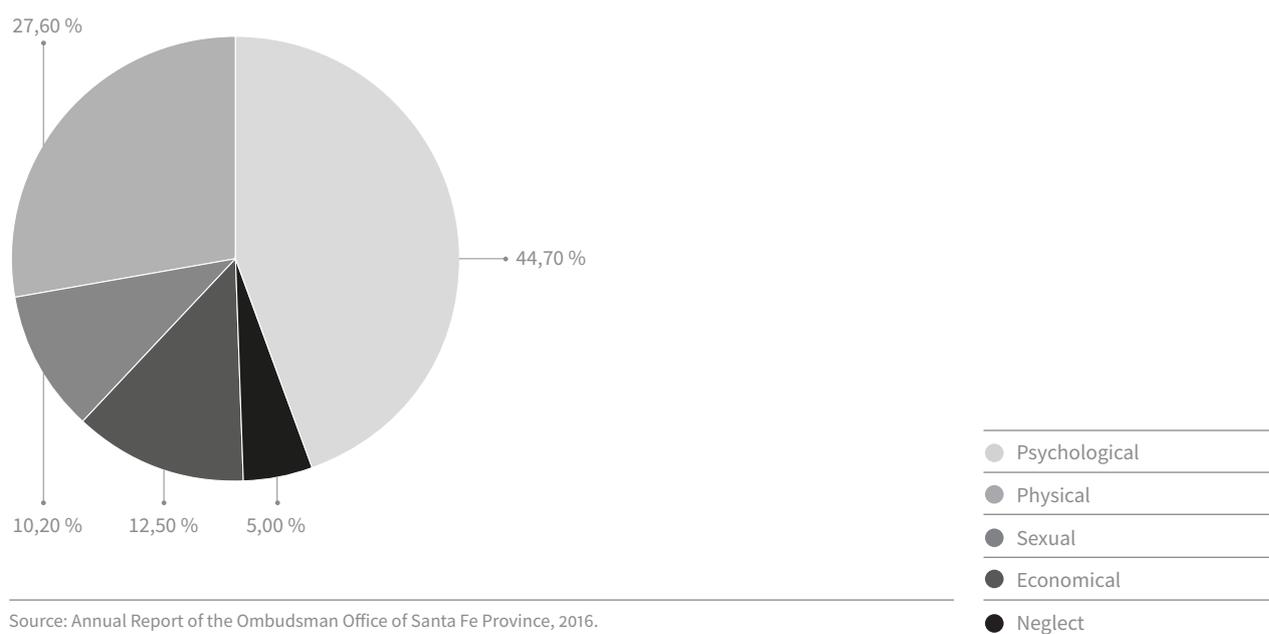
As per experiences gathered by the Assistance Center, most victims are female: grown women, adolescents and girls. These data show that being a woman is a vulnerability factor. 1153 new cases of violence against women were recorded in 2016.

Source: Ombudsman Office of Santa Fe Province, Annual Report 2016 and Annual Report 2015.

**GRAPHIC 11.** Assistance Center for Victims.  
Distribution according to type of sector



**GRAPHIC 12.** Assistance Center for Victims.  
Distribution according to type of violence



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In all the provincial area, there are **17** territorial centers for complain in the following cities: Armstrong, Coronda, Fray Luis Beltrán, Funes, Pérez, Rafaela, Reconquista, Roldán, Sunchales, Venado Tuerto, Santa Fe and Rosario (it has six centers). In three years 170,000 were received throughout. Gender violence reports have increased over the years. Between 2014 and 2015, complaints in general increased 40 %. Gender violence has a rather high percentage, around 20 % of the total. On the other hand, sexual abuse has a low percentage, 5 %.

Source: Interview with a civil servant, 2017.

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**Territorial Centers for Complaints  
(CTD – according to its Spanish acronym)**

**TABLE 83.**

<b>Jurisdictional level</b>	Provincial
<b>Government Area</b>	Provincial Program of Territorial Centers for Complaint – Ministry of Safety.
<b>Objectives</b>	Make a contribution to properly handle complaints regarding wrongful acts and/or infringements and/or other procedures —as determined by the Ministry of Safety and/or the jurisdiction of the Executive Power; create a space of assistance, orientation and reception of complaints accessible, transparent and approachable.
<b>Target population</b>	Population of Rosario City.

Source: our own work based on Decree N° 1595/13, Government of Santa Fe Province.

They were created in 2013 (Decree 1595/13) in all the provincial area, under the Emergency Law of Public Safety (Provincial Law 13.297/12). Their creation is founded on Human Rights dispositions establishing the human right to access to justice, so as to enable the completion of other rights, their protection and/or realization; for example, the right to live a life free from violence. As a consequence, it's a State responsibility, among many others, to carry out an adequate management that prioritizes a process of planning and implementation of public policies regarding safety and justice. In order to achieve this, a new way of receiving complaints was created, with an emphasis on service quality. They are defined as «units of organization depending on provincial public administration, managing a system of assistance, orientation and reception of complaints related to wrongful acts —either from public or private action— or infringements, classified as such by the provincial regulation» (Decree 1595/13, Annex). There are six Territorial Centers for Complaints distributed throughout the District. The operating components are complaint management and articulation with other institutions. Their activities are: decompress administrative tasks in police stations; assist the citizenship in an accessible and approachable way; establish links between the community and the entities in charge of conducting an investigation or, depending on the case, with institutions acting as mediators.

## We talk about comprehensive sexual education

(ESI – according to its Spanish acronym)

TABLE 84.

<b>Jurisdictional level</b>	Provincial
<b>Government Area</b>	Education Planning and Articulation Secretary – Ministry of Education
<b>Objectives</b>	Socio-educational inclusion; implement comprehensive sex education in high school curricula; equal rights and opportunities; quality learning; citizen participation.
<b>Target population</b>	Teachers and students of Santa Fe Province.

Source: our own work based on the official website of the Government of Santa Fe Province, 2017.

In 2006, the National Program of Comprehensive Sex Education was created (Law 26.150). It establishes that all students have a right to receive comprehensive sex education in public and private schools, under national, provincial and municipal jurisdictions. Comprehensive sex education covers biological, psychological, social, emotional and ethical aspects. In this context, Santa Fe Province develops the Program We talk about comprehensive sexual education (ESI – according to its Spanish acronym) (2016), which focuses on issues relating to sexuality, gender, the human body and emotional aspects with a perspective of rights, equal opportunities and building coexistence and citizenship. It is based on human rights and sets out to guarantee, among others, the right to live a life free from violence.

The program has other specific goals, such as: building knowledge to develop prevention proposals regarding issues, such as sexuality and reproduction, from a gender-aware perspective; promoting the development of a territorial network between educative institutions and other State areas; strengthening a transversal and specific approach of Sex Education as a part of the new high school curricula; promote young people personal and collective commitment as they exercise citizenship regarding their reproductive and sexual rights; strengthen intra-institutional articulation (management team, teachers, other staff, students) when implementing comprehensive sex education in all school actions; promote the developing of institutional and inter-sectorial networks throughout the territory; develop theoretical-methodological devices based on sex education perspectives, so as to put this approach into practice in everyday education, etc.

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The Program is part of the school curricula and it focuses on issues—relating to gender violence, human trafficking and sexual exploitation, teen pregnancy and sexual diversity— and it intends to develop preventive actions, enabling young people to play a leading role.

Source: Official website of the Ministry of Education of the Government of Santa Fe Province, 2017.

The components of the program are teacher training and education (virtual and face-to-face); developing curricular content and the participation of the education community as a whole. As regards the activities, in high schools the program carried out training actions including all teachers and students, through the use of reflection-action devices and articulation with other institutions (Municipalities, Ministry of Health, Litoral National University, Ombudsman Office for Children and Adolescents, among others). It encompasses provincial schools of both public and private management (625 preschools); as regards the elementary level, 200 schools were included (40 per Node) classified by regional delegations using socio-educational criteria. During the year 2013, «De ESI se habla» was implemented in 866 schools. 4,824 teachers and monitors were trained, and concrete actions were developed with 14,061 high school students of Santa Fe Province (Source: Official website of the Ministry of Education of the Government of Santa Fe Province, 2017).



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**Policies on Sexual Health and Responsible Parenthood:**  
national, provincial and municipal

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**National Program of Sexual Health  
and Responsible Parenthood**

**TABLE 85.**

<b>Jurisdictional level</b>	National
<b>Government Area</b>	Ministry of Health
<b>Objectives</b>	Reach the highest sexual health and responsible parenthood levels for the population, so that they can make decisions free of discrimination, coercion or violence; decrease maternal and infant morbidity and mortality rates; prevent unwanted pregnancies; promote sexual health among adolescents; contribute to prevention and early detection of sexually transmitted diseases, HIV/AIDS and genital and breast diseases; guarantee for all the population access to information, orientation, methods and services relating to sexual health and responsible parenthood; improve female participation in decision-making regarding sexual health and responsible parenthood.
<b>Target population</b>	All the population, without discrimination.

Source: our own work based on the official website of the National Ministry of Health, 2017 and interviews with provincial and municipal civil servants employed in the healthcare area, 2017.

The National Program of Sexual Health and Responsible Parenthood arises from National Law 25.673/2002, concerning Sexual Health and Responsible Parenthood. It is the result of a decades-long struggle involving different segments of society. Thanks to political actions, they have been able to establish social frameworks that allow the State to produce programs and public policies regarding this issue, increasing the population's well-being. Its goal is promoting equal rights, equality and social justice, while improving opportunities in the field of sexual health. This involves collective thinking, which allows us to develop transforming actions to affect reality, improving the access to sexual health services. It acknowledges that the Right to Health includes Sexual Health, and that this entails the possibility of leading a satisfactory sex life, free of coercion, with the ability to prevent unwanted pregnancies. It is based on everyone's autonomy to choose individually and freely, according to their convictions and using information and assistance, a suitable contraceptive method, non-abortive and temporary, so as to be able to decide to have children, when to have them, how many, and how long in between. It promotes «Counseling» in Sexual and Reproductive Health services throughout the country; namely, the possibility to access free of charge a quality guidance to assert autonomy and decision-making as regards sexual and reproductive health. Its intervention components are: transforming the assistance model; training; promotion and detection. As regards the activities carried out by Ministry of Health along with the Ministries of Education and Social Development and Environment, they are in charge of: training teachers, social workers and other community actors, so as to shape fit agents. Regarding the budget, we could determine that the program costs for the public sector will be allocated to jurisdiction 80 – Ministry of Health, National Program of Sexual Health and Responsible Parenthood, General Budget of the National Administration.

G-V

Official information about the National Program of Sexual Health and Responsible Parenthood has been significantly reduced in the official website of the National Ministry of Health. Even if the Health Minister publicly stated that the program has not been shut down, but that it has been reassigned to other areas depending on the Ministry, such as the Undersecretary of Primary Health Care, depending on the National Program of Community Assistance, this resignation could not be confirmed.

Source: our own work based on the official website of the National Ministry of Health, 2017.

**Provincial Program of Sexual Health  
and Responsible Parenthood**

**TABLE 86.**

<b>Jurisdictional level</b>	Provincial
<b>Government Area</b>	Ministry of Health
<b>Objectives</b>	Promote responsible parenthood. Guarantee access to comprehensive and truthful information on existing birth control methods, natural or artificial, ensuring equal opportunities to exercise one's personal freedom. Train staff linked directly or indirectly with the program.
<b>Target population</b>	Vulnerable social groups.

Source: our own work based on provincial regulation and the official website of the Government of Santa Fe Province, 2017.

In 2001, the Provincial Program of Sexual Health and Responsible Parenthood was created under Law N° 11.888. At provincial level, key human rights are those relating to the free exercise of sexuality without risks, to physical and emotional pleasure, to free sexual orientation, to decide freely on the number of children, to protection of motherhood<sup>33</sup>, etc. (Official website of the Santa Fe Province government).

The Program guarantees free access to effective and safe contraceptive methods. Everyone can receive professional guidance to decide on the method —reversible or irreversible— that is most suitable to his or her needs and possibilities. Different issues are considered: non-punishable abortions, sexual and reproductive health, contraception, diversity, conscientious objectors (access to consultations with professionals who don't perform certain practices), sex education. Its components are: service accessibility and gratuity, training and signing agreements. The Province has an Advisory Board which was also created as a result of Provincial Law N° 11.888/2001, made up of different NGOs and professional associations from the healthcare area. The Board engages actively in designing and putting in motion suitable programs, monitoring their results and giving advice to the Ministry of Health as regards policies on Sexual and Reproductive Health. Regarding the budgets and funding sources, they depend on the budget allocation of the Ministry of Health, and the fulfillment of agreements signed by Santa Fe Province or the State; the fulfillment of national plans concerning this issue; and the funds provided by international organizations linked with the Program's goals.

33. With Law 12.978/2009, Santa Fe Province enforces the use of the Guidelines to Improve Post-Abortion Assistance in all public health services providers. The Guidelines were approved by Resolution N° 989/2005 by the National Ministry of Health and Environment. Likewise, as per Resolution N° 612/2012 by the Ministry of Health of Santa Province, its territory adheres to the Technical Guidelines for non-punishable abortions, created by the National Ministry of Health in 2010. In 2016, the Government of Santa Fe Province approved the Guidelines for Integral Sexual and Reproductive Healthcare for lesbians and bisexuals (Available online: [http:// www.santafe.gob.ar/index.php/web/ content/download/234713/1234811/](http://www.santafe.gob.ar/index.php/web/content/download/234713/1234811/))

## Municipal Program of Sexual Health and Responsible Parenthood

TABLE 87.

<b>Jurisdictional level</b>	Municipal
<b>Government Area</b>	Public Health Secretary
<b>Objectives</b>	<p><b>a.</b> Reach the highest sexual health and responsible parenthood levels for the population, so that they can make decisions free of discrimination, coercion or violence <b>b.</b> Offer information as to the right to enjoy a fulfilling and safe sex life, promoting sexual health as basic human right <b>c.</b> Educate the community with a gender perspective <b>d.</b> Promote sexual health since early ages, providing information as to the risks of pregnancy outside the ages considered ideal for reproduction.</p>
<b>Target population</b>	Population of Rosario City.

Source: our own production based on an interview with a municipal civil servant, 2017; municipal regulation and the Rosario Municipality official website, 2017.

The Municipal Program of Sexual Health and Responsible Parenthood works since 1996 under the premise that «every action tending to create awareness as to sexual and reproductive rights will enable that barriers such as discrimination and violence are left aside in favor of gender equality; nurturing individual, familiar and social responsibility in the exercise of sexual and reproductive rights and mutual respect between men and women. There will be a change in existing attitudes...» (Municipal Decree N° 8027/2006, modifying Municipal Decree N° 6244/1996). According to Municipal Decree 8027, the people in charge of providing the Gynecology and Obstetrician services would be from the Municipality and the program would guarantee information, medical checks and controls for the prescription of the contraceptive methods chosen.

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Rosario Municipality also has a Guideline to Improve Post-Abortion Assistance (Municipal Decree N° 26865/2005), along with a Protocol of Integral Assistance for Women in Cases of Non-Punishable Abortions.

Source: Municipal Decree N° 8186/2007, updated by Municipal Decree N° 8912 / 2012).

The program covers: respected childbirth, prevention of breast cancer, Pat test, vaccination against human papilloma virus, pregnancy care, breastfeeding, baby care and medically assisted reproduction, in health centers and hospitals in Rosario. The program's budget depends on the Public Health Secretary of Rosario Municipality. However, the State government also sends contraception products to the hospitals at the beginning of each year, meant to last between 10 and 12 months (right now, this service is suspended). The rest is bought by the Province government or by the Municipality. Misoprostol is only bought by the Province or the Municipality. The Public Health Secretary of Rosario has two areas concerned with these issues: The Health Promotion and Prevention Area (that contains Women's Integral Healthcare) and the General Program of Health Services, which organizes assistance processes as regards health. The actions focus on sexual health, gender violence, contraception, legal terminations of pregnancy, transgender people healthcare and lesbian women healthcare.

The maternity ward of Hospital Roque Sáenz Peña is very influential as regards respected childbirth practices and mother healthcare (Official website, Public Works, Rosario Municipality, 2017). The idea of «respected childbirth» relates to a method of assisting births characterized by respect of the parents and children at the moment of delivery. Through the creation of an intimate environment, the mother, her baby and the family as a whole become main characters and childbirth occurs in the most natural possible way. (Source: Official website, Public Works, Rosario Municipality, 2017). Refurbishing works carried out in Hospital Roque Saenz Peña amount to a total inversion of 30 million (Argentinian pesos), in charge of the Provincial Government. 16 million correspond to the works themselves and 14 million to the equipment and furniture that will be located in its 650m2 premises. Refurbishing and modernization are part of the strategy to create Safe Maternity Wards, focused on Family and integrated to the other services available at the hospital. (Official statements by the Governor of Santa Fe Province, digital newspaper Rosario3.com, 2017). Since 2010–2011, Sexual and Reproductive Health Collegiates have been at work in the city, carrying out comprehensive work among the municipal and provincial administrations. The project of joint work begins when the same political party leads at the municipal and provincial level. This initiative is born, at first, to discuss conscientious objection, and later on the meetings focus on professional practices in general, taking place once a month. There are two Collegiates, one working at the South District and the other one at the North District.



Since 2013 there are Counseling Departments on Sexual and Reproductive Health operating within public hospitals and depending on the Municipality, made up of interdisciplinary teams with the intent of guaranteeing integral access to coverage, with different perspectives and in a coordinated manner.

Source: Municipal Ordinance 9310/2014.

## Policies on Gender Violence of the Municipal Women Institute

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The policies on gender violence by the municipal government are institutionally divided since 2011. For some policies, the application authority is the Municipal Women Institute (IMM – according to its Spanish acronym), depending on the Municipal Executive Power (Municipal Decree 3112/11). For others, it's the Assistance Program in Gender Violence, depending on the Undersecretary of Social Development (Municipal Ordinance 9092/13, which changes former Ordinance 8337/2008, Municipal Decree 2867/2016). Below, we will describe the policies belonging to this dual institutionalism, detailing the institution in charge.

Rosario Municipality was a pioneer in creating a governing body for gender issues and gender violence in 1988, known as Women Department (Resolution 23/1988), under the jurisdiction of the Social Planning Program, depending on the Social Promotion Secretary. It was created in a national context where the Human Rights corpus didn't as of yet have constitutional hierarchy (1994) and in a regional context that hadn't been signed by the powerful imprint of the Belém do Pará Convention (1995) as regards gender violence. Over time, this institution went by different names, until in 2011 (Municipal Decree 3112/11) it became known as Municipal Women Institute, depending on the Municipal Executive Power. The current policies depending on the Institute are:

**TABLE 88.**

Type of policy / thematic axes comprehended	Components / activities	Actors / recipients	Coverage
<p><b>More voices</b> <b>More equals</b> <b>Program</b> (since 2015, ongoing).</p> <p><b>Thematic axes:</b> sexual and reproductive health; relationships without violence; Human Trafficking and Exploitation; gender stereotypes.</p>	<p><b>Prevention</b></p> <ul style="list-style-type: none"> <li>• prevention campaigns</li> <li>• awareness workshops</li> <li>• recreational workshops</li> <li>• promotion campaigns of learnt stuff.</li> </ul>	<p><b>Actors:</b> Municipal Women Institute; Provincial Ministry of Education; city schools; student activists</p> <p><b>Recipients:</b> adolescent students.</p>	<p>70 schools in the city (3 per day) have been engaged in the activities from 2015 to 2017; 1.500 teenagers were reached by the program in 2016.</p>

*(continues in the following page)*

TABLE 88. (cont.)

Type of policy / thematic axes comprehended	Components / activities	Actors / recipients	Coverage
<p><b>Non-sexist Education Team:</b> «Since 2010, the Municipal Women Institute has carried out projects addressed to teachers, guardians and pre-school/elementary students, allowing an approach towards gender perspective in everyday school life». (Source: <i>Andariegas Magazine</i>, 2014.)</p> <p><b>Topics such as:</b> Gender stereotypes; non-sexist language and writing; non-sexist health practices (Respected Childbirth); human rights; women empowerment.</p>	<p><b>Prevention in education, dismantling stereotypes:</b></p> <ul style="list-style-type: none"> <li>• public competitions to design non-sexist toys;</li> <li>• text production using non-sexist language;</li> <li>• teaching workshops</li> <li>• advertising workshops</li> <li>• online courses through the virtual platform of the Municipality</li> </ul>	<p><b>Actors:</b> Municipal Women Institute; Provincial Ministry of Education (Public and Private Management Schools); teachers unions; journalism institutes; Maternity Ward Roque Saenz Peña; INDESO Mujer (civil society organization); Homo Sapiens publishing house, in Rosario.</p> <p><b>Recipients:</b> students, teachers, health workers employed at primary health care areas in health centers, obstetricians, Qom community (indigenous people)</p>	<p>Qom community (15 women closely linked to the Team); users of health centers; obstetricians; teachers, students. We do not have further information available.</p>
<p><b>Coordination of the Municipal Board Against Human Trafficking and Sexual Exploitation</b></p>	<p>Coordination and articulation of actions carried out by multiple actors, on Human Trafficking and Sexual Exploitation in the city. Prevention, assistance, investigation, reports</p>	<p><b>Actors:</b> government organizations (provincial and municipal); civil society organizations; Provincial Secretary of Human Rights; INDESO Mujer; councilors; Center of Judicial Assistance; Territorial Centers for Complaints; Municipal Urban Guard; Provincial Agency of Human Trafficking Investigation, depending on the Ministry of Safety.</p>	<p>Victims of Human Trafficking and/or Sexual Exploitation and/or organized crime (drug trafficking) in Santa Fe Province and Rosario City.</p>
<p><b>White Ribbon Program – Rosario: Interdisciplinary team, Municipal Women Institute</b> Created in 2012 (Ordinance 8957/12) under the «White Ribbon Campaign» of 1989.</p> <p><b>Focuses on:</b> violent masculinity, gender violence, domestic violence, school violence, promoting proper treatment, non-discrimination, education in sexual health and responsible parenthood.</p>	<p><b>Primary prevention:</b> awareness, education, training</p> <p><b>Secondary prevention:</b> coordinated actions by different areas, technical and professional assistance, guidance, recovery, re-socialization process, results assessment (developments regarding action outcomes).</p>	<p><b>Actors:</b> government organizations belonging to different jurisdictional levels, health area and justice area. Multiple social organizations.</p> <p><b>Recipients:</b> men that submit themselves spontaneously, men derived by the Justice and/or men derived by other official organizations.</p>	<p>Men involved in gender violence acts, all types and forms, in the city area.</p>
<p><b>Integral Assistance of victims of Gender Violence, Municipal Women Institute headquarters and municipal district centers</b></p>	<p><b>Coordination of the integral assistance of victims of gender violence: one-on-one and groups</b></p> <ul style="list-style-type: none"> <li>• psychological support</li> <li>• legal counsel</li> <li>• judicial guidance</li> <li>• emotional support, information</li> <li>• group work with professional coordination</li> </ul>	<p><b>Actors:</b> Municipal Women Institute (professional interdisciplinary teams); Assistance Area for victims of Gender Violence; Municipal District Centers (interdisciplinary teams derived from the Municipal Women Institute); Territorial Centers for Complaints.</p>	<p>Women who are victims of gender violence in the Rosario City area.</p>

(continues in the following page)

TABLE 88. (cont.)

Type of policy / thematic axes comprehended	Components / activities	Actors / recipients	Coverage
<b>Education Program with gender perspective</b>	<p><b>Theoretical training and working practices with gender perspective, through mandatory internships for university students:</b></p> <p>by means of agreements between the Municipal Women Institute, the Rosario National University colleges and the Interamerican Open University: Law, Psychology, Social Work, Social Communication.</p>	<p><b>Actors:</b> professionals and agents of the Municipal Women Institute; university students, UNR and UAI interns.</p> <p><b>Recipients:</b> university students.</p>	Municipal Women Institute staff, training process and permanent practices with gender perspective.
<b>Observatory of gender violence</b> (Ordinance 8982/2012)	<p><b>Production and systemizing of information and statistical data on gender violence in Rosario:</b></p> <ul style="list-style-type: none"> <li>• The work is carried out with data received from the Health area and the Territorial Centers for Complaints. Many sources feed the information, along with the Public Prosecution Office and the Public Ministry of Prosecution.</li> <li>• Joint work with the Provincial Statistics and Census Institute (IPEC – according to its Spanish acronym) to record gender violence cases.</li> <li>• It measures physical violence and femicides.</li> </ul>	<p><b>Actors:</b> Municipal Women Institute agents; UNR interns from the College of Economics and Statistics; Secretary of Public Health and public providers of health services; Public Ministry of Prosecution; Police; Municipal Urban Guard; Green Hotline; Ombudsman Office; Provincial Institute of Statistics and Census.</p> <p><b>Recipients:</b> government and non-government organizations, social organizations, general public.</p>	Availability of public information to enhance decision-making as regards public policy in Rosario.
<b>Women Networks relating to gender violence organized throughout the territory:</b> North District, South District and Southwest District. «Sometimes they see you with a flyer standing in line to pay the bills and they come and ask you... in a low voice, but they do ask». (Mónica, Women Network, South District, 2017).	<p><b>Violence prevention – Rights promotion – Victim support. Teach and share what they know. Territorial assistance:</b></p> <p>Support group sessions for women, carried out voluntarily, coordinated and articulated by the Municipal Women Institute. South Network is the pioneer, it has existed for more than 15 years.</p>	<p><b>Actors:</b> organized women across the territory; Municipal Women Institute; Municipal District Centers; community centers; health centers; neighborhood organizations; social organizations.</p> <p><b>Recipients:</b> women who are victims of gender violence.</p>	Women who are victims of gender violence in the Rosario City area.
<b>Municipal leave on account of gender violence</b> (Municipal Decree 2804/2014)	<p><b>Request reception, procedures and management of the leave, with the intervention of the legal and health areas and the union:</b></p> <p>Procedure steps:</p> <ul style="list-style-type: none"> <li>• request entry in the Municipal Women Institute</li> <li>• acknowledgment and medical report</li> <li>• legal intervention</li> <li>• communication to the municipal union</li> </ul> <p>One year long, renewable every three months.</p>	<p><b>Actors:</b> Municipal Women Institute; health area; legal affairs commission; municipal employees union.</p> <p><b>Recipients:</b> Municipal agents who are victims of gender violence.</p>	Municipal agents who are victims of gender violence.

(continues in the following page)

TABLE 88. (cont.)

Type of policy / thematic axes comprehended	Components / activities	Actors / recipients	Coverage
Sexual and reproductive rights	<p><b>Training workshops:</b> deploying multiple techniques (recreational, visual, textual), in order to achieve the integration of all personal aspects of the participants, favoring self-value, self-esteem and self-assurance.</p> <p><b>Axes:</b> publicize sexual rights and eliminate stereotypes relating to sexuality. Create a space to foster communication and reflection, to achieve autonomous and responsible decision-making. Contribute to solve conflicts in a non-violent way, through dialogue, creating new models for healthy relationships, promoting mutual care and developing self-esteem. Favoring reflection as regards being in a relationship during adolescence, while discovering expectations as regards the opposite gender.</p>	<p><b>Actors:</b> Municipal Women Institute; Provincial Ministry of Education (Private and Public Management schools).</p> <p><b>Recipients:</b> students, teachers and community organizations.</p>	There is no information available.

Source: our own production based on an interview with a municipal civil servant, 2017; municipal regulation and the Rosario Municipality official website, 2017.



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Municipal policies on gender violence assistance, depending on the Assistance Program on gender violence

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In 2008, in Rosario, the Specialized Services in Violence Prevention and Assistance to Women were created, as per Ordinance 8337/08, to assist women in situations of domestic violence. They depended on the governing body at the time, the Women Area. In 2013, implementing these Services falls under the jurisdiction of the Assistance Area on Gender Violence (Ordinance 9092/13). Later on, in 2016, as per Municipal Decree 2867/16, they go by the name «Assistance Program on Gender Violence», depending on the Undersecretary of Social Development. The policies in charge of said Program as part of the Services implementation are the following:

## Telephone Hotline Green Line

TABLE 89.

<b>Jurisdictional level</b>	Municipal
<b>Government Area</b>	Integral Assistance of victims of Gender Violence – Secretary of Social Development.
<b>Objectives</b>	Emergency advisory services, legal and psychological support, direct assistance of the telephonic consultation, case follow-up by qualified personnel (of the municipal government or other government entities or NGOs), judicial support.
<b>Target population</b>	Women and their children.

Source: our own production based on information from the Municipal Decree 1214/90; official website of the Municipal Government; Assistance Program on Gender Violence (2017), Annual Report 2010; Program of Assistance and Prevention of Gender Violence, Women Area, Secretary of Social Promotion, Rosario Municipality.

This service was created by the municipal government in 1990 (Decree 1214/90) and it has been redefined over time: as regards its operating guidelines (for example, extending the opening hours); professionalizing the workforce; widening the Service's components and activities (emergency advisory services, legal aid, psychological support, referral, case follow-up); legal follow-up through multiple stages, once the complaint has been filed. The actors involved are the Police and the Municipal Urban Guard, the Ministry of Social Development, Provincial Courts, Legislative Chambers, Ombudsman Office, civil society organizations. Management of the hotline service is in charge of the area of Integral Assistance for victims of gender violence. It is currently made up of 10 telephone operators, 5 professionals in the operative team, 3 administrative employees (who work in the area of Integral Assistance). As regards gender violence, the administration has worked towards guaranteeing assistance in Rosario and, in order to further this goal, merging the 0800 hotline available in Rosario (green line) with the 144 (national hotline). As of yet it has not been possible. (Interview with civil servant, Rosario Municipality, 2017).

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«More than 90 % of the phone calls correspond to situations of domestic violence. This is due to the awareness within the community as to the use of the hotline for this specific purpose»<sup>34</sup>.

Source: Annual Report 2010, Area of Assistance of victims of gender violence – Secretary of Social Development.

<sup>34</sup>. Annual Report 2010 (October 2009 to September 2010); Program of Assistance and Prevention of Gender Violence, Women Area, Secretary of Social Promotion, Rosario Municipality. Available online 27/09/2017 <http://www.rosario.gov.ar/sitio/verArchivo?id=5705&tipo=objetoMultimedia>.

Service of interdisciplinary  
professional assistance

**TABLE 90.**

<b>Jurisdictional level</b>	Municipal
<b>Government Area</b>	Integral Assistance of victims of Gender Violence – Secretary of Social Development.
<b>Objectives</b>	Assist and support women undergoing situations of violence, or who had experienced them in the past.
<b>Target population</b>	Women and their children.

Source: our own production based on municipal regulation and an interview with a municipal civil servant, 2017.

The problem that it sets out to face is the violence suffered by women on account of their being women. Framed by a patriarchal culture that legitimizes, naturalizes and tolerates violence and discrimination, these issues continue to thrive through cultural patterns.

The Service's main components and activities are: professional assistance; free telephonic assistance (green hotline); women's shelters; awareness-raising campaigns; training programs for the professionals that make up the intervening Teams. Rosario has two institutions for protection and shelter of women victims of violence, with a capacity of 30 places. By the use of agreements, it may be possible to increase accommodation (Levín S., 2017). Assistance, which aims to be integral, is guaranteed throughout the territory. It is decentralized, based on multiple municipal district centers in Rosario City, and operated by professional interdisciplinary teams (social workers, psychologists, lawyers, specialists in Minors and Family Law). They use an assistance strategy comprehending three work perspectives: gender perspectives, as a conceptual and operative framework; a comprehensive approach, working with interdisciplinary teams and in networks, not only with institutions, but also with women organizations. Furthermore, there are lines of action oriented to promote the victims' labor integration. There is also a coordination of the Work Board among official entities and social organizations.

The actors involved are the following: The Municipal Women Institute, the Center of Judicial Assistance, the Public Ministry of Prosecution, the Secretary of Public Health of Rosario Municipality, the Disability Program, Emergency 911, the Municipal Urban Guard, Police of Santa Fe Province and social and neighborhood organizations.



## 4.5 Housing and Services



## 4.5 Housing and Services

H-S

### RIGHT TO A HEALTHY ENVIRONMENT:

«Everyone shall have the right to live in a healthy environment and to have access to basic public services. The States Parties shall promote the protection, preservation, and improvement of the environment».

(Article 11. Protocol of San Salvador)

«By 2030, ensure access for all to adequate, safe and affordable housing and basic services and upgrade slums».

(Target 11.1 Agenda 2030)

H-S

### OBJECTIVE

«To provide more and better housing options, specially to the inhabitants in vulnerable conditions and with lower resources, so as to guarantee the equal, fair and non-discriminative access to basic public services».

(Objective 6 – Pacto Acción  
Carta Social de las Américas)

The action of inhabiting implies a complex shaping, which can only be understood as a result of interweaving processes of different nature and temporalities. «Distances and contrasts defined by the ways of inhabiting of multiple social sectors, their divergent features and the difficulty in creating harmony are characteristic enhanced by public policies and the changing role of the State in this issue». (Ballent, 2010: 174)

As regards the processes outlined above, in this description we classify Housing and Services programs taking into account: **a.** public policies on housing construction, normative and access to the urban soil; **b.** interventions carried out in informal settlements, **c.** the provision of infrastructure, service and equipment throughout neighborhoods, **d.** policies meant to stimulate production and consumption through financial market intervention and recent initiatives meant to address problems relating to rents.

H-S

In Rosario, there are currently **87** informal settlements distributed throughout the territory in the following way:  
**5** in the Central District,  
**14** in the North District,  
**13** in the Northwest District,  
**24** in the West District,  
**15** in the Southwest District,  
**16** in the South District.

Source: Secretary of Planning,  
Rosario Municipality, 2016.

a. Policies oriented to housing construction  
of social interest and provision of lots with services

Program  
My Soil, My Home

TABLE 91.

<b>Jurisdictional level</b>	Provincial – Municipal
<b>Government Area</b>	Secretary of Habitat – Provincial Program of Housing and Urbanism
<b>Objectives</b>	Guarantee access to housing and urban soil, lots with infrastructure and basic services for sections of the population that do not have a house or lot of their own.
<b>Target population</b>	Families belonging to low and medium socio-economic sections.

Source: our own production based on Resolution 153/2 Secretary of Habitat, and Ordinance 8976/12 Special Program Mi Tierra, mi Casa (My Soil, my Home)

As a response to the rapidly changing developments in urbanism, lack of planning and speculation concerning the real estate market, the provincial program My Soil, My Home aims to facilitate access to urban soil provided with basic services, for citizens that do not have their own house or lot.

The Program focuses on: identifying vacant lots in the provincial territory and assessing the infrastructure works and services needed to urbanize them; promoting funding for the works; cooperating with providers and public services operators; signing management agreements related to multiple jurisdictional levels and/or individuals or private legal entities (unions); carrying out public draws to assign lots fairly. In Rosario, the program has made available 1033 lots provided with services in the «Ibarlucea Housing Park», located in the North District and 576 lots with services in the «Avellaneda Oeste Allotment» located in the West District.

TABLE 92.

<b>Jurisdictional level</b>	Provincial – Municipal
<b>Government Area</b>	Secretary of Habitat – Provincial Program of Housing and Urbanism
<b>Objectives</b>	Promote housing solutions with different degrees of evolution and complexity and multiple schemes of contributions and shared effort.
<b>Target population</b>	Families belonging to low and medium socio-economic sections.

Source: our own work based on the official website of the Santa Fe Province Government, 2017.

The Construction and/or Funding of Housing Solutions Program, as its name indicates, promotes housing solutions with different degrees of evolution and complexity and multiple schemes of contributions and shared effort, taking into account the reality of the section addressed by the housing proposal.

The program includes a wide range of operations, such as housing construction, developed by the Provincial Program of Housing and Urbanism; housing execution, carried out by communal management; «own lot» initiatives; assisted self-construction, and agreements with unions, companies and cooperatives to build and/or partially fund housing solutions. In Rosario, the program is currently assigning 244 dwellings in the Northwest District and 450 in the North District.

b. Policies oriented to provision of infrastructure,  
services and equipment throughout neighborhoodsProject  
*Travesía*

TABLE 93.

<b>Jurisdictional level</b>	National – Municipal (two stages)
<b>Government Area</b>	Secretary of Public Works, National Government and Public Service of Housing and Habitat.
<b>Objectives</b>	Urban integration, construction of 500 dwellings, provision of services and infrastructure.
<b>Target population</b>	500 families who belong to the Qom community

Source: our own work based on Ordinance 8439/2009 and the official website of Rosario Municipality <http://www.rosario.gov.ar/web/ciudad/obras-publicas/transformaciones-integrales-barriales/bo-travesia>

The project *Travesía* is an intervention for urban and social integration, addressed to families who belong to the Qom community and currently live at the crossing of Sabín and Juan José Paso streets in Rosario. The works consist on the construction of 500 dwellings provided with all infrastructure services, 2 health centers, a police station and a security post, 2 community centers, a school and a sports center. It will be materialized in two locations: one in the Sabín and Juan José Paso crossing and the other in the Antequenera and Renán crossing (Nueva España neighborhood). The project was originally formulated by the Madres de Plaza de Mayo Foundation along with the Program Shared Dreams in the year 2010. It was stopped for more than a year and reactivated in mid-2012, with the Public Service of Housing and Habitat taking charge. The works' contract was assigned to the private construction company Pecam, under municipal supervision and with a pending end of works certification. Financing was non-refundable, and in charge of the then National Ministry of Federal Planning, Public Investment and Services, Secretary of Public Works and Undersecretary of Public Works. Out of the 32 laborers employed by the company, 20 belong to the Qom community. In 2014, the Municipal Board approved the project's second stage.

## Program of Neighborhood Improvement (PROMEBA III AND IV)

## RIGHT TO HOUSING AND SERVICES

TABLE 94.

<b>Jurisdictional level</b>	National
<b>Government Area</b>	Ministry of Interior, Public Works and Housing – Secretary of Housing and Habitat – Public Service of Housing and Habitat.
<b>Objectives</b>	Improve living standards and contribute to urban and social inclusion and integration of the poorest segments in Argentinian population. The program's actions aim to take part of the national public strategy to lower poverty levels, reduce overcrowding and environmental hazards, and improve sanitary conditions for the population. It has the goal of assisting a total of 250,000 Argentinian homes.
<b>Target population</b>	Population residing in irregular settlements and slums.

Source: our own work based on the regulation quoted above and the official website of the PROMEBA (<https://www.promeba.gob.ar/>).

The goal of the Program Neighborhood Improvement is to upgrade living standards and contribute to urban and social inclusion and integration of the poorest segments in Argentinian population. Through the execution of comprehensive projects throughout neighborhoods, the PROMEBA makes interventions oriented towards fortifying the target population in the place where they live, providing works of urban infrastructure, community equipment and environmental sanitation, and strengthening their human and social values. In Rosario, thanks to the Public Service of Housing and Habitat, actions are carried out in North, South and Southwest Districts, specifically in Villa Itatí, La Cerámica and Villa Moreno, irregular neighborhoods.

### Project Coverage Comprehensive Strategy:

- Villa Itatí: **713** families
- La Cerámica: **800** families
- Villa Moreno: **733** families

Program Shared Efforts for  
Neighborhood Improvement

TABLE 95.

<b>Jurisdictional level</b>	Provincial
<b>Government Area</b>	Provincial Program of Housing and Urbanism along with Rosario Municipality.
<b>Objectives</b>	Promote participation and commitment as regards the care of public and shared spaces, with the intent of improving social and urban coexistence.
<b>Target population</b>	Inhabitants of collective housing complexes organized in a consortium of co-ownership according to the Law of Horizontal Property 13.512 those crediting that they are undergoing an organization process.

Source: our own work based on Resolution 0025/2013, Secretary of Habitat, Government of Santa Province, and Law of Horizontal Property 13.512.

The Program Shared Efforts for Neighborhood Improvement is addressed to inhabitants of social housing complexes built by the Provincial Program of Housing and Urbanism. Acknowledging the need to strengthen the sense of belonging and commitment as regards the care, preservation and general maintenance of public and/or shared spaces, the program promotes education and training for the creation of consortiums. Furthermore, when problems arise in these spaces as regards electrical power provision and services related to sanity and hygiene, the program also promotes minor works relating to infrastructure and sanitation.

In Rosario there are interventions in ten neighborhoods: refurbishing squares and parks; repairing sidewalks; eliminating urban barriers (illegal garages); clearing public areas; making repairs in private areas; painting the buildings' fronts; creating and training new consortiums.

**Neighborhoods:**

Grandoli and Gutiérrez,  
7 de Septiembre,  
Latinoamérica,  
Supercemento, Rucci,  
Sindicato de la Carne,  
Casiano Casas, Rouillon  
and Seguí and  
Supercemento

## Program of Social and Urban Integration of Irregular Settlements

## RIGHT TO HOUSING AND SERVICES

TABLE 96.

<b>Jurisdictional level</b>	Provincial
<b>Government Area</b>	Secretary of Habitat – Provincial Program of Housing and Urbanism – Public Service of Housing and Habitat – Social Cabinet.
<b>Objectives</b>	Contribute to the improvement of living standards among the population and democratize the access to the city, urbanizing informal settlements and improving the access to urban soil in municipalities and communes throughout Santa Fe Province.
<b>Target population</b>	Inhabitants of irregular settlements.

Source: our own work based on Resolution 0009/2013, Secretary of Habitat and Interview 2017.

Aiming towards physical and social integration of the poorest sections of the population, the Program of Urban Integration of Irregular Settlements carries out actions in a comprehensive, planned and coordinated manner, working alongside areas belonging to the three government levels. Its activities are: housing construction and/or housing improvement and expansion; provision of social equipment, infrastructure and public spaces; provision of services; elimination of urban barriers; strengthening of social organization; improvement of accessibility and communications between the spaces; sanitation and/or mitigation of environmental problems; ownership regulation and safe possession of the soil; granting loans meant for improvements and repairs of shared spaces. This initiative is promoted by the Secretary of State, and addressed to the neighborhoods deemed suitable by the Social Cabinet, according to local administrations.

Currently, the program intervenes in all the districts throughout the city and in twelve informal settlements belonging to the Open Plan.

Cullen and Sorrento,  
Polledo, Cordón Ayacucho.  
Los Unidos, Antena,  
Villa Fanta, Ludueña,  
Los Pumitas, Villa Banana,  
Avellaneda 4200,  
La Palmera, Cambria  
and Montevideo

C. Policies aiming to guarantee  
safe ownershipProgram of House Deeds for FONAVI  
(Fund for Social Housing) residences

TABLE 97.

<b>Jurisdictional level</b>	Provincial
<b>Government Area</b>	Secretary of Habitat – Provincial Program of Housing and Urbanism.
<b>Objectives</b>	Provide legal certainty to families benefiting from the FONAVI program by granting proof of property ownership.
<b>Target population</b>	Those in possession of purchase contracts relating to FONAVI residences, with award resolutions issued by the Provincial Program of Housing and Urbanism, or else are considered beneficiaries in accordance with article 3 of Law 12.953.

Source: our own work based on LP 12953/2009 and official websites.

In addition to the program Shared Efforts for Neighborhood Improvement, the Program of House Deeds for Fonavi residences sets out to provide legal certainty to citizens inhabiting Fonavi housing projects, through the grant of house deeds and establishing the residences' status as Family Properties. This program has the particularity of revolving around incorporation to the house deeds regime of families that currently live in a house without a legal authorization issued by the Provincial Program of Housing and Urbanism.

It carries out the following activities: surveying residences to determine each one's ownership situation, initiating regularization procedures and drafting and granting house deeds. Since the year 1997, the National Fund for Social Housing (FONAVI) has made interventions in Rosario City, building multiple housing projects. Towards the end of 2009, the Executive Unit of Social Housing Deeds is created in the province —Provincial Law 12.953—. This agency discovers that there are 68000 residences built, out of which 40000 are without a house deed and only 15000 keep up with mortgage payments.

TABLE 98.

<b>Jurisdictional level</b>	Provincial
<b>Government Area</b>	General Property Record, in agreement with the Ombudsman Office of Santa Fe.
<b>Objectives</b>	Protect family property against any economic contingency that could precipitate its loss.
<b>Target population</b>	<b>a.</b> Registered owner of a property, for their own interest; <b>b.</b> spouse, partner, ascendants or descendants; <b>c.</b> when people falling under requisite b. do not exist, it is possible to designate other relatives up to the third degree, if and when they live with the owner.

Source: our own work based on Laws 26.994 and 27.077, Article 244 of the Civil and Commercial Code. Joint Technical and Record. Disposition N° 15/2016, and information provided by the Ombudsman Office of Santa Fe.

The program Protect your home is implemented by the General Property Record, depending on the Ministry of Justice and Human Rights of Santa Fe Province, in agreement with the Ombudsman Office. It is a legal device meant to protect family residences against economic hardships. In order to do so, it offers support to fill the application forms made available online by the General Record, providing citizens with house deed drafts and/or dwelling plans, as these are formally requested by said application forms and other proceedings to register the residence as a family property. The procedure is free of charge and realized in a decentralized manner.

In Rosario City, the Ombudsman Office has initiated 96 dossier assessments over the period ranging from January 1 2017 to July 31 the same year.

d. Policies aiming to encourage production and consumption, through intervention in the financial market and aids for production and consumption

Program of Argentinian Bicentenaries Loans for Family Dwelling–Property (PROCREAR – according to its Spanish acronym)

TABLE 99.

<b>Jurisdictional level</b>	National
<b>Government Area</b>	Ministry of Interior, Public Works and Housing – Secretary of Housing and Habitat.
<b>Objectives</b>	Enable access to home ownership and jobs creation as policies relating to economical and social development.
<b>Target population</b>	Families belonging to low and medium socio–economic sections.

Source: our own work based on decree PEN 902/2012 and information available on the official website of Rosario Municipality. Last checked October 2017.

The Program of Argentinian Bicentenaries Loans (PROCREAR) has the goal of enabling home ownership for all social sections where this need remains unfulfilled.

It was born as an answer to a relatively wide offer of mortgage loans —both by public and private banks— that, nevertheless, have very restrictive conditions for the potential applicants, especially for people with lower incomes. (Mortgage loans have set deadlines and initial installments that cover only a partial amount of the total value of the property, and top limits are defined early on. This means that they are only useful for families with significant saving capacity).

The program has four lines of funding: **a.** To buy or to build a house; **b.** Urban developments; **c.** Lots with services; **d.** Home improvement. While the first three lines of funding are oriented to buying or building a new house or acquiring a lot with services, the latter is meant to finance connections with the services network, or to make repairs or improvements in properties. In Rosario, within the line of Urban Developments, we underline the «Housing Complex Tiro Federal» located in the city’s North District. Out of the 352 planned housing units, 42 will be assigned through draw systems by Procrear, and the rest will be sold through the private sector. Private companies will also be in charge of preparing streets, infrastructure works and all services.

### Housing Complex

#### «Tiro Federal»:

42 out of 352 houses will be assigned through draw systems by PROCREAR, and the rest will be sold through the private sector.

TABLE 100.

<b>Jurisdictional level</b>	Municipal
<b>Government Area</b>	Public Service of Housing and Habitat. Center of Social Assistance with Rents.
<b>Objectives</b>	Provide legal counsel and personal loans enabling people who have signed rental agreements to finance the costs it entails.
<b>Target population</b>	Families belonging to low and medium socio-economic sections.

Source: our own work based on an interview, 2017, and the official website of the program  
<https://www.rosario.gov.ar/web/gobierno/desarrollo-social/hoy-alquilo-asesoramiento-social-en-alquileres>

Since prospective tenants face many difficulties in order to renew their rental agreements, the Program Today I Rent offers: **1.** free legal counsel, for tenants or prospective tenants, so as to guide them through the eventual conflicts that may arise when signing the agreement or having already rented the property, **2.** personal loans to face the costs derived from the rental agreement, enabling people to finance the costs it entails (the maximum is up to \$ 25,000 ARS in installments, over a period of 12 months, with a fixed rate subsidized by the Rosario Municipality **3.** guarantee to rent a family dwelling, consisting of a guarantee–security deposit issued by the Municipal Bank of Rosario, which may be used to sign rental agreements for a prospective family dwelling within Rosario. It's worth mentioning that most consultations came from and most loans were granted in the District Center.

**Over the course of a year  
the Program Today I Rent  
has the following results:**

- **7.300** instances of counsel and guidance.
- **90** loans have been granted
- By now an amount of **\$ 1,000,000 ARS** has been destined for personal loans to face initial costs of renting, refurbishments or moving out.





## 4.6 Georeferencing



## 4.6 Georeferencing

Here we intend to show —through the use of a georeferencing device— how the policies and programs described above become operative and are implemented throughout the territory of Rosario. Georeferencing the policies and programs at hand on a city map allows us to observe public policies from a territorial perspective, acknowledging the role that State institutions in charge of implementation play. In order to create the maps, we used QGIS, a geographic information system software, as it allowed us to create multiple layers relating to the different types of institutions and active or deactivate them to make multiple readings as regards the territorial deployment of public policies.

Thus, we organized maps according to each of the prioritized topics, identifying the institutions that operate policies and programs with dots in different colors and, meanwhile, we marked the affected areas or zones with polygons. To sum up, we created a map containing all topics and relating them to the institutions, each with a different color (see references) and, at the same time, identifying those policies —plans, programs, projects, actions, services, institutions— involving more than one topic with an extra color.

Visualizing policy deployment throughout the territory is yet another tool to assess the suitability of the government instances when implementing policies at a territorial scale. We can assess the overall presence of State institutions, especially in neighborhoods with higher levels of rights violations.

Meanwhile, it exemplifies the conditions to foster work in territorial networks and coordination not only within the state apparatus but also with other actors from civil society who are involved with these topics. It's worth mentioning that the georeferencing of civil society organizations is not meant to be thorough; the only ones included are those identified with a role in implementing the prioritized policies.

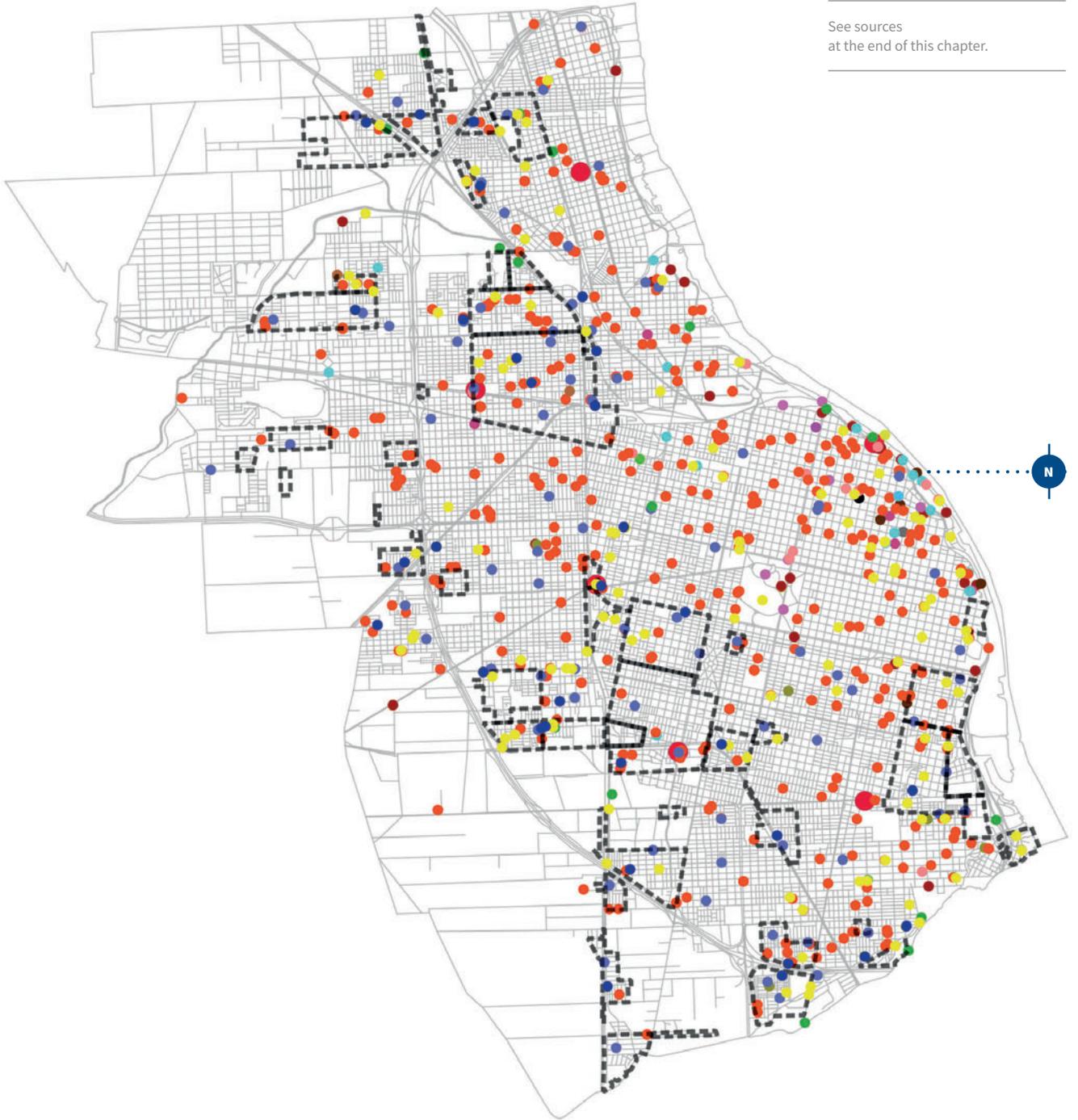
The analysis we are to carry out in the following chapter is based on the description and georeferencing of the lines of action. The focus on the territory involves spaces, actors, institutions, social organizations, networks, services, urban equipment and infrastructure improvements, and it shows potential as an opportunity to develop strategies.



**MAP 4.** Territorial map of social policies implemented in Rosario City concerning Poverty

References

- Municipal District Centers (Rosario Jobs and Rosario Endeavors)
- Social Centers for Neighborhoods
- Delegation Law 5110
- New Opportunity Neighborhoods
- Open Plan
- State in your neighborhood
- *La Estación*
- Orchards and Gardens (Urban Agriculture)
- Local attention centers – MDS NACION (7 children mothers pension)
- Hospitals and Health centers
- Educational Facilities under Public Management
- Schools and Municipal Libraries
- Food Institute (*Entre Saberes*)
- Vector Control (*Entre Saberes*)
- Sports Centers
- Cultural centers
- Theaters
- Museums
- Theme parks
- Childhood triptych
- ANSES
- Service of Citizen Assistance
- Ombudsman Office
- UNR Seat of Government
- Streets



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See sources  
at the end of this chapter.

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**MAP 5.** Territorial map of the neighborhoods included in the Open Plan (*Plan Abre*) and the implementation of the New Opportunity Program (*Nueva Oportunidad*)

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## References

- 
- New Opportunity

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  - Neighborhoods Open Plan

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  - Municipal District Centers

---

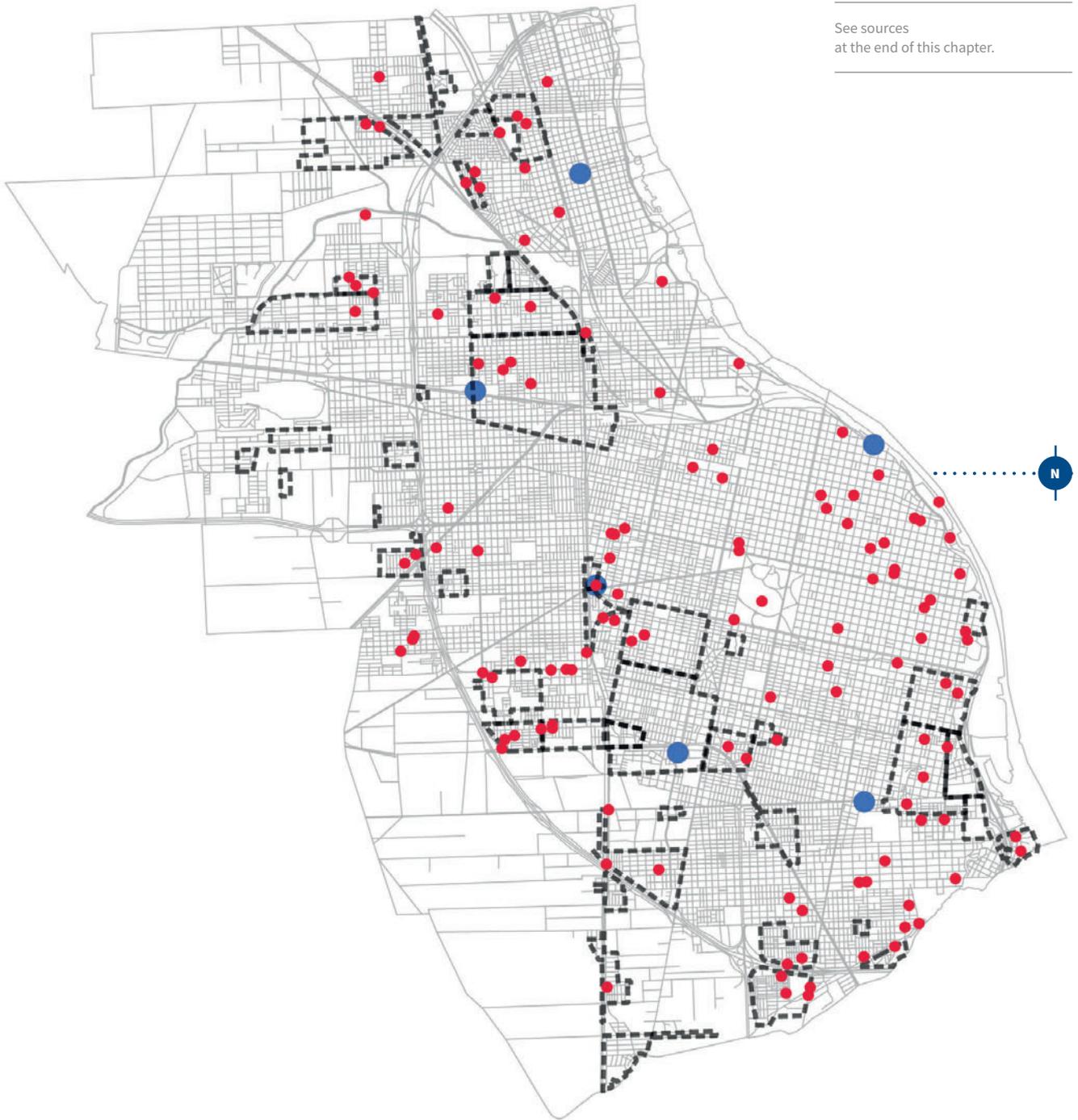
  - Streets

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See sources  
at the end of this chapter.

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**MAP 6.** Territorial cultural offer map  
of Rosario City

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## References

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● Municipal District Centers

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● Schools and Municipal Libraries

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● Sports centers

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● Cultural centers

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● Theaters

---

● Museums

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● Theme parks

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● Ombudsman Office

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— Recreational Street

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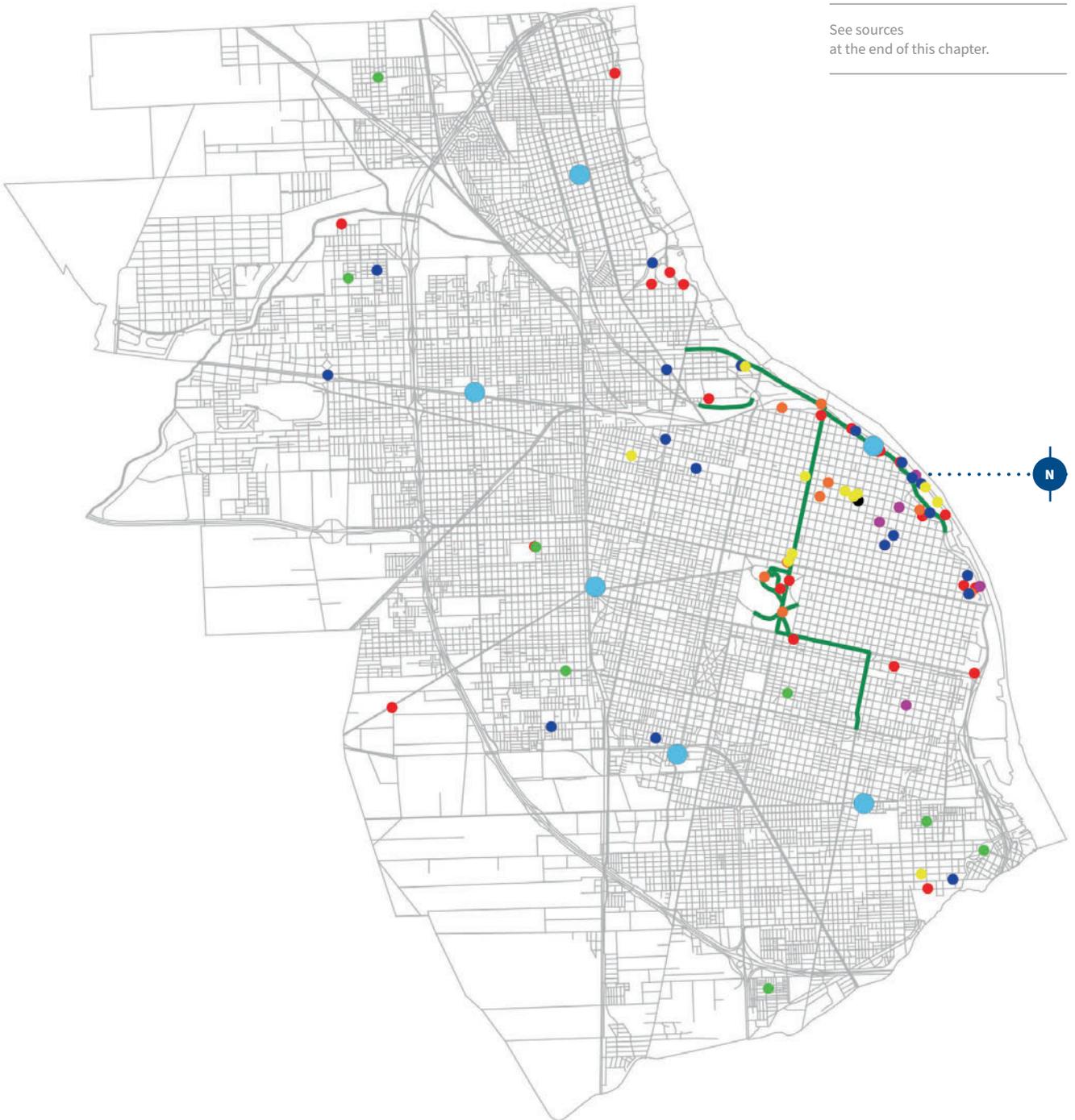
— Streets

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See sources  
at the end of this chapter.

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**MAP 7.** Territorial map of social policies implemented in Rosario City concerning Old Age

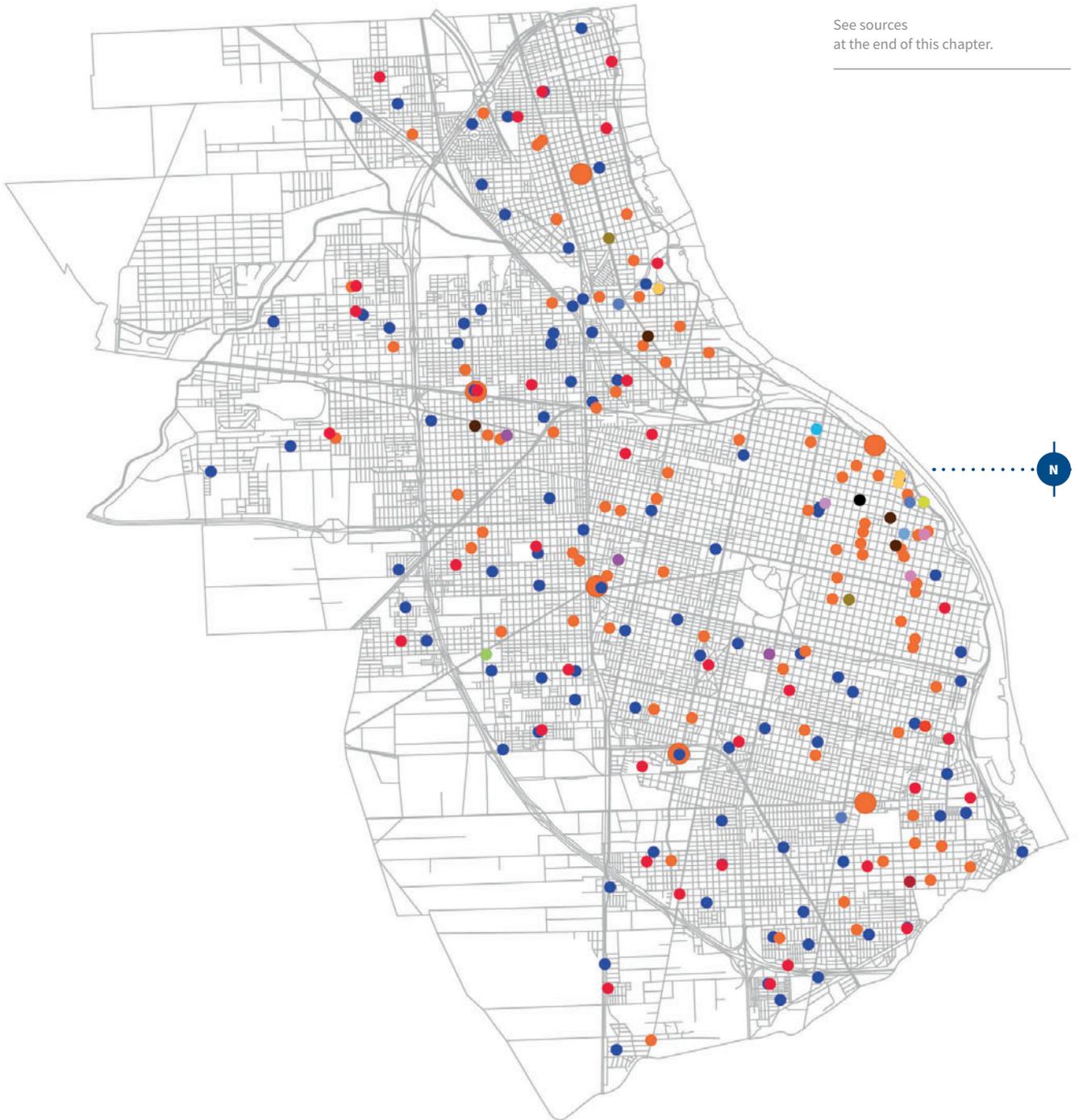
References

- Ombudsman Office
- CAIAM
- Delegation Law 5110
- Day centers
- ANSES
- Municipal Direction of Old Age Men and Women
- Gerontology Municipal School «*Dr. M. Berezovsky*»
- Geriatric Provincial Hospital of Rosario
- IX PAMI Rosario
- PROUAPAM
- Policlínica PAMI
- Feeding centers PAMI
- Provincial Direction of Old Age
- Elderly people's home
- Official Elderly people's home «*Jorge Raúl Rodríguez*»
- Justice Access Center
- Federal courts 1 y 2
- UPAMI UNR
- Old age centers
- Hospitals and health centers
- Municipal district centers
- Streets

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See sources  
at the end of this chapter.

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## MAP 8. Territorial map of social policies implemented in Rosario City concerning Disability

### References

- 
- Municipal Program for inclusion of people with disabilities

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  - Delegation Law 5110

---

  - *La Estación*

---

  - Inclusive Plant Nurseries

---

  - Ombudsman Office

---

  - UNR Seat of Government

---

  - «Juan Alvarez» Argentinian Library

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  - «Manuel Estrada» Municipal Public Library

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  - Academic units – UNR

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  - Special Educational Facilities under Public Management

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  - Educational Facilities under Public Management

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  - ILAR (Public network of Rehabilitation units)

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  - Hospitals and Health Centers (Public network of Rehabilitation units)

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  - Municipal District Centers

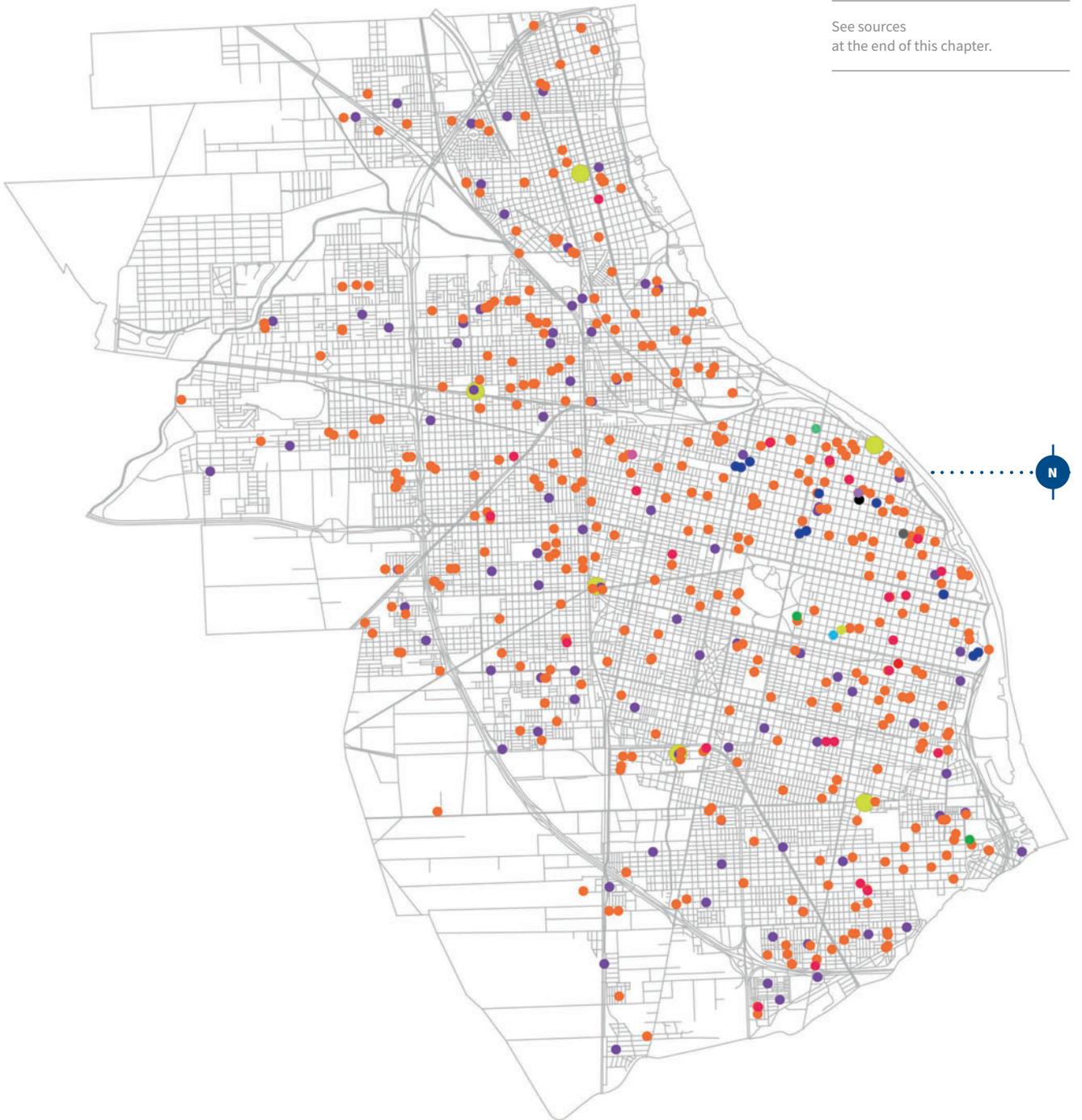
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  - Streets
-

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See sources  
at the end of this chapter.

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## MAP 9. Territorial map of social policies implemented in Rosario City concerning Gender Violence

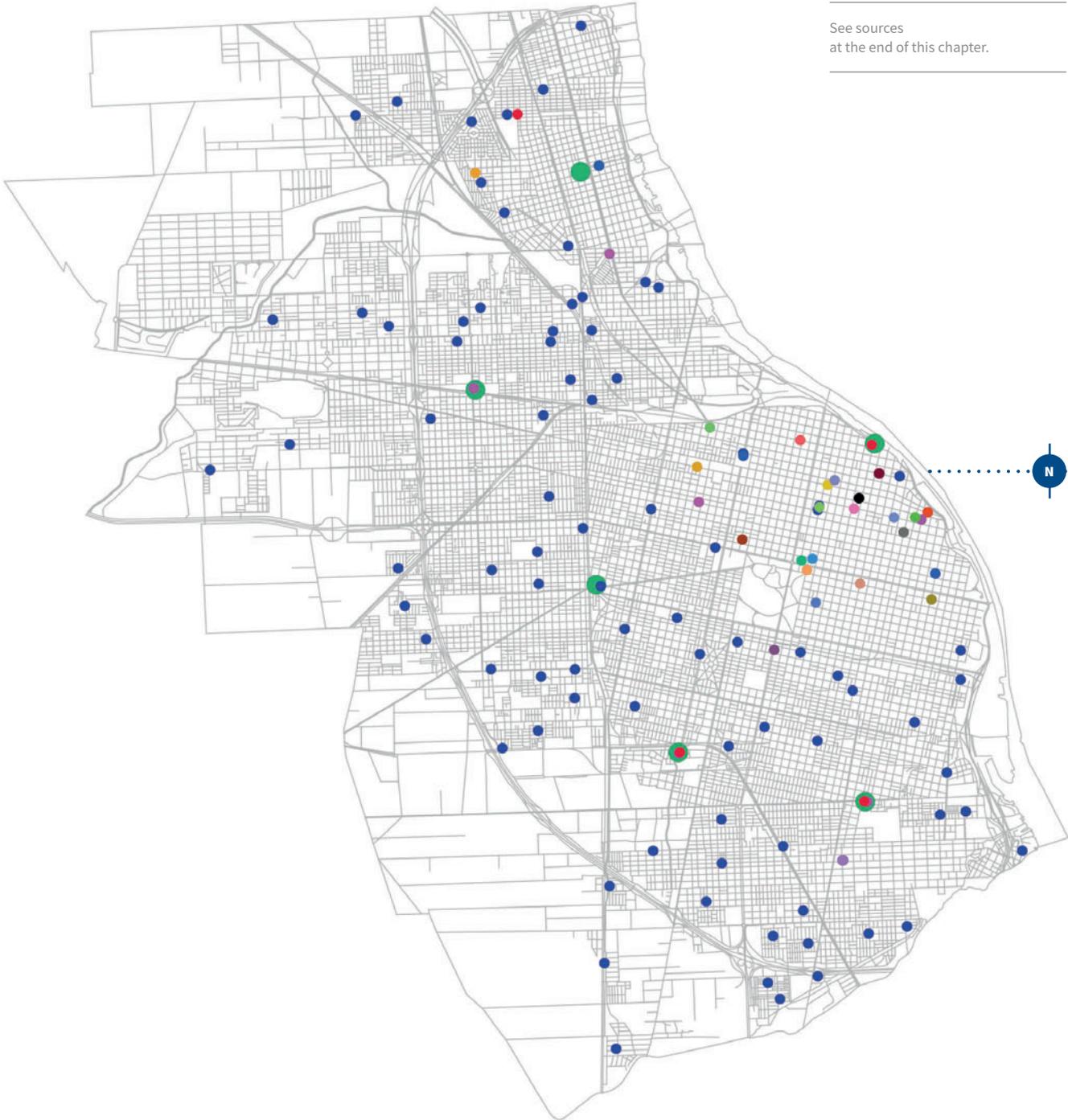
### References

- Municipal District Centers
- Territorial Women Networks (Active)
- UNR Seat Of Government
- Area Of Sexual Diversity
- Center Of Judicial Assistance
- Women Police Station
- Municipal Women Institute
- Integral Health Program For Women
- Profesional Interdisciplinary Attention Service
- Social Work Service Hospital «*Roque Saenz Peña*»
- Unit Of Information And Attention For Victims And Complaining
- LGBTI House
- Assitance Center For Victims And Crime Witnesses  
(Ombudsman Office Santa Fe, Rosario Office)
- Municipal Urban Police
- Public Ministry Of Acusation. Region 2
- Psychologists Agrupation *La Toma*
- Insgenar (Develpment, Rights And Gender Institute)
- *Las Safinas*
- Women In Black
- Cedefaim (Family And Women Development Center)
- *Indeso Mujer*
- Women House
- Women Front Ate Rosario
- Vox Civil Association
- Ademur (Association Of Resilient Women)
- Center Of Social And Cultural Studies For The Community
- *Movimiento Evita*
- *Mumalá*
- Complaining Territorial Center
- Collegiate In Sexual And Reproductive Health
- Consultant In Sexual And Reproductive Health
- Hotline \*911
- Green Hotline
- Hospitals And Health Centers
- Streets

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See sources  
at the end of this chapter.

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**MAP 10.** Territorial map of social policies implemented in Rosario City concerning Housing and Services

References

- 
- Ombudsman Office

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  - UNR Seat of Government

---

  - Center of Social Assistance on Rents

---

  - *Travesía*

---

  - PROCREAR

---

  - Neighborhoods Open Plan

---

  - FONAVI – Program Shared Efforts

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  - PROMEBA

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  - My Soil, My Home

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  - Program of Urban Integration

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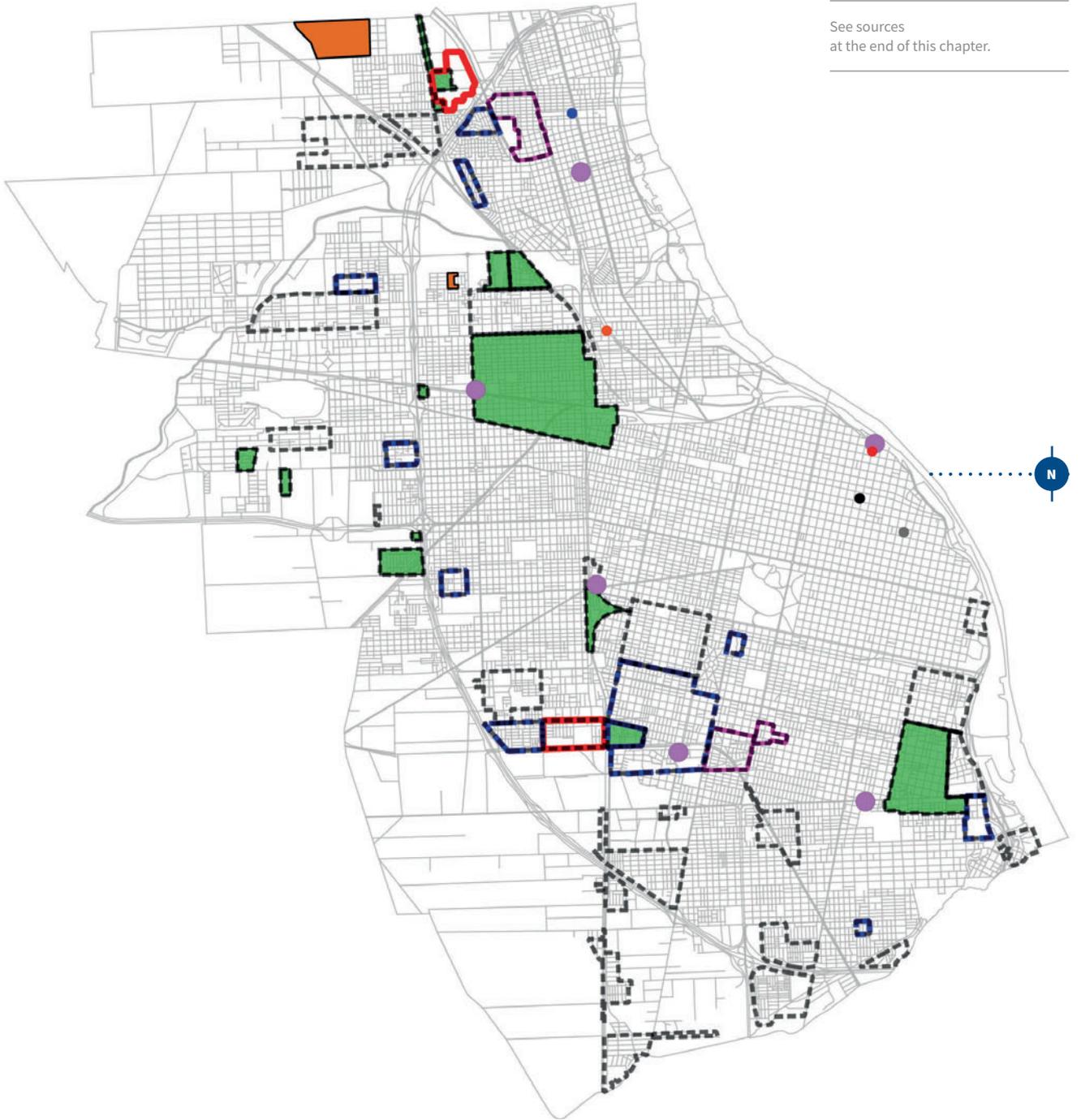
  - Housing Solutions

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  - Municipal District Centers

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  - Streets
-



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See sources  
at the end of this chapter.

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**MAP 11.** Territorial map of social policies implemented in Rosario City concerning: Poverty, Old Age, Disability, Gender Violence and Housing and Services

## References

- 
- Poverty

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  - Disability

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  - Old Age

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  - Gender Violence

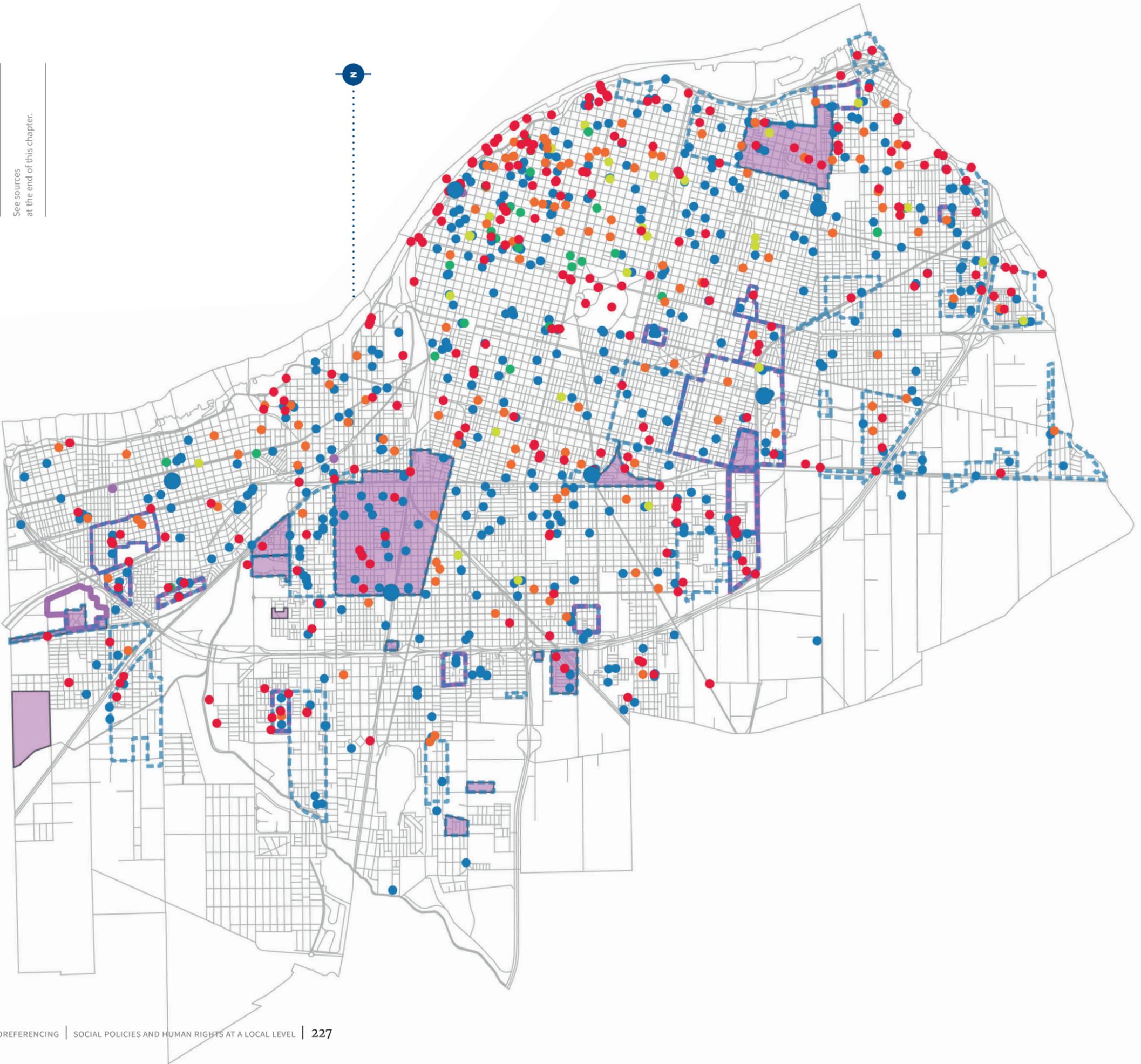
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  - Housing and Services

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  - Policies concerning multiple topics

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See sources  
at the end of this chapter.



## Sources

Maps included in Chapter 4.6. were results of our own work, based on data from the following sources of information:

- Government official websites: <https://www.santafe.gov.ar> (Government of Santa Fe Province); <https://www.rosario.gov.ar> (Government of Rosario City); <https://www.santafe.gov.ar/index.php/web/content/view/full/93664> (Provincial Institute of Statistics and Census, Santa Fe Province – IPEC); [datos.rosario.gob.ar](https://datos.rosario.gob.ar) (Hospitals, Health Centers, Neighborhood Centers), <https://www.rosario.gov.ar/web/gobierno/secretarias/instituto-municipal-de-la-mujer> (Municipal Women Institute), <https://www.rosario.gov.ar/web/gobierno/desarrollo-social/diversidad-sexual> (Area of Sexual Diversity and Casa LGBTI), <http://www.rosario.gov.ar/web/consejeria-en-salud-sexual-y-reproductiva> (Guidance on sexual and reproductive health), <http://www.rosario.gov.ar/web/gobierno/desarrollo-social/mujer/atencion-integral-en-violencia-de-genero> (Green Hotline), <http://www.rosario.gov.ar/web/servicios/salud/prevencion-y-promocion/salud-integral-de-la-mujer> (Integral Health Program for Women), [https://www.santafe.gov.ar/index.php/web/content/view/full/198581/\(subtema\)/93821\(\\*911\)](https://www.santafe.gov.ar/index.php/web/content/view/full/198581/(subtema)/93821>(*911)), <http://www.rosario.gov.ar/web/gobierno/desarrollo-social/mujer/redes-de-mujeres> (Territorial Network of Active Women), <https://mpa.santafe.gov.ar> (Public Ministry of Prosecution), <http://www.defensoriasantafe.gob.ar/institucionales/centro-de-asistencia-la-victima-y-al-testigo-del-delito> (Assistance Center for Crime Victims and Witnesses), <http://www.unr.edu.ar> (UNR Seat of Government) [www.rosariocultura.gob.ar/escuelas-y-bibliotecas](http://www.rosariocultura.gob.ar/escuelas-y-bibliotecas) (Municipal Schools and Libraries), <https://www.rosario.gov.ar/web/ciudad/obras-publicas/mejoras-en-fonavi> (FONAVI, Shared efforts), <https://www.rosario.gov.ar/web/ciudad/obras-publicas/transformaciones-integrales-barriales/bo-travesia>; <https://www.rosario.gov.ar/web/gobierno/desarrollo-social/adultos-mayores> (Program of Elderly and Older Adults Rosario), [http://pami.org.ar/sistemas/consulta\\_centroJubilados/consCentrosJub.php](http://pami.org.ar/sistemas/consulta_centroJubilados/consCentrosJub.php), <http://datos.pami.org.ar:5000/dataset/centros-de-jubilados>, <http://institucional.pami.org.ar/policlinico1>, [http://institucional.pami.org.ar/policlinico2/\(PAMI\)](http://institucional.pami.org.ar/policlinico2/(PAMI)); <http://www.rosario.gov.ar/web/ciudad/obras-publicas/mejoras-en-fonavi> (Housing complexes. Improvements, Fonavi), <http://www.rosario.gov.ar/web/gobierno/desarrollo-social/discapacidad> (Program of Disability, Rosario Municipality) <http://www.rosario.gov.ar/web/gobierno/desarrollo-social/discapacidad>

[santafe.gov.ar/index.php/web/content/view/full/144551](http://santafe.gov.ar/index.php/web/content/view/full/144551) (Undersecretary of Inclusion for people with disabilities. Government of Santa Fe) <http://www.unr.edu.ar/direccion/107/area-de-accesibilidad-para-personas-con-discapacidad> (Accessibility Area for people with disabilities, UNR)

Policy or program information provided by municipal government areas

- (Open Plan, Program New Opportunity); News information from La Capital newspaper, Rosario <http://www.lacapital.com.ar/la-ciudad/mejoras-el-fonavi-del-barrio-casiano-casas-n421046.html>; portal de la Defensoría del Pueblo de la Provincia de Santa Fe <http://www.defensoriasantafe.gob.ar/informes>; social organizations website <http://www.jubiladojoven.com/centros/>
- Interviews, key informants (guides and collegiates in sexual and reproductive health; Territorial Centers for Complaints; Women and Sexual Diversity NGOs; Service of Interdisciplinary Professional Assistance; Information Unit and Assistance of Victims and Reporters; Center of Judicial Assistance; Women Police Station; Urban Municipal Guard; Online Questionnaire (Program of Older Adults, Rosario).

C5

**Chapter 5.**  
The fabric of  
social policies:  
approximations to  
the Rights Approach



## 5. The fabric of social policies: approximations to the Rights Approach

Assessing implies a reflection over action, over public actions in this case, based on systematic methodological procedures of scientific nature, with the intent of producing sufficiently founded and communicable value judgments, and formulating suggestions (Nirenberg et al., 2000).

This process involves a significant political component and, as regards public policies with a rights approach, it is even stronger if we consider the subjective factor that comes into play when valuing government social actions in terms of rights. Namely, we assess the extent to which the policies executives and the civil servants involved are able to express them in terms of political problems, and to plan social actions that take into account the citizenship's needs and interests with a social rights perspective. Meanwhile, the citizens must be completely aware of their rights and the public duties that these entail, if they are to make demands to the State.

On the other hand, the State is addressed in many ways. First, as it concerns those linked with the estate institutional structure and the effective capacities to include the Rights Approach within the current public institutional organization. Second, it involves opening government actions to the citizenship, so that they receive public information, develop abilities, knowledge and appropriate means of monitoring State activities. In this respect, it is important to realize the human right to access public information and this aware attitude forces the State to provide an answer. Public information is from and for society, not only for those who are circumstantially in charge of the government. Third, it makes it easier to verify the policy's objectives, identifying possible deficits and existing gaps throughout the implementation. Lastly, it promotes in the State an institutional culture towards assessment and it creates abilities in this respect. The citizenship develops a culture of informed participation, with the power to transform public action in virtue of their rights.

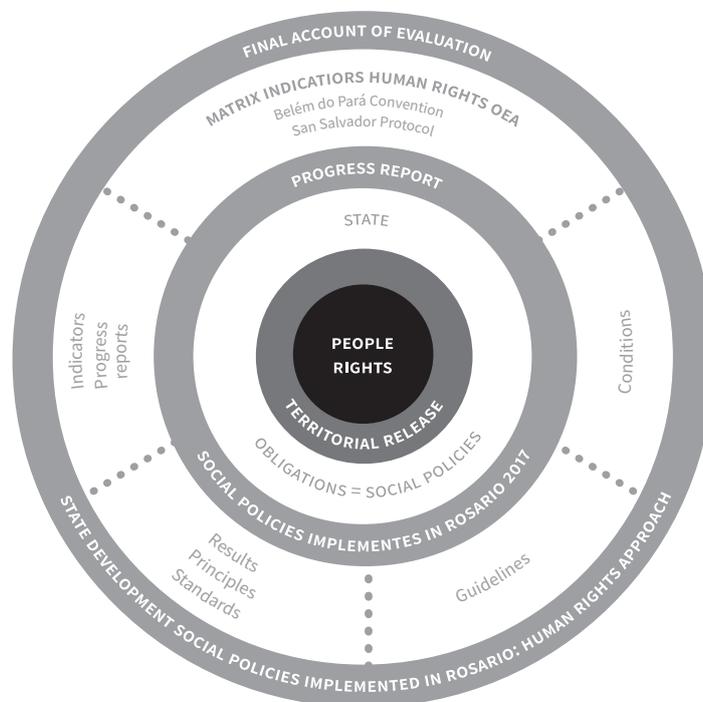
Through this activity, based on the Human Rights Approach and the normative framework regulating economic, social and cultural rights (ECSR), we analyzed the field of social policies oriented to right fulfillment, and identified, through multiple methodological devices, the complex fabric of institutions, actions and actors involved in right fulfillment. Our chosen assessing method is thus focused on social policies and not directly on the ECSR, and it is divided into two stages.

The first stage's developments are presented in this Report, centered on assessing the progress status of social policies implemented in Rosario in 2017 (regarding five thematic axes) with a rights approach. It offers the advantage of examining this process as concerned with each right, in the context where they are produced rather than

in an isolated way (Pautassi, L. 2010). We reference, at this stage, approximations to the rights approach because, even if we use the normative and operative framework ruling the ECSR in Latin America, we do not apply directly the progress core indicators for rights measurement established by the Protocol of San Salvador and the core indicators of the Belém do Pará Convention. We built a methodological strategy of our own that takes some criteria from these human rights cores and which we consider suitable for this stage of the assessment of social policies, considering the actual times and the effective conditions for its realization.

At the second stage of the assessment, which stands as complementary as regards the first, we are to continue this process but focusing on rights (see Image 13). In order to do so, we apply on one hand the progress core indicators for rights measurement established by the Protocol of San Salvador, developed by the Work Group of the Protocol of San Salvador of the Organization of American States (OAS), currently in force and legally binding for all Member States since 2011 (OAS, 2015). On the other hand, we apply the progress core indicators for implementation of the Belém do Pará Convention (OAS, 2015) relating to the fulfillment of the right to live a life free of violence. The result of the two assessment stages of the progress status of the implemented social policies in Rosario in 2017 will be the basis of a *Final Report*.

**GRAPHIC 13.** Stages of the work process



Based on these work assumptions, we briefly review the paragraphs above. Chapter 5 presents in an analytical manner the main *findings identified* at this stage as a result of the description of the social policies implemented in Rosario in 2017 (Chapter 4) and, meanwhile, it makes *suggestions* to favor decision-making in decision to each of the findings. In order to do so, we begin by describing the methodological strategy we built and the devices that were developed as a result. Subsequently, we go on to analyze, organizing by topics, and presenting for each one the main findings and suggestions.

In order to analyze the information gathered (systemized through a database and georeferenced with the *Territorial map of social policies implemented in Rosario City*—see Chapter 4—) we built a methodological strategy with a conceptual and operative basis, organized with two main analytical criteria to lead the way. The regulative framework of the strategy was realized with a device, deemed Methodological Guidelines<sup>35</sup>, which was used to analyze each of the policies, plans or social programs and rights involved, relating to each of the topics which are subject to this assessment (poverty, old age, disability, gender violence and housing and services).

The first analytical criterion, which we call «structural basis for a rights approach in state institutions», served as guidance to systemize the information gathered and the subsequent analysis regarding the organization of the state apparatus and its legal system, in order to include the rights approach through the whole institutions' system. The guiding question, relating to this criterion, which ordered the identification of empirical evidence for analysis and backed up statements and argumentations was the following: to what degree the policies, programs or plans found their decisions and actions on the human rights system and institutionalize them in such a way?

Meanwhile, this criterion was divided using five variables (aspects): **1.** human rights regulation, **2.** human rights precedents, **3.** human rights ideas, **4.** participation of civil society and **5.** sustainability of decisions and actions. Each of the variable was organized with guiding questions.

The second criterion, which we call «state capacities for rights fulfillment (political capacity of coordination, technical-administrative capacity, financial capacity)», oriented the gathering of information and the subsequent analysis of quality and scope of the efforts carried out by the State in order to implement social policies that fulfill rights. Namely, we analyzed the standards that the State depends on to solve a set of social problems. The analysis was focused on standards relating to the playing field (capacities) that the State deploys within itself. The guiding question for this criterion was: to what degree does the State have effective conditions to realize its political will and implement social policies with a rights approach within the existing institutional framework?

**35.** See Methodological Guidelines and support tools (table: variables and questions) in Annexes.

This criterion was analyzed using five variables<sup>36</sup>: **1.** political capacity of coordination; **2.** technical–administrative capacity; **3.** capacity to produce information, monitoring and assessing systems; **4.** financial capacity and budgetary commitment and **5.** human rights principles.

## 5.1 Findings and suggestions as regards poverty, old age, disability, gender violence and housing and services

### 5.1.1 Poverty

The level of institutional integration of the policies meant to reduce poverty (understood as a multidimensional phenomenon) is relatively limited for three reasons. First, the majority are not institutionalized through regulations relating to human rights dispositions as a precedent or a framework for these decisions. Actually, only 10 % of the policies and programs prioritized refer to human rights dispositions in their framework or precedents. Second, in numerous cases the policies and programs concerning poverty that we analyzed do not have any regulation instituting their creation —33 % does not have any regulation or we could not find available information— and, third, as regards legislation hierarchy, around 42 % is institutionally integrated via provincial or municipal decrees, while only 19 % is framed by or created through a Law. Beyond the limits of public institutional integration of the legal system as regards poverty, we identify some significant developments relating to: **1.** conceptual changes linked to human rights, on occasion institutionally integrated in regulation (permanent acknowledging of rights and duties of the State on Decree 2520/2015, which sets up the structure of the municipal areas of economics, society and social development); **2.** the strengthening of institutional hierarchy as a result from the creation or hierarchization of certain areas (secretaries of Social Economy at provincial and local level, Undersecretary of Open Plan and Program New Opportunity) which affirm and grant sustainability to the policies and **3.** creating spaces of intersectional and intergovernmental coordination (provincial and municipal social cabinet), which meant a step forward as regards formulation and —in some cases, such as the Open Plan and *La Estación*— in the implementation of social policies.

**36.** In Chapter 3, methodology of the assessment, we specify the conceptual contents of all the variables and also of the questions that guided the work process with the information.

Participation of civil society organization in the policies we analyzed can be identified in three stages belonging to the policy cycle: **1.** developing an agenda (academic actors, social movements and independent organizations, for instance, the Universal Allocation by Son **2.** policy formulation and design (debate of Law of Social Economy and Law of Education, Economic Counsel and Social Municipal); **3.** at the implementation phase, the involvement of the organizations varies, from the traditional role linked to assistance (providing food services), or the role of subject to be empowered or trained (Entre saberes program and empowerment of youth groups through the Ingenia program), to the strengthening and education of subjects on behalf of organizations (training facilities belonging to the New Opportunity program), or the demand to access services and rights (Association of Socially Retired Law 5110 «Eulogio Gómez» in 2015); **4.** at the assessment stage we identify the participation of the Argentinian Catholic University in the Open Plan.

As signals of progress, at the macro level and in terms of policy formulations, we stress the creation of the Economical and Social Board and, at micro–community level, the neighborhood boards and councils as participation devices centered mainly on the Open Plan neighborhoods, where the organization can impact not only the prioritizing of certain issues, but also the design of actions, and monitoring the implementation.

**PO**

**MAIN FINDINGS**

The policies addressed to poverty do not have a sufficient level of institutional integration to fulfill the demands required by this issue and to achieve a meaningful inclusion to the rights approach, both as regards the regulation aspect and the structural basis of the State. Nevertheless, it was possible to identify several progressive developments, by including the language of rights at the stage of policy drafting, which on occasion may be translated to the stage of policy implementation, to policy coordination and the participation of civil society organizations.

**SUGGESTION**

Promote processes of institutional integration for the policies addressed to tackle poverty, through the strengthening of the legal system (passing of laws arising from a participative process, regulations that include the rights approach) and reinforcement of the State structures that frame policies, building up institutional capacities.

We assess that there is an intermediate level of progress as regards State capacities. It is possible to identify differentiable levels between different programs when considering the variables falling under the category of State capacities.

As regards the acknowledgment of the rights approach in policy implementation, we detect that none of the programs prioritized is completely aligned with the principles of the rights approach. However, it's possible to point out *strategic paths* which are somewhat similar to these principles in some of the programs, for instance, **1.** the Back to School program, which is oriented towards fulfilling the universality, equality and non-discrimination principles as regards access to secondary education (open access for all the community, free of discrimination and differentiated treatment for disadvantaged groups); **2.** in the four programs prioritized relating to social economy and the Urban Agriculture Program, we identify the beneficiaries' participation in the drafting of projects and the search for empowerment, strengthening people's possibilities; **3.** aligned with the equality and non-discrimination principles, there are prioritization criteria oriented towards the more vulnerable sectors: among them, the program *Emprende Joven*, which gives preeminence to women or mixed groups and projects with a gender perspective. The prioritization criteria established by the Municipality to grant the TUC to women with children does not take into account their gender but the fact that they are mothers. We believe it's necessary to include other preferential groups, such as the elderly (women and men) and to eliminate all access barriers for underage mothers.

Political coordination is uneven: as regards plans and programs that depend on Social Cabinets —such as the *Abre* Plan, New Opportunity, Back to School, La Estación—, there is a clear strategic path; on the other hand, there is very little articulation between the national level and the provincial and municipal. This becomes clear when assessing actions oriented to enable access to social security facilities for the most vulnerable neighborhoods. Actually, the State in your Neighborhood national program could be enhanced if it were articulated with the network of provincial and municipal institutions, and also with other programs, such as the *Abre* Family Plan, the new main axis of the *Abre* Plan. The *Abre* Family Plan is supplemental, as it works with each family of the neighborhoods prioritized in order to guarantee access to rights, including social security benefits.

As regards the technical-administrative capacity of the staff, we came across multiple situations. On one hand, there are problems relating to the administration (for example, to make appointments, delays in payments and reinstatement, lack of answers and/or long deferments) in connection to the access to social benefits such as the Universal Child Subsidy (AUH) and those derived from Law 5110. On the other hand, we acknowledge that there has been progress as regards the hiring/widening of fieldwork staff in the Ingenia program, aligned with a better attendance in the areas affected by the program; meanwhile, there has also been some progress concerning the empowerment of district teams depending on the Secretary of Social Development (which went from having one coordinator to a management team), a

process that still wants development. Lastly, we wish to highlight the structures of some areas, where the technical-administrative staff carries out its duties steadily, such as the Ministry of Education. It has strong organizational structures enabling, for instance, the existence of school cafeterias with specific roles, run by a staff fully trained and well-paid that works daily to fulfill its duties, guided by a clear and well-defined procedure. An uneven situation presents itself, for instance, in the case of soup kitchens and voluntary services, which receive support from provincial and municipal social areas. These differences promote institutionalized inequalities, reinforced by the management and implementation criteria from the State structures: formal structures (facilities, services, benefits, adequate conditions) and informal structures (soup kitchen and social voluntary services, working under uneven guidelines and with a lower quality).

Considering budgetary capacities, we wish to underline the fact that the information available didn't have the amount of specificities needed to carry out the analysis; nevertheless, it's possible to make some comments regarding the amounts of the financial benefits meant to guarantee the right to social security. As we can see on Table 101 below —in agreement with the online report presented by the Ombudsman Office of Santa Fe Province (2015) in connection with the Pensions Law N° 5110—, benefits relating to social assistance granted by the Social Pension Fund (Law 5110), even if indispensable for the beneficiaries, they still cannot be compared with the income that seniors, people with disabilities, mothers, adolescents and children living in situations of poverty would need to fulfill minimum levels of well-being.

**TABLE 101.** Amounts corresponding to the main financial social benefits

Benefit / Reference	Amounts
Universal Child Subsidy and Social Protection Pregnancy Subsidy	• \$ 1103 ARS on September 2016.
Citizenship Exclusive Card (TUC)	• Citizenship Exclusive Card \$ 273 ARS. • Nutrition Risk: \$ 273 ARS. • Gluten intolerants ranging from: \$ 273 ARS (0 to 2 years), \$ 524 ARS (3 to 8 years) and \$ 570 ARS (9 to 14 years).
Law N° 5110 pension (by July 2017)	• Article 3 Old age: \$ 2688 ARS • Article 4 Disability: \$ 2688 ARS • Higher Amount (admitted in hospices): \$ 5106 ARS • Article 6 Destitute mothers: 1 child \$ 2290 ARS, 2 children \$ 2519 ARS, 3 children \$ 2748 ARS, 4 children \$ 2977 ARS, 5 children \$ 3206 ARS, 6 children \$ 3435 ARS, 7 children \$ 3664 ARS, 8 children \$ 3893 ARS.

Source: our own work based on interviews, consultations to key informers, official website of ANSES and official website of the Government of Santa Fe Province.



**Poverty line:**

Basic Market Basket  
monthly amount:  
\$ 11849 ARS, according to  
Universidad Católica  
by 2016

**Destitution line:**

Basic Market Basket  
monthly amount:  
\$ 6586 ARS according to  
Universidad Católica  
by 2016



As regards the access to public information, a common element is the lack of quantitative information available on accessible formats and categorized by city, age, sex, vulnerable groups, etc. As progress indicators, we may consider: **1.** the existence and creation of areas relating to information, monitoring and assessment; for example, the assessment area of the Ministry of Education, which issues statistical information yearly; the technical unit of management of information and innovation from the Secretary of Social Development of the Municipality, the Observatory of the Youth of Santa Fe Province, and the creation for a strategic monitoring system, by the *Abre* Plan and the Provincial Social Cabinet; **2.** the open databases at national, provincial and municipal level represent a step forward. However, it is still necessary to provide the public with relevant and well-organized information about the programs and actions undertaken by the State. The open data provincial website —presented on October 2017— represents a recent progress in this respect. At the national level, the open data websites provide information about nationwide programs, but it's not organized by province; **3.** external assessments were carried out during the implementation of the *Abre* Plan by the Argentinian Social Debt Observatory, depending on Universidad Católica Argentina, (2014–2015) and there is an ongoing assessment of the New Opportunity plan (2017).

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#### MAIN FINDINGS

The social policies concerning poverty that we analyzed are characterized by wide gaps in the State capacities to identify, on one hand, the deficits associated to the State's structures, inter-institutional relationships and policy quality; and, on the other hand, by *strategic paths* leading the way to a progressive process of capacity strengthening, coordination and networking.

#### SUGGESTION 1

Develop the *strategic paths* we identified, relating to inter-institutional coordination as means to achieve comprehensiveness, strengthening budgetary and technical-administrative capacities to favor processes tending to reduce conditions of inequality throughout the territory.

#### SUGGESTION 2

Articulate process of coordination between the National Government and the provincial and municipal administrations, to assign and take responsibilities while strengthening interventions throughout the territory oriented to guaranteeing rights for the population with a higher risk of vulnerability.

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**SUGGESTION 3**

Improving the open databases, which have become a trend at the national, provincial and municipal levels, in addition to favoring honesty and accountability. Build strong monitoring and assessment systems, including areas of sectorial and transversal management of information to favor decision-making and to reinforce honesty, accountability and learning, so as to create better social policies.

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The policies addressed to guaranteeing the right to a proper nutrition have become the strategic axis for the municipal area of Social Development. It has brought forward a redefinition of politics, including a change in the logics guiding the work with social organizations —before, a transference of financial resources, and now, the creation of spaces for meeting and training—, that is valued positively, as it entails a strengthening of organizational capacities. Nevertheless, we are still very far from the in-depth transformations needed to create quality food policies, oriented to «end hunger, achieve food security and improved nutrition and promote sustainable agriculture» (United Nations, 2016). In this respect, the Urban Agriculture Program can be considered as an innovative policy relating to the right to nutrition, as it includes promotion of sustainable agriculture and it provides alternatives to think on healthy and sustainable nutrition. When analyzing the changes in the institutional structure of the State and how they affect State capacities, it's worth mentioning that, since the beginning of the term in 2015 at the local level, the Territorial Management Agency —in charge of food programs— becomes a transversal agency within the Secretary of Social Development. This change in the organizational structure of the State facilities means that 33 Neighborhood Centers —the main anchors of the Secretary throughout the territory— no longer depend on the Area of Childhood, and are now under control of the territorial management area. This fact shows that food policies are thought of in terms of the territory and, in practice, it would mean an enlargement of district teams. The analysis of food policy at the local level should consider and question the role of the National and Provincial Governments as regards this topic, raising the need to carry out public policies focused on rights and guaranteeing proper nutrition.

When analyzing the policies related to guaranteeing the right to work for people experiencing poverty, the organization of the hierarchy regarding the areas of Social Economy at municipal and provincial levels has been described as a success, as it becomes necessary to have the citizenship thinking in terms of economic circuits that are fairer and more accessible<sup>37</sup>. Meanwhile, the progress of hierarchy organization is stunted at the provincial level, where the Ministry of Production has not been able to adapt the policies to populations at higher risk of vulnerability.

We identify challenges of articulation between the Ministry of Production and the Ministry of Social Development to favor access for the most vulnerable populations. Young population is given priority by certain policies oriented to guaranteeing the right to work. This is in line with International Labor Organization (ILO) guidelines concerning the need to face youth unemployment, since young people are the most affected by the increase of employment vulnerability (OAS, 2015). Regarding the right to work, there have been recent developments thanks to the reinforcement, higher institutional integration and widening of the scope of the New Opportunity plan. Meanwhile, new programs (Nexo Oportunidad and Emprende Joven, both from 2017) reinforce the provincial strategy addressed to guaranteeing the right to work for young population.

Regarding the policies meant to realize the right to education, we underline the Back to School program, a political strategy from the Provincial Government Social Cabinet, recognized at an international level<sup>38</sup>, which aims to guarantee the universality of the right to secondary education. Even though it is mandatory, this is the education level that currently has the highest deficit. Furthermore, we approve of the policies meant to guarantee the access to the right to culture for people in situations of vulnerability, as this is a matter that requires attention. The range of cultural activities by itself does not guarantee access to this right.

Policies relating to the right to social security account for a heterogeneous and fragmented reality, very significant to outline minimum standards of welfare. The creation of the Universal Child Subsidy may be appraised as a success, since it places informal workers as subjects of rights and, when the topic was placed on the agenda, actors from academic environments, social movements and independent organizations were involved (Neri and other, 2010). However, including conditions as a requisite —and the subsequent withholding of a 20 %, or losing the benefit if said condition is not fulfilled— reveals a situation of discrimination, and prevents the realization of the right in a way that is particularly concerned with the informal worker's status, since the mechanism does not work the same way regarding subsidies meant for formal workers.

On the other hand, provincial regulation relating to pensions and Law 5110 should be updated according to the new Human Rights perspectives; however, the fact that these benefits are stable represents a step forward compared to other emergency so-

**37.** As regards the regulation, the Provincial Law of Social Economy represents a pending step towards institutionalization, and it has been pushed forward by social organizations, whose participation in the drafting of the Law may be interpreted as a signal of progress that could become effective at the time of making the agreements in order to pass the law (already vetted on two occasions) and its subsequent regulation.

**38.** The award was received during the International Seminary «School retention and permanence in Latin America» organized by the Latin American Network for Education (REDUCA) in Antigua Guatemala (official website: Government of Santa Fe Province).

cial aids (which, on occasion and with justified reason, are extended over time with no guarantees of stability or enforceability). We stress the fact that there are serious problems relating to administrative capacities and this benefit's management and, with this mind, we capitalized on the participation of civil society organizations requesting the intervention of the Ombudsman Office (Ombudsman Office, 2015).

To sum up, in connection to the right to social security, we appraise as problematic the lack of articulation between the national level and the municipal and provincial, to guarantee access to social security benefits for the population at higher risk of vulnerability.



**MAIN FINDINGS**

Public policies meant to address poverty —understood from a multidimensional perspective— show the need to enforce strategies oriented to guarantee in a simultaneous, complementary and progressive manner the rights to proper nutrition, education, work, social security, culture and sport, while acknowledging structural and transversal inequalities, so as to tackle them in their multiplicity.

**SUGGESTION 1**

Articulate a multilevel strategy among the national, provincial and municipal governments oriented to promote the in-depth transformations needed to create quality food policies, so as to enable all people's possibilities to reach the highest level of physical, emotional and intellectual development, putting an end to hunger. Achieve food security and improve nutrition, while promoting sustainable agriculture.

**SUGGESTION 2**

Create a system of integrated social security, with wide coverage, involving the development of national systems of social security, according to the objective of sustainable development oriented to put an end to poverty in all its forms throughout the world, and the local goal of implementing at the national level adequate systems and measures to guarantee social protection for all, including the lowest levels and, from now to 2030, to achieve a wide coverage for poor and vulnerable people. Meanwhile, at the provincial level, we recommend updating current regulation relating to social pensions (Law 5110) and increasing —in a joint effort with the national level— the amount of the Citizenship Exclusive Card, setting up an update mechanism in line with the basic market basket.

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**SUGGESTION 3**

Increase the efforts in a continuous way to effectively realize the right to work. Especially, progressively strengthen the strategies addressed to young people, as regards their structure, human and budgetary resources, coverage; and improve accessibility for people in situation of poverty —identifying and eliminating barriers that prevent access—, both as regards social economy and employment policies and educative institutions and cultural goods to guarantee population access to the right to education and culture.

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### 5.1.2 Old Age

In public institutions, the inclusion of the rights approach regarding old age has been developed unevenly for each right, with different emphasis placed on the legal system and the State apparatus.

As regards legal institutions, we observe recent developments that are very significant. In Argentina there was already a legal framework acknowledging the rights of the elderly (art. 75 inc. 22 and 23; art. 17 of the Additional Protocol to the American Convention on Human Rights in the Area of Economic, Social and Cultural Rights «Protocol of San Salvador»; the Vienna Programme of Action and the Madrid International Plan of Action), but the passing of National Law N° 27360, in accordance with the «Inter-American Convention on Protecting the Human Rights of Older Persons» on May 2017 represented a very important step forward for the acknowledgment of their basic rights.

Likewise, in 2016 at the provincial level the human rights of the elderly law draft was given preliminary approval. The project proposes taking up international dispositions regarding human rights.

However, it is important to make further progress. The regulations we find at the source of policies and programs should mention human rights dispositions acknowledging the elderly as subjects of rights, and old age as a fulfilling stage of life. Regulated government actions guarantee mainly the right to health and social security (PAMI – Health Insurance for Retired People LN 19032/ 1971; National Historical Reparation Program for Retired People LN 27260; Argentinian Social Security Integrated System (SIPA) LN 26425/2008), even if they do not focus specifically on human rights dispositions. Meanwhile, it would be desirable for all government initiatives regarding education and cultural rights implemented in the city to be dependent on specific regulatory frameworks (for instance, the Training Program on Older People Issues, Workshops for the Elderly, Cultural Activities such as the October Film Festival for the Elderly, among others).

Nevertheless, it's possible to recognize developments as regards the institutional integration of human rights concepts, which are expressed in the creation of State structures (Agency of the Elderly of Rosario Municipality, Policy Agency for Older People of Santa Fe Province —both from 2007— Older People Council of Rosario City —2007—, Old Age Council of Rosario —2007—, Policy Council of the Elderly Santa Fe Province —2012—) and also form the basis of the programs and strategies which define criteria for the recognition of rights.

As regards the right to health, there has been progress in the inclusion of principles relating to active and healthy practices in old age and the right to care. The provincial Ministry of Health has implemented promotion activities oriented to achieve a healthy old age, to favor an improvement of living standards during old age (non-communicable chronic diseases) and HIV–AIDS awareness campaigns aimed to the elderly, which acknowledge their right to enjoy sex life (since 2014). Since 2008, PAMI has stressed the importance of social benefits, introducing plans such as: Active Old Age, Education for Health, Rights and Citizenship (National Program of Promotion and Social Protection, Prevention to Keep Growing).

Furthermore, we observe progress as regards the revaluing of healthcare practices for the elderly. The first municipal school of gerontology, «Dr. M. Berezovsky» was founded in 1990, but only since the year 2000 the caregivers' training programs have been officially approved by the Provincial Ministry of Education. In 2009, the training's contents were framed within the Training Program on Older People (PROFOPAM – according to its Spanish acronym). In 2017, the Policy Agency for Older People of Santa Fe Province and the National Elderly Agency created agreements in order to ensure that courses taught within Santa Fe Province can be validated at the national level, and caregivers can be registered on the National Program of Caregivers (Interview, 2017).

Some lines of action have also been oriented to have the older adult remaining at his or her home, and financial benefits have been granted to help make it possible, for instance: aids are given to repair the house, pay services, food, among other things, with the intent of respecting the older person's right to independence and autonomy (Well-being Program, Social Benefits from the Policy Agency for Older People of Santa Fe Province and the Assistance Program for Situations of High Social and Sanitary Risk, from PAMI). On the other hand, the «open doors» policy allowed by some nursing facilities makes voluntary retirement an actual possibility (Provincial Geriatric Hospital, Nursing Home).

Regarding social security, it is necessary to move forward to include conceptual respects from the human rights approach. The following initiatives provide an answer for contingencies and sickness: The Argentinian Integrated System of Provision (SIPA – according to its Spanish acronym), the Historical Reparation Program, the non-contributive Universal Pension for Older People (PUAM – according to its Spanish acronym), Provincial Law 5110/1999. But there are no comprehensive alternatives. Nevertheless, a step in this direction is the widening of the coverage (SIPA

moratoriums, PUAM Universality) and the adjustment of assets according to salary changes (LN 26417/2008). Lower social benefits are indeed founded on the need to provide a comprehensive answer, and this is why one person can benefit from different aids at the same time (Assistance Program for High Risk Situations, depending on PAMI, Social Benefits from the Provincial Older People Policy Agency).

On the other hand, as regards Education and Culture, there are multiple educative, cultural and artistic activities throughout the city, organized by different levels of government. In many ways, they all allude to older people's right to receive permanent education, to recover and legitimize personal and social knowledge and to exercise full citizenship: National Social and Health Promotion Program Seguir Creciendo, by PAMI, Comprehensive Activity Centers for Older People (CAIAM), municipal workshops, Daytime Centers for Older People, Older People Film festival, Mirada Film festival, Open University Program For Older People (PROUAPAM) and Integrated Older People (UPAMI) UNR, among others.

Regarding the inclusion of the rights approach, difficulties arise when we consider that the actual participation of the elderly in the drafting of public policies is very low. Even if, as we pointed out above, there are proposals that promote participation and social integration of the elderly in society, it's clear that those oriented to their taking part in decision-making are few. Out of the policies we analyzed, we consider that Elderly Counsel Board should increase its activities significantly, and that the actions implemented by the Municipality are too scattered (for example, the «Projecting Dreams» Forum). Only a few PAMI programs are implemented in coordination with Retired People Community Centers and promote participation and autonomous organization in a permanent way.



#### MAIN FINDINGS

The State, through its multiple levels, has made progress regarding the institutional integration of the rights approach by approving specific regulation and/or creating State structures. Nevertheless, protection against contingencies and sickness is legally guaranteed with a very unclear inclusion of the rights approach. Education, culture and participation do not have enough legal institutional integration, even though we do perceive State structure and a stronger presence of the rights approach on the programs' basis.

#### SUGGESTION 1

Improve institutional integration of the rights approach by means of: **1.** acknowledging older people's integrity; **2.** adding human rights principles to the policies relating to the right to social security and the right to health; **3.** legal institutional integration of actions in order to guarantee the rights to education, culture and participation.

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## **SUGGESTION 2**

Strengthen coordination between policies relating to social security and healthcare and those relating to education, culture and participation.

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The development level of each of the areas' state capacities is uneven. The national and provincial Ministries of Health and the municipal Secretary of Public Health, along with the Elderly Agency of the Municipality and PAMI, are the ones that present the highest scope of interventions and coverage throughout the territory. Even if we do not count on precise data as to their scope in Rosario, the figures at the national levels lead us to believe that social security benefits also provide a wide coverage (Argentinian Social Security Integrated System —SIPA—, National Program of Historical Reparation for the Retired and the Pensioned, Universal Pension for Older People —PUAM—).

Regarding the capacity to add principles of the rights approach to the implementation processes, we observe significant efforts. Some of the programs and interventions have changed their goals and included the principles of universality, equality and non-discrimination. For example: the Ministry of Health of Santa Fe Province extended coverage for vaccination for people with private health insurance to avoid delays in care; PAMI provides special assistance for insured people in vulnerable economical situations so that they may face situations of social and sanitary risks; the Integral Activities Centers for Older Persons widened their scope to all city districts and work along with Neighborhood Centers; the Municipality provides aids for those unable to pay the food quota in the Daytime Centers for Older People; conditions were evened out for all workers thanks to the Argentinian Social Security System; the Universal Non-contributory Pension (PUAM) allowed the elderly access to a pension and to the PAMI health insurance.

Regarding the principles of comprehensiveness and progressiveness, we also perceive efforts. By way of example, we underline: the Health Insurance for Retired People (PAMI), which provides medical care and places an actual emphasis on social benefits; the Training Program on Old Age Issues (ProFoPam), which undertakes to revalue caregivers and their training; the Activities Centers for Older People (CAIAM), which tackle the elderly's social problems under the principle of rights protection throughout the city's neighborhoods; the Argentinian Social Security Integrated System (SIPA), which since 2008 is defined as public, supportive and comprehensive; the social benefits from the Provincial Policy Agency of Older People, depending on the Ministry of Social Development of Santa Fe, provides multiple social aids according to people's needs.

The principles of participation, empowerment, enforceability, access to justice and other mechanisms are less visible on the set of strategies we analyzed. As we previously pointed out, the participation devices for the elderly, aside of the Old Age Board, should be widened and improved. Right now, the initiatives are limited to simple workshops or displays. In this regard, the pending approval of the provincial law draft on older people rights, which suggests creating an Ombudsman Office to stand for older people's rights would represent a significant development, enhancing the mechanisms of enforceability and access to justice provided by the Ombudsman Office.

As regards political coordination, we observe a plurality of actors involved and a great development of inter-jurisdictional, intersectional, public and private articulations throughout almost all the programs. We underline the articulation between the national and provincial Ministries of Health, and the Public Health Secretary of Rosario; and the articulation between the Provincial Older People Policy Agency of Santa Fe Province and the Agency of the Elderly. These have been successful articulations. It's worth pointing out the strong presence of educative and academic institutions throughout multiple initiatives. Rosario National University provides the Open University Program For Older People (PROUAPAM) and the Integrated Program for Older People (UPAMI). As regards health, there have been agreements promoting the training practices or activities by the Medicine College of the UNR, the Physical Education Degree of the Interamerican Open University, the Higher Education Institute of Physical Education N° 11, the Kinesiology Degree of the University of Gran Rosario, among others.

Likewise, we underline in particular the capacity of the Older People Agency of Rosario Municipality to coordinate clubs, libraries, community centers and churches to implement the Comprehensive Activity Centers for Older People (CAIAM) with the communities, under agreements by the Daytime Centers for Older People. All this amounts to bestow the municipal State with a strong presence throughout the territory, as it can be observed on the map (See Territorial Map of Old Age Policies). It is widened if we consider public health facilities.

Among deficits, we underline the difficulty to produce systemized and relevant information regarding most programs. The Provincial Ministry of Health and the Secretary of Health are provided with a system of nominal values which provides information on all health facilities; PAMI has an open data platform and ANSES a Social Security Observatory, provided with multiple databases at the national level. Even if these programs work with great information systems that provide relevant data, some accessibility difficulties go against this capacity.

This difficulty and the lack of available information make it hard to analyze the policies' technical-administrative capacity and their financial capacity. The information provided by the interviews requires further categorization by program; or, in other cases, it is about a wider area than Rosario City. Nevertheless, as regards

technical–administrative capacities, the Ombudsman Office acknowledges some problems with medicine delivery depending on Pami, with access to Pensions depending on PL 5110 and with the information provided by ANSES about the Historical Reparation Program.

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**MAIN FINDINGS**

The State efforts to include the rights approach in policy–making, at different levels, are clearly noticeable, even if the devices to promote participation of the elderly in public policies and the mechanisms of enforceability and access to justice are weak.

**SUGGESTION**

Promote effective participation of the elderly in policy–making and access to justice through institutional devices legally framed and with the corresponding State capacities.

**MAIN FINDINGS**

The areas and actors involved in policy implementation to guarantee the rights of the elderly have achieved a great articulation network, which shows coordination as a political capacity. Nevertheless, some deficits remain regarding the capacity to produce accessible and relevant information, and this prevents us from gaining in-depth knowledge of the technical–administrative and budgetary capacities.

**SUGGESTION 1**

Deepen institutional integration as regards the following matters: **1.** inter–jurisdictional coordination, particularly with areas at the national level with territorial presence and **2.** intersectional coordination, between the areas specifically oriented to guarantee the right of the elderly to culture and participation, with those oriented to ensure medical care and social security.

**SUGGESTION 2**

Strengthen technical–administrative capacities to draft assessable policies and monitoring and assessment systems that allow us to count on systemized and updated information regarding the interventions.

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### SUGGESTION 3

Strengthen the existing devices of information production placing special focus on:

1. improving data quality, categorizing information by age, sex and place;
  2. perfecting accessibility and updating conditions for the available data.
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### 5.1.3 Disability

The approval in 2006 of the International Convention on the Rights of Persons with Disabilities (CRPD) and Argentina's joining in through National Law 26378 in 2008 confirm the CRPD and include them within our legal regulations. They gained constitutional status in 2014, in virtue of National Law 2704. From that time on a very important stage in terms of definitions and rights acknowledgment had begun.

In Rosario City, in 2016, ordinance 9524 —which includes ideas, principles and goals depending on the CRPD— was approved, signaling a will to move forward regarding the adequation of our regulation to provide the municipal government areas with more tools to promote and protect the rights of the disabled. As to this initiative, it's worth mentioning that the Disability Agency became dependent on the General Secretariat, meaning that a transversal perspective was added to observe the issue.

The concept of «disability» has been considered throughout history as a health problem and treated through the rehabilitative medical model which, among other things, suggests special education, sheltered work and social security as a subsidy against risks. Opposed to this model, the CRPD proposes the «social» model, which argues that people with disabilities have multiple different characteristics and may be placed within adverse contexts, where they need guaranteed support (Carrillo, M. and Molina, P., 2016).

Analyzing the progress status of disability rights in Rosario City involves giving an account of the most relevant actions as regards CRPD fulfillment and acknowledging the coexistence of the rehabilitative medical model and the social model. Policies implemented by the three State levels (national, provincial and municipal) recognize this coexistence and the way it is expressed in terms of different institutional integration, coverage and information, from the perspective of the human rights approach.

As regards the regulatory framework, the national and municipal levels adhere to the CRPD, and for most of the actions we analyzed that is the guiding regulation. But there is no evidence that the rights approach has been taken up. As regards the provincial level, we found a vacancy concerning the adequation of the regulations but there has been significant progress in terms of structures and functions. Never-

theless, the provincial and national programs are focused on health, sheltered work and social security, through contributory and non-contributory economic benefits enforcing the existence of differentiated subjects within the employment market (ANSES and municipal and provincial budgets) or with assistance (National Ministry of Social Development and Law 5110, Santa Fe).

Currently, Santa Fe Province is working in a law project for the provincial legislature which suggest changing the structure of the Undersecretary of Inclusion for Disabled People —currently depending on the Ministry of Health—, with the idea of placing it under the influence of the Ministry of Government<sup>39</sup> (Interview, 2017). The former structure, mostly related to the rehabilitative model, has been changed, and this change is connected to the idea of disability brought about by the CRPD model. As of now, public policies concerning disability are meant to have a transversal relationship with each government area.

As regards the regulatory framework that we reviewed, it expresses that disability by itself creates conditions of vulnerability and discrimination, and therefore States Parties should generate positive actions to create a counterbalance: equal opportunities and exercise of rights. Regarding the protection of economic, social and cultural rights, the principle of Progressive Development is in effect (art. 2 of the ICESCR, art. 26 of the American Convention on Human Rights), in virtue of which States Parties undertake to adopt measures to achieve the full realization of the rights, while also following the principle of non-regression, which «requires that norms which have already been adopted by States not be revised, if this implies going backwards on the subject of standards of protection of collective and individual rights» (Courtis, 2006).

Between January and July 2017 there were cuts in national disability pensions, driven by the National Ministry of Social Development (the entity that grants and manages non-contributory disability pensions) and under NUD 423/97. Throughout the year, around 126,000 pensions were eliminated (according to estimates by civil society organizations, such as the Latin American Justice and Gender Team — ELA — according to its Spanish acronym)—, the Network for the Rights of Disabled People —(REDI — according to its Spanish acronym)— and the news websites *Página 12* and *UNO*). The decision gave rise to a chorus of criticism from organizations and provincial and local governments, and soon the Ombudsman Offices throughout the country were demanding the immediate restitution of the benefits. According to a report published by ELA in July 2017 concerning feedback from the Ministry of Social Development as regards the decision to discontinue non-contributory pensions, it became apparent that «the proper administrative procedures hadn't been applied prior to the decision, nor the instances of participation and consultation with organizations of and for people with disabilities». Faced with these reactions, the Ministry of Social Development states its decision to immediately reinstitute the benefits and pay back the gap months retroactively. However, by October 2017 only around 10 %

39. Currently a law draft on Disability is under evaluation by the Commission of Budget and Treasury, depending on the Chamber of Deputies of Santa Fe Province (Folder N° 31622). It was presented by provincial deputy Eduardo di Pollina, from the Frente Progresista Cívico y Social. The bill already has the support of the Commission of Health and Social Assistance, and soon it will be turned over to the Commission of Constitutional Issues for further discussion.

of the total of discontinued pensions had been properly reinstated. The Ombudsman Office of Santa Fe Province decided on a claims period and shared information on its official website, and subsequently received 400 demands from the beneficiaries affected by this issue.

In terms of structure and regulation, Rosario City has carried forward since 1999 an Accessibility Plan for people with reduced mobility, which in 2005 was strengthened, thanks to the Municipal Program of Urban Accessibility on Means of Transport. This program gives priority to accessibility, to guarantee an equal and inclusive perspective for people with disabilities. In the city, the implementation of measures to improve accessibility has been growing in a continuous manner, through the use of regulation regarding buildings and urban adaptations (circulation and urban equipment), public transport, communication and information, education, culture and employment. Many efforts have been made to promote the rights of people with disabilities at a local level.



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#### **MAIN FINDINGS**

There have been comprehensive initiatives launched by the government of Rosario City, aligned with the prescriptive framework of the human rights approach: the comprehensive plan of urban accessibility, the coverage network to guarantee the right to health, provided by public institutions, and actions relating to culture, recreation and sports.

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#### **SUGGESTION 1**

Adopt progressively, at all levels, the social model presented by the Convention on the Rights of Persons with Disabilities, with the intent of putting aside the rehabilitative model and updating the regulatory framework according to the Convention at the provincial level.

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#### **SUGGESTION 2**

Promote debate at national and provincial levels to strengthen economic benefits for the disabled, and adopt the principles of progressivity and non-regression that should rule the right to social security for disabled people.

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As regards the right to education, Rosario National University has continuously implemented actions relating to integration, accessibility and school retention for disabled students, through multiple accessibility, adaptability, communication and training strategies within the academic community, and towards society and its organizations.



**MAIN FINDINGS**

The Accessibility Area for disabled people works within the Secretary of Extension (UNR), embracing the principles of the International Convention for people with disabilities, and gradually translating them into positive and tangible actions to promote inclusion, accessibility and school retention among students.

**SUGGESTION**

Reinforce initiatives to increase the number of disabled students enrolling in Rosario National University and include new adaptations to guarantee accessibility for multiple disabilities, so as to guarantee school retention and completion of the education cycle, and to increase the number of disabled students in all the academic units.

Regarding the political capacity of coordination, we found two very clear-cut stances, one at the provincial–national levels and another one at the provincial–local level, where the Undersecretary of Inclusion for disabled people (provincial) plays a key role to effectively realize a series of rights.

As regards the right to health, the health centers and public hospitals network manages and supports the Incluir Salud and Carenciados programs, and also public rehabilitation units. The Provincial Undersecretary of Inclusion for disabled people manages the Family Home and Personal Assistant programs, guided by inclusive policies with the intent of achieving full exercise of rights for disabled people. The programs provide economic and technical assistance for foster families. These programs are a successful step forward, as they promote the development of family environments, with the intent of avoiding involuntary commitment and strengthening healthy life trajectories for the subjects, through specific actions and resources.

As regards the staff’s technical–administrative capacity, the provincial State selects adequate profiles and the area has been growing exponentially since 2007. The case of the Municipal Agency of Disability is a role model, on account of the scope of its interventions in terms of the programs’ approach and their relation with problems, components, activities and the human and economic resources assigned.

There are some difficulties regarding information production, which reveal the need to produce monitoring and assessment reports for the actions and areas involved. The Disability Observatory, organized by the Disability Agency depending on Rosario Municipality, opened its doors in October 2017, and its existence is promising, as it operates as a specific area on this issue.



#### MAIN FINDINGS

The provincial and local governments have led joint actions relating to the reinforcement of the functional-organic structure, the inclusion of new topics on the public agenda and the existence of interdisciplinary teams with adequate profiles.

#### SUGGESTION 1

Innovate and increase the use of information technologies in general and, specifically, of web environments for information diffusion, to guarantee accessible information.

#### SUGGESTION 2

Put in motion monitoring and assessment actions. Produce updated public information, easy to access, to favor decision-making and integrate civil society organizations in the process of policy creation for disabled people.

## 5.1.4 Gender Violence

In provincial and municipal public institutions, the inclusion of the rights approach regarding gender violence has developed significantly, both within the legal system and the State apparatus. At the municipal level, it's worth mentioning that the governing institutions depending on the State have been pioneers in equality and gender violence matters in Argentina and Latin America, as we discussed in Chapter 4.

In 2017, these institutional structural bases made significant efforts to guarantee the right to live a life free from violence and over time they intensified government strategies regarding sustainable political decisions. Thus, in 2011 the municipal governing institution on gender (Municipal Women Institute) is formally hierarchized and becomes dependent on the Municipal Executive Power, is given budgetary au-

tonomy, integrates the municipal cabinet and becomes part of the government's organization chart. Their policies on gender violence primarily develop prevention, training, awareness and outreach. Meanwhile, sustainability is achieved through the materialization of a political will expressed through management, continuous efforts and the weight carried by assistance actions relating to gender violence, for example: the creation of a specific structure, such as the Assistance Program of Gender Violence depending on the Undersecretary of Social Development, which is an authority in specialized services for prevention and assistance of gender violence cases since 2013 (green hotline, interdisciplinary assistance, women shelters, awareness campaigns, professional training – Ordinance 9092/2013; Municipal Decree 2867/2016).

At the provincial level, the rights approach was added to public institutions concerned with gender violence in 2017. The process presents its own set of particular features, but it has as a precedent the developments at the municipal level, and it is based on the agreements that have existed over the last years between the provincial and municipal administrations, a circumstance that has encouraged a faster implementation of this issue in the provincial area.

Firstly, a common trait shared by the main provincial policies implemented in Rosario is that they originate in multiple government areas (a transversal trend) and not from the governing body on gender. This is due to the fact that the Provincial Undersecretary of Gender Policies focuses its management on the second level of intervention, supporting municipalities and communes, and carrying out prevention and assistance activities towards the eradication of violence. It withdrawn from the first level of intervention, in particular in Rosario and in Santa Fe city (Interview with provincial civil servant, 2017).

The programs implemented in Rosario by other bodies depending on the provincial government and expressing a trend towards gender transversality relating to State institutional integration are the following: the Provincial Program of Fight Against Human Trafficking (Ministry of Justice and Human Rights); the Territorial Centers for Complaints (Secretary of Public Safety, depending on the Ministry of Safety); the Program ESI about sex education (Secretary of Territorial Education Management of the Ministry of Education of Santa Fe Province); the Sexual Health and Responsible Procreation Program (Ministry of Health); the Policies on Sexual Diversity (Secretary of Social Policies on Sexual Diversity, depending on the Ministry of Social Development); the Assistance Center for Victims and Witnesses of Crime (Ombudsman Office of Santa Fe Province), etc. All these transversal policies are in force in Rosario, as we discussed in Chapter 4, and they are georeferenced in the Territorial Map of social policies concerned with gender violence (see Map).

The Provincial Undersecretary of Gender Policies was first hierarchized when it changed names (it was previously known as Agency of Gender Policies) and it acquired Undersecretary status in 2015. In October 2017, the Undersecretary again had a change in its institutional hierarchy, when the provincial government acquired and

remodeled a building, based in Santa Fe city, and later assigned it as headquarters for the Undersecretary. The spaces were refurbished to accommodate the professional teams working on implementing public policies to prevent and eradicate violence against women<sup>40</sup>.

Secondly, the Provincial Government's biggest development regarding public institutional integration and the use of the human rights approach on gender violence started in 2010. Some human rights categories were included on the State's agenda (sexual diversity, human trafficking and sexual exploitation, accountability and access to justice, comprehensive sex education, gender violence); the Equal Rights and Opportunities Plan was launched in 2013, with a strategic framework providing sense and meaning to a set of government policies. At the same time, the Inter-ministerial Commission on Equality was created, and the public's participation is promoted regarding policy-drafting (for example, with the Inter-jurisdictional Board of Fight Against Human Trafficking, the strengthening of civil society organizations, actions involving the academic community, etc.).

At the national level, the recent creation of the National Action Plan for Prevention, Assistance and Eradication of Violence against Women (2017–2019) is a very significant step forward for the country and the human rights approach, in terms of public institutional integration, regulation and the State apparatus. However, since the operations began the actions that were planned and projected at the provincial and/or municipal level have not been completely developed and couldn't be assessed beyond the level of project presentation to the National Women Institute.

The structural challenges that the inclusion of the rights approach faces within public institutional integration are apparent at the provincial level, rather than at the municipal. Firstly, in connection with the governing bodies in gender issues, we may state the need for the Undersecretary of Gender Policies to exert a stronger institutional impact at government level and regarding its own capacity to strategically promote gender agenda within the State framework. In order to do so, its status and organic functions should be hierarchized, its organizational structure and human resources should be enlarged, and it should be given budgetary autonomy.

Secondly, in terms of institutional regulation, the formal legal basis of government structures and the operations relating to policy-making should be considerably improved. These aspects should also incorporate the human rights corpus. At the municipal level, even if the governing body on gender has acquired higher levels of institutional integration and has been referring to human rights dispositions, it still shows a few problems regarding organization, planning and operations, which should be addressed in the short term. On the other hand, the Program of Assistance on Gender Violence shows deficits in the aforementioned areas (organization, planning and operations), and also regarding the legal application of the program activities.

**40.** The building for the Undersecretary of Gender Policies was officially inaugurated on October the 13th, 2017, and was attended by representatives from the Ministry of Social Development of Santa Fe Province and the Secretary of Social Policies (NotiFe, <http://notife.com/578468-alvarez-recorrera-la-obra-de-la-nueva-sede-de-la-subsecretaria-de-politicas-de-genero/>, available online 19/10/2017).

The universality, equality and non-discrimination principles are strained within the policies we analyzed and the State structures. As gender violence was included on the public agenda and on the government agenda, a process was put in motion to recognize the problem and try and change the conditions of inequality and power imbalances that are at the root of gender violence. The public institutional integration achieved as far as this issue is concerned, at the provincial and municipal levels, is the most significant evidence. Meanwhile, institutional hierarchizations or the creation of new structures and public policies with a higher budget are in line with the same direction.

Even if providing a comprehensive treatment for gender violence problems is a complex matter at the institutional level, the Municipal Women Institute has made significant breakthroughs, through the implementation of actions aimed towards preventing violence in its different types and forms, transcending domestic violence (non-sexist education, sexual and reproductive rights, relationships without violence, rights awareness campaigns, Municipal Board against Human Trafficking, etc.). Meanwhile, services focused on gender violence assistance, depending on the Assistance Program on gender violence, were widened, aiming to achieve comprehensiveness. Nevertheless, a pending matter is preventing revictimization and guaranteeing this as a human right. Even if the matter is formally acknowledged as such, its treatment is not operational enough and its institutional integration should be tackled through effective political practices in all the intervention areas and for all the actors.

On the other hand, the progressiveness principle is achieved, as the actions are not only continued but also intensified (more appointments and higher professionalization levels in the teams), and stronger over time (green hotline, shelters, interdisciplinary assistance teams in all Municipal District Centers). Participation at the municipal level was an essential component for management, as relationships between State and society were considered to be «holding social interest» (Building Equality, 2008) and guaranteed through multiple devices, such as: Territorial Women Networks on gender violence, located in multiple Municipal District Centers; the pluriactoral Advisory Board; the Neighborhood Centers, etc.

Awareness campaigns relating to human rights, along with training and information, are activities that empower women and are guaranteed both at the municipal and provincial levels. The Equal Opportunity Plans, launched by the municipal government, and the Equal Opportunity and Right Equality Plans, at the provincial level, are tools which enabled right operability and achieved State presence throughout the territory. This work is one of the mechanisms raising most awareness on the right to live a life free from violence, and it has helped to significantly increase the number of complaints through the multiple procedures available.

**MAIN FINDINGS**

The municipal government and the provincial government have made significant efforts to adopt the rights approach in terms of promotion and protection. However, it is still necessary to move forward in terms of legal and structural measures to guarantee effective operability in human rights.

**SUGGESTION 1**

Produce an adequate legal system and strengthen the existing institutional structures so that they may guarantee not only promotion and formal protection of the human rights approach, but also its progressiveness and political feasibility; in particular, those oriented to sectors more vulnerable to gender violence (disabled people, older people, LGBTI people).

**SUGGESTION 2**

The Legislative and Executive Power actions should be strategically and progressively coordinated, in order to achieve the expected goals for the policies and rights. This should be done with the active participation of the public (feminist movement, social organizations, feminist epistemic communities, etc.). Likewise, it's necessary to create sufficient awareness among the Judicial Power representatives in terms of gender and human rights, as guarantees of due diligence, access to justice and enforceability.

As regards the State capacities for policy implementation and their ability to satisfy the right to live a life free from violence within the framework of the current institutional structure, it's worth pointing out the scope of the provincial and municipal efforts relating to this subject. Not only on account of the amount of policies and programs implemented in Rosario and of institutions involved in management (see Map 9. Territorial map of social policies implemented in Rosario concerning Gender Violence, p. 228), but also as regards the territorial scope achieved with State interventions, along with the initiatives carried out by social organizations and territorial networks; all these cover the six Municipal District Centers of Rosario City.

Another achievement is the political capacity that has been reached and which has created joint working bodies and activities of inter-institutional coordination (Municipal Board Against Women Trafficking, Provincial Undersecretary of Policies on Sexual Diversity, Assistance Center for Victims, Territorial Centers for Complaint, We talk about sex education, Provincial and Municipal Program of Sexual Health and Responsible Parenthood, Board of official organisms for Gender Violence Assistance), inter-jurisdictional coordination (Inter-jurisdictional Board for prevention and fight against Human trafficking, Inter-jurisdictional Coordination of the National Women Institute and the Hotline 144, Center of Victim Assistance, Board of Official Organisms for Gender Violence Assistance), intersectional coordination (Provincial Undersecretary of Policies on Sexual Diversity) and with civil society (Territorial Centers for Complaints, Territorial Women Networks to prevent gender violence).

A third step forward is the strategic capacity shown when implementing certain lines of action —main or priority—, which we shall call strategic paths and that aim to reach desired objectives. That is to say, they undertake to shorten the implementation gap between a desired objective and what is actually achieved. In this line, we place the community activities carried out by the Territorial Women Networks in the Municipal District Centers; the Provincial Program of Fight Against Human Trafficking; the municipal and provincial policies of Sexual Diversity; the Services of the Area of Integral Assistance on Gender Violence (Green Hotline, interdisciplinary professional assistance, shelters) and the Equal Opportunities Plans by the Municipal Women Institute. Another development, albeit very recent (2017), is the creation of the One Provincial Record of Gender Violence Cases, depending on the Undersecretary of Gender Policies (Decree 1219/2016) with technical support from IPEC, whose task is to guarantee an official statistical system (data collection, structuring, production and systematization) contributing to decision-making for public policies.

The main difficulties are expressed in terms of specific shortfalls: **1.** problems relating to the technical-administrative capacities (human resources structure, training and professional experience, employment conditions) and the structures in the municipal and provincial administrations; also, regarding organizational and operational aspects, and a lack of strategic planning; **2.** problems relating to the capacity to produce information and statistics, and to systemize work processes, monitor and assess the management procedure and, **3.** problems relating to financial capacity and budgetary commitments: for the most part, there is no available information regarding the social policies we analyzed, or, in some cases, the information is not categorized by policy or program or it's unclear and hard to understand.

**MAIN FINDINGS**

The State has made considerable efforts to implement policies oriented to guarantee the right to live a life free from violence. However, we can observe at this point a rising tension between multiple state actions —leading to an over-intervention— and the actual conditions needed to instrument policies with the rights approach in the current institutional framework.

**SUGGESTION 1**

Plan and integrate a critical route comprising systematic activities of awareness and training aimed at civil servants, so as to understand violence from a comprehensive point of view, prevent revictimization and increase operability in the realm of political practices and judicial activity to achieve a higher strategic rationale (knowledge management and capacity development) and install regulatory frameworks guided by human rights.

**SUGGESTION 2**

Develop strategies and devices to ensure strategic planning with the rights approach. In this line, it's necessary to strengthen the technical-administrative capacities of the State institutional structures, and also the capacities for systematic production of reliable official information, monitoring and assessment systems, and those relating to budgetary commitments.

### 5.1.5 Housing and Services

The human rights approach, in this field, is legally typified on Article 11 of the Protocol of San Salvador that, on part one, establishes that every individual has the right to live in a healthy environment and having basic public services and, on part 2, that the subscribing parties must promote the protection, preservation and improvement of the environment. In the same way, this is stated on Article 11 of the International Pact of Economic, Social and Cultural Rights that considers proper housing as a fundamental element of the right of every individual to proper living standards for themselves and their families.

As regards the ratification or approval of the basic international legal instruments meant to realize the right to a healthy environment and the right to proper housing, Santa Fe Province should move forward in terms of the adoption of the human rights corpus as a basis for its regulation and public policies. We observe that some provincial and municipal programs and institutions have taken up elements that materialize said rights into their political capacities.

At the provincial level, it's worth mentioning that since 2011 the government of Santa Fe Province has hierarchized its attributions regarding housing by: **1.** creating a specific structure, the Secretary of Habitat, deliberately using the wider term «habitat», which contains the meaning of «services» and «environment», and **2.** giving it a ministerial rank, empowering its political impact throughout public institutions, as it is given legitimacy and sufficient power to make decisions along with other ministries. In a similar process, at the municipal level in 2012, the autarchic entity devoted to this topic becomes the Public Service of Housing and Habitat, whose objective is to adapt its operations to face housing problems with a perspective involving housing not only as an isolated event, but also within a social and urban context.



**MAIN FINDINGS**

Regarding the institutional structure, the strategic role of the Secretary of Habitat is recognized at the provincial level on account of the hierarchization of its functions oriented to promote comprehensive, inclusive and collaborative housing policies. Also worthy of note is the strategic role of the Public Service of Housing and Habitat at the local level, as an entity that promotes the right to habitat and proper housing.

**SUGGESTION**

Progress in terms of planning and funding strategies, in collaboration with the national government, to create long-term plans and sustainable performance goals. Create a Housing fund in the province, consisting of incremental tax revenues.

As regards State capacities oriented to materialize the rights approach in terms of housing and services, in the heading 4.5 we classified, described and grouped the main programs relating to this topic, according to the issues and objectives considered by each one. We examined housing public policies and regulation and access to the urban soil, interventions carried out in informal settlements (with the intent of providing infrastructure, services and equipment), programs meant to secure house ownership, stimulate production and consumption through financial market intervention and, lastly, recent projects meant to address problems relating to rents.

Regarding the policies implemented in social housing projects in Rosario City, we analyzed the programs My Soil, my Home and the Construction and/or Funding of Housing Solutions. We found regulation concerned with the creation of one out of the two programs we analyzed, but the text does not show any adhesion to international human rights regulation. The program My Soil, My Home alludes to the right to housing, and there are indirect references to the idea of the right to «proper» housing and the right to a healthy environment.

The institutional agenda registers some changes; it is stated that the main problems on the housing agenda are availability and access to the urban soil, and the critical situation of informal settlements. Facing this diagnosis, the programs Rosario City make progress on three aspects: **1.** housing projects for the general public, assigned through draw systems; **2.** adequation and provision of lots with services, also assigned through draw systems and on occasion through agreements with unions and programs belonging to other jurisdictions, such as the plan PROCREAR, and **3.** implementation of special projects to tackle the housing crisis.

As regards civil society participation in housing projects, the models are for the most part fairly rigid and their definitions tend to be technical. On the other hand, projects involving lots sometimes involve unions, cooperative and intermediate associations, and these partnerships are very important: usually, the organizations provide the land and the provincial State works on the execution of the project, enabling the creation of individual units or full-scale housing complexes.

The Housing and Urban Planning Provincial Program states that the sustainability and consistency of State actions and decisions relates to the urban soil deficit and depends on the continuous funding of the National State. This dependence shows the lack of urban soil available in Rosario City as a critical problem, posing a significant challenge and raising the need to optimize the use of the soil, with the aid of federal housing policies which should be continued for at a decade (Interview, 2017).

As regards the policies implemented to provide infrastructure, services and equipment in Rosario City, we underline the Program of Neighborhood Improvement (PROMEBA), the Project *Travesía*, the Program Shared Efforts for Neighborhood Improvement and the Program of Social and Urban Integration of Irregular Settlements. As to the last two programs, carried out by the Secretary of Habitat of the province, we found that the guiding regulation mentions the right to live in the city, to housing

and to a healthy environment, but does not allude to the dispositions making up the regulatory framework of human rights.

In these areas, the institutional agenda and civil society participation are combined and take into account claims regarding the management of the programs. In PROMEBBA, for instance, the project anticipates the creation of a management board where community members, organizations, companies providing services and other relevant actors would all be involved. This board would be put together at the beginning, and continue its work during the whole of the project execution. Furthermore, the program includes planning workshops with the neighbors and informative meetings. The Program Shared Efforts for Neighborhood Improvement incorporates neighbors' participation at the time of creating consortiums, and agreeing on minor works. On the other hand, for the Project *Travesía* the participation of the population is highly important: the assignment of housing units is managed by a community board that is also involved in designing common areas, recovering common cultural practices.

As regards action sustainability, the programs are currently underway and they obey the political decision to work according to the provision of infrastructure, services and equipment. They are executed by areas belonging to the State institutional structure, and have been carried out continuously since the year

2012, in the case of PROMEBBA, and since 2013, in the case of the Programs for the Integration of Irregular Settlements and Neighborhood Improvement. The only exception is the Project *Travesía*, which has achieved consistency only after the works transfer from the Foundation Sueños Compartidos to Rosario Municipality in 2012.



#### MAIN FINDINGS

In terms of inter-jurisdictional coordination, significant efforts were identified, to carry out diverse and complex housing solutions for families excluded from the traditional mortgage loan market, such as the incorporation of actions intended to providing infrastructure and basic services to irregular settlements. In addition, progress was made in guaranteeing access to fundamental rights, such as: **a.** the right to water and safe light; **b.** the consolidation of actions aimed at securing ownership of FONAVI housing units, and **c.** the formation of consortiums to regulate and improve coexistence and sharing conditions.

#### SUGGESTION 1

Continue actions of intervention in irregular settlements in order to guarantee for the entire population access to housing conditions and adequate services coordinating actions throughout the territory.

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## SUGGESTION 2

Support actions in the area of protection and promote participation for the construction of safe housing environments, and advance the policies of rehabilitation and improvement of social housing units, by providing equipment and sustaining actions in the public space.

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As per the policies implemented to guarantee security in the housing tenure Rosario City, we analyzed the Program of FONAVI House Deeds and the Program Protect your home. In both programs, there is no explicit reference to the regulations and precedents of human rights. They are incorporated into the institutional agenda, in the first case, by the need to «grant legal security to the beneficiary families of the FONAVI program, by means of securing house ownership», and, in the second, by the need to «protect the family home in the face of any economic contingency that may cause its loss». While the deeds program secures house ownership and starts the procedure to regularize property deeds for the families already living in the units, the program Protect your home is focused on simplifying the procedures required to declare a house as a family property. This simplification derives from the political capacity that has enabled the creation of instances of inter-institutional coordination with other State dependencies. Meanwhile, these programs show decision sustainability, protected by the provincial laws that are at the root of these actions and sustaining them.

Among the policies implemented to guarantee a stimulus for production and consumption through interventions in the financial market and aids for production and consumption, we may mention the Program of Argentinian Bicentenario Loans for Family Dwelling-Property (PROCREAR) and the Program Today I Rent. In the text belonging to the decree of creation of PROCREAR (902/2012), housing is mentioned as a social right, but there are no allusions to the human rights international regulation. As regards the program Today I Rent, the program doesn't have regulation guiding its creation (Interview, 2017). Both programs have an agenda related to problems to access loans and they undertake to make the process easier for those social sectors that so far have been unable to fulfill this need. Regarding the programs' sustainability, PROCREAR has made key changes stemming from the management of the current national administration. It is no longer under the influence of ANSES, now it depends on the Ministry of Interior, Public Works and Housing; now, the families are supposed to prove that they earn at least double of the minimum wage if they are to sign up on the program; the loan is assigned no longer by draw system, but according to a score based on each family's need; a new line of funding has been

included, oriented to buy new or used housing units with pre-existing savings; the interest rate is no longer subsidized and it's adjusted to inflation; private banks have been included in the funding scheme. It will be necessary to observe and assess the results of these modifications in the future.



**MAIN FINDINGS**

The problem of the tenants is incorporated into the local agenda, through the advice and financing of credits aimed at affording rent-related expenses.

**SUGGESTION 1**

Deepen and continue the efforts of inter-jurisdictional coordination and put into debate the exclusive conditions of access to credit for single housing, thus advancing the debate and sanction of provincial bills concerning land use, in order to regulate their utilization against real estate speculation. Incorporate the human rights approach to regulations and policies concerning the topics of Housing and Services.

**SUGGESTION 2**

Deepen the regulation of the real estate market and move forward in the reform of laws and ordinances which regulate rental contracts in order to promote a formal, affordable, high-end and safe rental market. Set up and implement a rental program of public social housing.

Following, the global rationality of the interventions is analyzed according to the political capacities of coordination, technical-administrative, and of production of information and financial, thereof.

A review of the implemented programs allows us to maintain coordination as a constant, especially between the provincial and local levels, due to the dynamics implying the execution of processes of the different policies analyzed. At the national level, coordination occurs largely through financing. In terms of technical-administrative capacities, the analysis shows that although public officers have the appropriate profiles, especially within managements, we observe that the number of hired personnel is insufficient in order to address the problem of the housing emergency.

At the municipal level, it is noteworthy that human resources belong to the institutional organic plant of the State, gathering adequate profiles with training and experience. On the other hand, at the provincial level, the Digital Registry of Access to Housing is a step forward in terms of transparency, as it eliminates intermediaries in the process of registration of beneficiaries, and it incorporates mechanisms of transparency, agility and accessibility to the procedure. With regard to the monitoring of the policies implemented, it would be advisable to implement a clear mechanism for assessing and monitoring the actions deployed in the design of every program. In cases where these mechanisms exist, the production of information and reports is constituted as an internal document.

As per the budget, it has not been possible to reach the percentage of the total that each jurisdiction assigns to the social area. The cases in which the budget assigned to each program has been accessed have been appropriately recorded in the description.



#### MAIN FINDINGS

At the provincial and municipal levels, we identified qualified and experienced human resources with technical profiles consistent with the theme. We also highlight as a significant advance the implementation of the online registration platform for housing draws, which guarantees accessibility and transparency to the process.

#### SUGGESTION 1

Strengthen work spaces that address the problem of housing emergency in specific areas at the local level.

#### SUGGESTION 2

Create an area of monitoring and strategic assessment of interventions that allow planning in the medium and long term. Produce updated, public and accessible information and organize a public registry about irregular settlements Rosario City.

C6

**Chapter 6.**  
Findings and  
recommendations  
for decision-  
making



## 6. Findings and recommendations for decision-making

This chapter undertakes to serve as a closure regarding the account of the developments occurred during the assessment process and until now, and to make a series of general recommendations to favor decision-making. These recommendations shall take as basis and support for their formulation the findings presented for each of the topics, and also the suggestions made accordingly in Chapter 5.

As a general finding, we may point out that there is a great development of the structural basis of State institutional integration regarding Gender Violence and Disability policies (and, to a lesser degree, Old Age policies). On the other hand, the policies relating to Poverty and Housing and Services, even if they have not reached a sufficient level of institutional integration in connection to the human rights approach, they still reveal a higher development where State capacities are concerned — Poverty policies in particular —, contributing to the rights' actual realization.

These general recommendations are organized as key ideas to summarize our improvement proposals. Each of them focuses on different points to guide and operationalize the changes.

C6

### 1. Forward the institutional integration of the Human Rights Approach

- Strengthen an adequate legal system to contain actions and State structures.
- Change restrictive conceptual frameworks relating to rights that still guide institutional integration (disability, old age, poverty, housing and services), while adequating the rights frameworks that already have a sufficient institutional integration in terms of political practices (gender violence).
- Create, hierarchize and strengthen organized and autonomous institutional structures, ensuring the consistency of programs regardless of the profile or personal interests of the current governing parties.

- Reform the regulations guiding the policies, as they are not based on the rights approach.
- Enhance the leadership of the Government of Santa Fe Province, starting a debate at the national level on the need to create institutional integration regarding the Rights Approach at all government levels.

**C6** .....

**2. Deepen the development of political capacities of coordination**  
.....

- In a strategic, systematical and progressive manner.
- At the inter-jurisdictional level, especially between the national level and subnational levels; inter-sectorial and intra-institutional.
- Expand multi-partner alliances (civil society and academia organizations)
- To enhance the participatory nature of policies and their effects.
- Articulate actions between State powers (Executive and Legislative) through active societal participation, thus promoting the incorporation of topics from the public agenda to the governmental agenda via the legislative agenda.
- Articulate every policy involved in a comprehensive and multidimensional view (employment, health, education, political participation, security, production, justice, care, economy).
- Incorporate formal tools for mainstreaming the rights approach in all programmatic activities.

### 3. Reach a higher State presence throughout the territory, to reduce inequalities

- Deepen the *strategic paths* as main actions at the territorial level, with an ability to reach the desired targets and widen their scope including new neighborhoods.
- Improve State territorial capacities at neighborhood level to favor the production of progressively accessible, acceptable and equitable life conditions.
- Increase the development of territorial networks and networking, as progressive processes involving institutional capacities, coordination of empowered actors, convergence of topics and interests and strengthening of cooperative relationships.
- Provide territorial actions with a higher consistency and better planning, in order to move forward in terms of specific interventions, for instance, in irregular settlements. Guarantee access to better housing conditions and adequate services.

### 4. Deepen the development of technical and administrative capacities

- Plan a *critical route* to favor strategic thinking, arranging systematical and permanent training activities aimed to civil servants, with successive interventions (combining knowledge management, development of capacities and advocacy), as an opposite to self-contained activities.
- Create awareness within the judicial power as regards human rights relating to vulnerable groups (disability, LGBTI people, older people, gender, poverty).
- Develop strategies and devices to ensure strategic planning with the rights approach in the medium and long term, regarding institutional structures and programmatic activities.

## 5. Progressively include the principles into the policies and structures

- *Enforceability, access to justice and due process*: create devices to enforce rights, without economic barriers, available immediately (judicially and/or extra-judicially), also guaranteeing access to justice and due process regarding administrative procedures (objective criteria, non-discretionary, relating to the access to benefits, programs, services) and in judicial procedures.
- *Universality, non-discrimination and equality*: promote inclusive processes among the population (awareness campaigns, information, assessment and guidance) to remove cultural barriers preventing the access to rights.
- *Participation and empowerment*: engage the citizenship's participation through the production of policies, as involved and necessary partners, in order to identify needs and priorities; strengthen the mechanisms of awareness regarding human rights in order to improve the quality of the participation.
- *Progressiveness and non-regression*: create permanent and systematic updating mechanisms for the economic benefits. Update them according to the current notional amounts (minimum wage, basic market basket, etc.).
- *Access to information, monitoring and assessment*: strengthen and update information systems and databases, in order to produce accessible data, pertinently categorized and easily available for the use of the public in open websites. Move forwards in terms of monitoring and assessment systems as tools that favor learning and improvements.

C6

## 6. Develop financial capacities and budgetary commitments

- Develop and improve budgetary capacities to favor transparency, accountability and access to budgetary information.
- Identify economic restrictions at the provincial level and how they condition the actions' feasibility and sustainability.
- Promote strategic planning and results assessment, while creating a budget categorized by programs and projects, in order to guarantee the policies' autonomy.

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## 7. Recovering Governance

- Deepen interventions in terms of participation and building of strategic alliances with social actors.
- Recreate participation devices regarding rights, so that they create communication networks throughout the territory and with the State, stemming from specific interventions.





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## Interviews and questionnaires to key informants

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- National Social Services Institute for the Retired and the Pensioned, Socio-preventive Area, 18/10/2017.
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- Special Project Underagency, Secretary of Planning, Rosario Municipality, 31/08/2017.
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- Technology for Safety and Emergency Response Provincial Agency, Ministry of Safety of the Government of Santa Fe Province, 09/08/2017.
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**Annexes**



## Annex 1

## Table of Rights

## Protocol of San Salvador and Agenda 2030

Rights	Protocol of San Salvador	Agenda 2030. Sustainable Development Goals
<b>Social security</b>	<p><b>Article 9 Right to Social Security</b> «Every individual has the right to social security protecting them against the consequences of old age and of the incapacity that may prevent them physically or mentally so as to obtain the means to bear a decent and respectable life. In case the beneficiary dies, social security benefits will be applied to their dependents». (Article 9.1) «In the case of people that are working, the right to social security will cover at least medical care and subsidies or retirement pension in case of work accidents or professional illness, and in the case of women, paid maternity leave before and after child delivery.» (Article 9.2)</p>	<p><b>Objective 1.</b> End poverty in all its forms in all the world. <b>Goal 1.3</b> To implement at a national level appropriate social protection systems and measures for all, including minimal levels and, from now to 2030, to achieve a wide coverage for poor and vulnerable people. <b>Goal 5.4</b> Acknowledging and valuing non-remunerated work and domestic care by means of public services, infrastructures and social protection policies, promoting shared responsibility in the household and family, according to country habits.</p>
<b>Nutrition</b>	<p><b>Article 12 Right to Nutrition</b> «All individuals have the right to a proper nutrition ensuring the possibility of having the highest physical development, emotional and intellectual level.» (Article 12.1) «So as to guarantee this right and eliminate malnutrition, the member States commit to perfect the production, provision and distribution of food, meaning that they commit to promote a greater international cooperation to support national policies in the area.» (Article 12.2)</p> <p><b>Article 15 Right to Family Constitution and Protection</b> «... The Member states by means of this Protocol commit to provide an adequate protection to the family group and in particular: <b>b.</b> to guarantee a proper nutrition for children, both in breastfeeding and school age (Article 15.3.b)</p> <p><b>Article 17 Older People Protection</b> «Every Individual has the right to special protection during their old age. In that sense, the member States commit to adopt in a progressive manner to guarantee the necessary measures so as to exercise this right and in particular <b>a.</b> to provide proper facilities, as well as feeding and specialized medical attention to older age people not having access to it and not being in conditions to provide it for themselves;» (Article 17.a)</p>	<p><b>Objective 2.</b> To end with hunger, achieve food safety and nutrition improvement and to promote sustainable agriculture. <b>Objective 1.</b> End poverty in all its forms in all the world.</p>

*(continues in the following page)*

Rights	Protocol of San Salvador	Agenda 2030. Sustainable Development Goals
Education	<p><b>Article 13 Right to Education</b>            «Every individual has the right to education.» (Article 13.1)            «The member State in this Protocol agree that education must be oriented towards full human personality development and the sense of its dignity and must strengthen respect towards human rights, ideological plurality, fundamental liberty, justice and peace. They agree in the same manner that education must prepare all people to effectively participate in a democratic and pluralist society, to achieve proper subsistence, favor understanding, tolerance and friendship between the nation and all the racial, ethnic and religious groups and promote activities encouraging peace keeping.» (Article 13.2)            «The member States in this Protocol acknowledge that, so as to guarantee full use of the right to education: <b>a.</b> Elementary education must be mandatory and free of charge for everyone; <b>b.</b> secondary education on its different forms, including technical and professional secondary education must be generalized and accessible to everybody by any appropriate means and in particular by the progressive implantation of free education; <b>c.</b> higher education must be equally accessible for everyone, on the basis of individual capacity by any appropriate means and in particular by the progressive implantation of free teaching; <b>d.</b> basic education for those people not having received or ended the complete period of primary education must be encouraged or intensified; <b>e.</b> special teaching programs for disabled people must be established so as to provide specific instruction and training for people with physical problems or mental deficiencies.» (Article 13.3)            «According to the internal legislation of the Member states, parents will have the right to choose the type of education to provide to their children, provided that it is adapted to the previously stated principles.» (Article 13.4)            «No disposition in this Protocol will be interpreted as a restriction of the freedom of individuals and organizations to establish and manage education institutions, according to the internal legislation of the Member states.» (Article 13.5)</p> <p><b>Article 16 Childhood Rights</b>            «... Every child has the right to free and mandatory education, at least at the elementary stage and to continue their education in the higher levels of the education system.»</p>	<p><b>Objective 4.</b> To guarantee an inclusive, equal and quality education and to promote learning opportunities during everybody's lives.  <b>Objective 1.</b> End poverty in all its forms in all the world.</p>
Health	<p><b>Article 10 Right to Health</b>            «Every individual has the right to health, defined as the highest level of physical, mental and social well-being.» (Article 10.1).            «So as to guarantee the right to health, the member States commit to consider health as a public good and particularly to adopt the following measures to guarantee this right: <b>a.</b> primary health care, understood as essential health assistance made available to all community individuals and families; <b>b.</b> granting of health benefits to all individuals subject to state jurisdiction; <b>c.</b> full immunization against the main infectious diseases; <b>d.</b> prevention and treatment of endemic, professional and other kind of diseases; <b>e.</b> population education on prevention and treatment of health problems, and <b>f.</b> satisfaction of health needs for the higher risk groups and that because of poverty conditions are more vulnerable.» (Article 10.2).</p> <p><b>Article 17 Older People Protection</b>            «Every Individual has the right to special protection during their old age. In that sense, the member States commit to adopt in a progressive manner to guarantee the necessary measures so as to exercise this right and accordingly: <b>a.</b> to provide proper facilities, as well as feeding and specialized medical attention to older age people not having access to it and not being in conditions of providing it for themselves;» (Article 17.a)</p>	<p><b>Objective 3.</b> To guarantee a healthy life and promote the well-being for all people of all ages.  <b>Objective 1.</b> End poverty in all its forms in all the world.</p>

(continues in the following page)

## Work

**Art. 6 Right to Work**

«Every individual has the right to work, which includes the opportunity of having the necessary means to lead a decent and respectable life by means of the legal practice of a freely chosen or accepted activity.» (Article 6.1)  
«The member States commit to adopting the measures guaranteeing full efficacy for the right to work, in particular the ones aiming at achieving full employment, vocational orientation and the development of technical and professional training projects, particularly those aimed at disabled people. The member States also commit to carry out and strengthen programs that contribute to a proper family care, aiming at the fact that women are able to tell with a efficient possibility to use the right to work.» (Article 6.1).

**Article 7 Fair, Equal and Satisfactory Work Conditions**

«The member States in this Protocol acknowledge that the right to work defined in the previous article, presupposes that every individual uses this right in fair, equal and satisfactory conditions, to reach this goal the member States will guarantee in their national legislation in a special way: **a.** a salary ensuring at least decent and respectable subsistence conditions for them and their families and an equal salary for and equal task, without any type of distinction; **b.** the right of every worker to follow their vocation and working in the most appropriate field according to their expectations and to change their job, according to the corresponding national regulations; **c.** the right of workers to be promoted reason for which they will take into account their qualifications, competence, integrity and years of service; **d.** worker stability in their positions, according to the industry and profession characteristics and with causes of fair termination. In case of unjustified termination, the worker will have the right to a severance pay or employment readmission or any other benefit established by national legislation; **e.** safety and hygiene at the workplace; **f.** prohibition of night work or in dangerous or unhealthy conditions for people under the age of 18 and in general of all types of work endangering their health, safety or moral. In case of people under the age of 16, the working day must be subjected to the laws regarding mandatory education and in any case it may constitute an impediment for school attendance or to be a limitation for the worker to benefit from the received education; **g.** reasonable limitation of working hours, both daily and weekly. The working days will last less in case of dangerous, unhealthy or night jobs; **h.** resting, enjoying free time, paid vacations as well as remuneration in national holidays.»

**Art. 8 Union Rights**

«The member States will guarantee: **a.** the right of workers to organize trade unions and joining the one they prefer, for the protection and promotion of their interests. As a condition arising from this right, the member State will allow trade unions to conform federations and national confederations and joining the ones already existing, as well as forming international union organizations and joining the ones they prefer. The member States will also allow the free functioning of unions, federations and confederations; **b.** the right to strike.» (Article 8.1) «The use of the previously mentioned rights can only be subjected to the limitations and restrictions established by law, providing that these belong to a democratic society, necessary to keep law enforcement, protect public health or morality, as well as the rights and liberties of the others. The members of the armed forces and the police, as well as those belonging to essential public services will be subjected to limitations and restrictions established by law.» (Article 8.2)  
«No one can be forced to belong to a trade union.» (Article 8.3)

**Article 17 Older People Protection**

«Every Individual has the right to special protection during their old age. In that sense, the member States commit to adopt in a progressive manner to guarantee the necessary measures so as to exercise this right and accordingly: **b.** to carry out specific work programs aimed at granting older people of doing a productive activity adapted to their possibilities respecting their vocation or wishes;» (Article 17.b)

**Objective 8.** To promote sustainable and inclusive economic growth, full and productive employment and decent work for everybody

**Objective 1.** End poverty in all its forms in all the world.

(continues in the following page)

Rights	Protocol of San Salvador	Agenda 2030. Sustainable Development Goals
<b>Healthy Environment</b>	<p><b>Article 11 Right to a Healthy Environment</b> «Everyone shall have the right to live in a healthy environment and to have access to basic public services» (Article 11.1) The States Parties shall promote the protection, preservation, and improvement of the environment.» (Article 11.2)</p>	<p><b>Objective 6.</b> To guarantee water availability and its sustainable management and sanitation for everybody. <b>Objective 7.</b> To guarantee access to affordable, safe, sustainable and modern energy for everybody. <b>Objective 1.</b> End poverty in all its forms in all the world <b>Objective 12.</b> To guarantee sustainable production and use modalities. <b>Objective 13.</b> To adopt urgent measures to find climatic change and its effects. <b>Objective 14.</b> To safeguard and use in sustainable way oceans, seas, and maritime resources for sustainable development. <b>Objective 15.</b> To promote sustainable use of earth ecosystems, fight against desertification, stop and reverse earth degradation and stop biodiversity loss.</p>
<b>Housing</b>	<p><b>Article 15 Right to Family Constitution and Protection</b> The Member states by means of this Protocol commit to provide an adequate protection to the family group and in particular: <b>d.</b> to carry out special family training programs so as to contribute to the creation of an stable and positive environment in which children perceive and develop the values of understanding, solidarity, respect and responsibility.» (Art. 15.3.d)</p> <p><b>Article 17 Older People Protection</b> «Every Individual has the right to special protection during their old age» In that sense, the member States commit to adopt in a progressive manner to guarantee the necessary measures so as to exercise this right in that sense, the member States commit to adopt in a progressive manner to guarantee the necessary measures so as to exercise this right and accordingly: <b>a.</b> to provide proper nutrition and specialized medical attention to older age people not having access to it and not being in conditions of providing it for to provide it for themselves;» (Article 17.a).</p>	<p><b>Goal 11.1</b> «By 2030, ensure access for all to adequate, safe and affordable housing and basic services and upgrade slums». <b>Objective 1.</b> End poverty in all its forms in all the world.</p>
<b>Life Free from Violence</b>		<p><b>Objective 5.</b> «Achieve gender equality and empower all women and girls». <b>Goal 5.2</b> «Eliminate all forms of violence against all women and girls in the public and private spheres, including trafficking and sexual and other types of exploitation». <b>Goal 5.3</b> «Eliminate all harmful practices, such as child, early and forced marriage and female genital mutilation». <b>Objective 16.</b> «Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels».</p>

*(continues in the following page)*

Rights	Protocol of San Salvador	Agenda 2030. Sustainable Development Goals
Culture	<p><b>Article 14 Right to the Benefits of Culture</b></p> <p>«The member States in this Protocol acknowledge the right of every individual to: <b>a.</b> Participate in community cultural and artistic life; <b>b.</b> to use the benefits arising from scientific and technological progress; <b>c.</b> to benefit from the protection of material and moral interests entitled to them by means of scientific, literary or artistic products created by them.» (Article 14.1)</p> <p>«Among the measures that the member State in this Protocol must adopt to ensure full use of this right will be those that are necessary for preserving, developing and spreading science, culture and art.» (Article 14.2)</p> <p>«The member State in this Protocol commit to respect the necessary freedom for scientific research and for creation activities.» (Article 14.3)</p> <p>«The member States in this Protocol acknowledge the benefits arising from the encouraging and development of cooperation and international relationships in scientific, artistic and cultural activities and in this sense they commit to foster a better international cooperation on the matter.» (Article 14.4)</p>	<p><b>Objective 1.</b> End poverty in all its forms in all the world.</p> <p><b>Goal 11.4</b> To strengthen the efforts to protect and safeguard the global cultural and natural heritage.</p> <p><b>Goal 4.7</b> From here to 2030, to ensure that all students acquire the necessary theoretical and practical knowledge to promote sustainable development, among other 16 other things by means of education for sustainable development and sustainable lifestyles, human rights, gender equality, promotion of a peace and non-violence culture, global citizenship and cultural diversity valuing and culture contribution to sustainable development</p>

**A2**

Annex 2

Report 1: Prioritized matters conceptualization.  
Posing the problem from a human rights approach

**Topics:** poverty, disability, old age, gender violence, housing and services.

**Date:** from 09/05 to 16/5

The questioning and conceptualization facilitate the clarification of the «playing field» on which the assessment is located. We attempted to define what issues required intervention. Consequently, we prepared guiding questions and established steps for conceptualizing and problematizing each of the given issues.

- **Conceptualization:** Which topic or subject will be effectively dealt with? Which issues, actors or processes are involved in it? What do we try to establish around the topic? (for example, new aspects of the topic which were not considered in other approaches; new social and political positioning disrupting the predominant vision in society)
- **Questioning:** Which problems involve and which theoretical and conceptual discussions address the topic in the framework of the human rights approach?

For the operationalization of the problem the coordinating team proposed to follow the following steps<sup>41</sup>:

1. To characterize the problem.
2. To list the characteristics that account for the problem's existence.
3. To list the factors that have incidence on the problem.
4. To group the characteristics and factors in key aspects or dimensions.
5. To check that the identified dimensions are sufficient and self-excluding to characterize the problem.
6. To express, for each dimension, an indicator of self-excluding indicator, enough to describe each dimension and empirically contrastable.

A3

### Annex 3

#### Report 2: Identification of relevant actors for each issue

**Topics:** poverty, disability, older adults, gender-based violence, housing and services.

Which governmental and non governmental actors able to work on the issues and to enact changes aligned with the rights approach and its principles? So as to classify information according to dimension, governmental level and, at the same time, state and non-state actors the following mechanism was established. To illustrate this, we only include for the topic «Work» and in Annex 1 the complete table is included.

**TABLE TO SYSTEMATIZE ACTORS.**

Dimension	Level	State actors	Non state actors with x reference levels if level can be identified
Work	Nation		
	Province		
	Municipal		

41. For this decision the coordinating team based on the mentioned guidelines by Di Virgilio and Solano, 2012:77.

## Annex 4

Report 3: Systematization of the available sources of information and first approach to the territory mapping in the analysis of social policies (step 4).

**Topics:** poverty, disability, older adults, gender-based violence, housing and services.

**Date:** from 24/05 to 30/5

In order to carry out this point we created an orientation table to include information related to: the systematization of the available sources of information at a local, national, provincial level and the mapping techniques of social policies at a national, provincial and local level.

**TABLE FOR SYSTEMATIZING INFORMATION AND PROGRAMMATIC OFFER.**

Dimension (incorporating each topic)	Level	Normative reference of origin or creation of the program/project/action, if any	Process Indicators (Programmatic Offer) Name of the program, projects, actions by level	Available offers on programmatic offer (in this case it is suggested to name the source and the information origin) for its description afterwards it is suggested to work outside the framework
<b>Work</b>	Nation			
	Provincial			
	Municipal			

## Annex 5

Formal information notes signed by the Ombudsman

Requests for information were sent to the following areas:

1. UCA. Argentinian Social Debt Observatory.
2. ANSES
3. Statistics and Census Provincial Institute (IPEC – according to its Spanish acronym)

4. PAMI–Rosario
5. Pension Fund of Santa Fe Province
6. Pension Fund of Rosario Municipality
7. Environment State Secretary, Santa Fe Government
8. Urbanism and Housing Provincial Agency
9. Rosario Municipality
10. Ministry of Education of the Government of Santa Fe Province
11. National Ministry of Health
12. Ministry of Health of Santa Fe Province
13. Ministry of Work, Employment and Social Security Website
14. Ministry of Work of Santa Fe Province
15. National Ministry of Social Development.
16. Ministry of Social Development of Santa Fe Province
17. National Bank of Argentina
18. Rosario National University

**A6** .....

Annex 6

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Interview

Protocol

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- Actors to be interviewed: public officials, policy makers, technical teams, implementing officials
- Interviewed individual's name and last name:
- Position–office:
- Interview date:

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## QUESTION GUIDE.

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### INTRODUCTION

To begin with, we would like to ask you when you joined this Area (secretary, undersecretary, ministry, agency...) which is your position and current function.

#### 1. Government level and policy direction

**1.1.** Grosso modo: Which are the main government social policies (national, provincial, municipal) that are currently implemented in Rosario related to health, nutrition, social security, work, environment, education and culture; aimed at older people, disabled people, women, poor sectors?

**1.2.** Which is the situation in Rosario regarding gender violence, older people / older age, disability, housing and services, poverty? Which are the main problems referring to this problematic you face?

- To pay special attention on the way the policy makers construct the problem
- To ask since when (date) the mentioned policies have been implemented

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#### 2. The Area, Secretary, Undersecretary, Ministry

**2.1.** Which hierarchy and faculties has this area (secretary, undersecretary, ministries) in the management of these policies, plans and programs? How is it structurally organized?

**2.2.** Which actions (policies, plans, programs, etc.) the area carries out for addressing for addressing social problems (in matters related to health, education, work, nutrition, social security, environment and culture).

**2.3.** Is any of these actions oriented towards specific populations (disabled people, older people, poor sectors, women)?

**2.4.** Which resources does the area currently have, considering its staff (quantity and profile, permanent or contractors, etc.), infrastructure and budget?

**2.5.** Are there coordination actions with other governmental levels? (If the answer is yes) Please specify their functioning.

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#### 3. Policy, plan, program institutional nature

**3.1.** Which is the plan, program, policy's institutional framework..... (name of the program, ask this question for every program)? From which area (secretary, undersecretary, Ministry) does it depend on? Are there any resolution, ordinances, dispositions on the program? In which year was it created?

**3.2.** Is the plan, program, policy based on any international regulation on human right? Which one? Is the Program based on any national or provincial regulation? Which one?

**3.3.** Which are the objectives of this plan, policy, program?

**3.4.** To which population is it addressed?

- Ask if there are any differences in the population characteristics:  
**a.** socioeconomic condition (poor people); **b.** age; **c.** gender; **d.** ethnic origin (toba population); risk population (disability, older people).
- Ask if specific programs for toba population were implemented

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#### Aspects to bear in mind during the interview, interesting for the assessment matrix

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##### Critical situations:

- Launching key programs (for example, programs for prevention or eradication of gender violence, programs for access to public services in slums; programs for employment access for disabled people; in-home care provider programs for older people, etc.)

- Relevant inflection point that may affect social policies and the involved rights (regressive nature, blockage) in the mentioned topics and population (for example, government changes, economic crisis, budget reductions, important social conflicts. Do you remember any policy on these matters that is no longer implemented? Why is it no longer implemented?)

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##### Government Area:

##### state capacities, participation

- How are the social topics expressed in the government agenda? Is there political receptivity in the demands? (pay attention to political capacity)
- Do you acknowledge and carry out DESC rights policies or only assistance benefits? (see technical and political capacity)
- Are there any modifications (reductions or enhancement) in the area's social infrastructure? (for example: health care reductions or service or benefit suppression/restriction/redefinition) (see administration capacity)

##### Equality and non-discrimination measures

- Are there any equality and non-discrimination measures in the implemented social policies? If yes, is there any link with the area, secretary, ministry? How are these concerns incorporated in the area's agenda?
- Are there any equality and non-discrimination measures in other governmental areas (infrastructure, urban safety, etc.)? If yes, is there any link with the area, secretary, ministry?

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##### Equality and non-discrimination measures

Is there a differential treatment (affirmative action) concerned with diverse circumstances affecting a disadvantaged group and preventing it from realizing a right?

##### • Accessibility, adaptability, quality, availability, enforceability Mechanisms

- Are there any *legal or administrative* that may be used by the citizens to demand right fulfilling, decision review and policy audit/control? (for example, complaints, claims, protections, available and accessible information on the proceeding process state, accessible information on access and use of complaint and claim mechanisms)

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- 3.5. Which are the plan, program, policy's main components/elements?  
3.6. Which effective coverage does the policy guarantee? Do they have public information on coverage?  
3.7. Which activities are implemented in the policy, plan, program's framework?

**Aspects to bear in mind during the interview, interesting for the assessment matrix**

- Are there any customer and user protection offices or public administration offices or areas for reception of complaints, claims or reports?
- Has the State carried out enough actions to eliminate economic, material and/or cultural to guarantee these exigibility mechanisms?
- Are there any due process components and effective legal custody regarding rights incorporated in social policies? For example: the right to housing includes the prohibition of forced evictions without the due legal process: quick and simple resources to access urgent medical treatments, etc

**4. Territoriality: scope**

- 4.1. In which area of Rosario City is the program, plan, policy implemented?

- Identify policy scope and location (neighborhoods, districts, zones)

- 4.2. Which is the plan, program, policy implementation process? Which areas/secretaries/ministries participate in them? Which actions and resources do each one of them provide? Which territorial actors participate in the implementation process (social organizations, governmental and non-governmental organizations, actor networks)

- Identify the actors role and the participation type (deliberative, deciding, related to incidence or political support) in this process.

- 4.3. How many people work in this plan, policy, program? What is their training, educational levels, profiles and functions? Which are the position they have (temporary or permanent contract, service provided)? How many years of service do they have?

- 4.4. Which is the assigned budget to the plan, policy, program?

- 4.5. Is there any policy monitoring and follow-up? Are there any assessments made on this policy, program, plan?

- 4.6. Is there official and public information of this program, policy? Is it accessible? Is it systematized (Reports, summaries, databases, records), Which characteristics does this information have and with which regularity is it produced? Is there any statistical information?

**• Participation**

Was there any implementation of mechanisms enabling citizenship participation in policy design? Are they publicly known?

Was there any implementation of participation mechanisms for monitoring and assessment processes?

Is there any effective participations by social organizations and the general public in the programs?

Which were the participating organizations?

**• Financial context and budget commitments**

Which percentage of the total budget is allocated to the area, secretary, ministry? (pay attention to political importance according to budget allocation)

Are budget allocations fixed or can they gave variations (rise related to critical contexts)? Other financial sources

**• Production and access to information**

Is there any information on how to participate in the program?

Where is it available? Are the program access modalities specified?

Does the area periodically produce statistical information allowing them to compare and establish the intervention advance state?

**BALANCE AND CLOSING**

5. Currently and according to your personal point of view, which are the achievements regarding the social policies implemented in the city and what are the missing challenges?

6. Is there anything you want to say not included in the questions we asked?

**Progress signs**

Have you carried out enquiries/research studies on the points of view of the actors that participate in the programs regarding their development?

Questions 5 and 6 provide information for progress signals

## Annex 7

Interviewed  
governmental actors

Topic	Institutional reference	Date
<b>Poverty</b>	• Secretary of Social Development. Rosario Municipality.	29/09
	• Associate General Territorial Management Director of the Secretary of Social Development. Rosario Municipality.	27/09
	• Director and Associate Director of the Employment Agency – Secretary of Production and Local Development. Rosario Municipality.	14/09
	• Chief of Socio-productive project area of the Secretary of Social Economy. Rosario Municipality.	20/09
	• Provincial Director for Associativism and Entrepreneurship – Ministry of Production of Santa Fe Province	28/09
	• Rosario Municipality, Undersecretary of Social Economy.	09/10
	• Undersecretary of <i>Abre</i> Plan Coordination – 4th Region – Rosario. Ministry of Social Development of Santa Fe Province	05/10
<b>Housing and Services</b>	• Program and Project Area Housing Public Service Coordinators Rosario Municipality.	01/08
	• Renting Counseling Center Director, Housing and Environment Public Service. Rosario Municipality.	01/08
	• Urbanism and Housing Provincial Agency Technical Advisor. Secretary of Habitat, Santa Fe Government	31/08
	• Undersecretary of Urban Organization Director, Secretary of Urban Planning. Rosario Municipality	30/08
	• Associate Director of the Special Project Sub-agency/Planning Rosario Municipality	31/08
	• Program and Project Area Housing Public and Environment Public Service. Rosario Municipality.	10/08
	• Undersecretary of Environment Planning and Management, Secretary of Habitat. Santa Fe Province	18/09
<b>Old Age</b>	• ANSES West District Representative	01/09
	• National Social Services Institute for the Retired and the Pensioned Executive Director.	05/09
	• Rosario City Older People Agency Director. Secretary of Social Development. Rosario Municipality	04/10
	• Provincial Older People Policy Agency – DIPAM – Ministry of Social Development. Santa Fe Province – Rosario Delegation	11/10
	• 1st and 2nd Attention Level Undersecretary. Provincial Health Promotion and Prevention Agency. Ministry of Health. Santa Fe Province	10/10
	• Ombudsman Office of Santa Fe Province General Instruction Director	12/10
	• National Social Services Institute for the Retired and the Pensioned Executive Director.	13/10
<b>Gender Violence</b>	• Comprehensive Care against Violence Service Director. Rosario Municipality	18/08
	• Government of Santa Fe Province IPEC coordinator.	31/08
	• Women Municipal Institute Director, Rosario Municipality.	31/08
	• Territorial Complaint Center Ministry of Safety of Santa Fe Province.	06/09
	• Undersecretary of Policies on Sexual Diversity – Ministry of Social Development.	19/09
• Undersecretary of Gender Policies – Ministry of Social Development	22/09	
<b>Disability</b>	• Undersecretary of Inclusion for People with Disabilities, Ministry of Health of Santa Fe Province	03/10
	• Provincial director of inclusion for People with Disability, Ministry of Health of Santa Fe Province	26/09
	• Mental Health Director, Secretary of Public Health, Rosario Municipality	03/10
	• Accessibility Area for the Disabled Coordinator of Rosario National University	01/12

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## Annex 8

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### Master Record of Key Subjects and Online Questionnaires

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Social Policies and Human Rights Assessment Team  
Ombudsman Office of Santa Fe Province  
Rosario National University 2017

- Key informant:
- Contact date:
- Informant profile:
- Informant Selection Criteria:  
selecting according to what it may be pertinent (2 or more)
  - privileged access to the sought information
  - specialized knowledge
  - good attitude to cooperate with the assessment and provide important information as regards quality or quantity
  - impartial character
  - reliability
  
- Questions and answers

## Annex 9

## Methodological guide for the Analysis

### 1. Structural basis of the rights approach on state institutional nature.

#### Right to live a life free from violence

Aspectos/evidencia					
	Regulations	Human Rights precedents	Institutionalized Human Rights concepts	Civil society participation	Decision sustainability and action continuity
<b>Politics</b>	Are there any regulations creating them? Does the province/ town council adhere to national regulations on DDHH?	Do they refer to any Human Rights dispositions for the framework or precedents of these decisions?	Do they incorporate any human rights conceptual changes? Can we find any changes in the institutional agenda?	Are there any changes produced by sc demands?	Political decision related to the creation / hierarchical organization of state structures Can the decision show administration continuity?

### 2. State capacities for right satisfactions (political, technical, administrative, financial).

#### Right to live a life free from violence

Aspect/evidence					
	Political capacity for coordination	Principles	Technical and administrative capacity	Capacity to create information	Financial capacity, budget aspect
<b>Politics</b>	Are there different government areas involved in policy management, or different jurisdictional levels and non-governmental organizations in the same area? Do they work jointly?	Are the principles considered when organizing implementation*?  See guiding questions below	Is the State personnel currently employed sufficient for the task at hand? Do they have suitable backgrounds and experience?	Is quality information being produced in a systematic way? Is there any official information on policies, plans, programs? Is it accessible to the public? Are there any capacities for monitoring and assessment?	Which the budget percentage allocated to the social area (plans, programs, policies) for each jurisdiction?

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**ARGENTINA, FEBRUARY 2019.**

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