THE RIGHTS APPROACH THROUGH THE BOGOTÁ HUMANA DEVELOPMENT PLAN:

TOWARDS A NEW CONSTRUCTION OF THE PUBLIC SPHERE

Study designed to monitor the social inclusion policy of the city of Bogota in the light of the guarantee of rights

CONDUCTED BY THE UCLG COMMITTEE ON SOCIAL INCLUSION, PARTICIPATIVE DEMOCRACY AND HUMAN RIGHTS IN COOPERATION WITH THE CENTRE FOR SOCIAL STUDIES OF THE UNIVERSITY OF COIMBRA AND THE OPERATIONAL CENTRE FOR HOUSING AND SETTLEMENT OF THE CITY OF MEXICO

ALCALDÍA MAYOR
DE BOGOTÁ DC

Comisión de Inclusión
Social, Democracia
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Centro de Estudos Sociais
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STUDY DESIGNED TO MONITOR THE SOCIAL INCLUSION POLICY OF THE CITY OF BOGOTA IN THE LIGHT OF THE GUARANTEE OF RIGHTS

Conducted by the UCGL Committee on Social Inclusion, Participative Democracy and Human Rights in cooperation with the Centre for Social Studies of the University of Coimbra and the Operational Centre for Housing and Settlement of the City of Mexico

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Executive Summary

Introduction

From September to December 2015, the UCLG Commission on Social Inclusion, Participative Democracy and Human Rights (CSIPDHR) and the District Secretariat for Social Integration (SDIS) of the Bogota City Hall monitored the public policies on Early Childhood, Ageing and Older People and Homelessness, implemented by the Bogota City Hall, in the light of guaranteeing the Human Rights mentioned in the [Global Charter-Agenda for Human Rights in the City](#).

The intention was to study to what extent public policies involving local social action are sufficient to actually guarantee the rights listed in that Charter, and to provide feedback to the Charter with public policies that, help develop rights from the ground and sometimes go even further and vest new rights rooted in complex and changing urban realities. To that effect, an interdisciplinary and international team analysed the way in which these public policies have contributed to make progress in guaranteeing human rights for the people of Bogota.

In the last decades, inequality grew around the globe, particularly in metropolitan areas, where thousands settle in their runaway from poverty, wars, climate change aftermaths and abandonment of rural development policies by states. Neo-liberal policies contribute, to a large extent, to exclusion, as they base urban development only on a competition for investments and market profitability among large metropolis. These policies call for austerity and significantly limit the capacity of public entities to act and redistribute wealth to meet the growing social demand. Within this context, the resources of local governments have become increasingly scarce to face the challenges of a growing population, in terms of access to public services, planning and housing policies, etc. According to UN-Habitat[1], in many cases urban inequalities are greater than national inequalities.

However, many people still see cities as their hope to have access to better living conditions and opportunities. People aspire to a right to the city, i.e. to be ensured that the city territory and environment is an environment to exercise and assert rights as a way to ensure an equitable, universal, fair, democratic and sustainable distribution and enjoyment of the resources, wealth, services, goods and opportunities provided by the cities. In view of these aspirations, some local governments, rejecting the fatalism of economic austerity and using their imagination when in power, have shown their commitment to develop the right to the city in concrete terms and to make the city territory a place where rights are asserted. These local governments are committed to fight inequality and have agreed with citizens to re-establish social and spatial justice.

Bogota is a clear example of how a local government may work towards the right to the city, contributing to create a metropolitan area where rights may be exercised and asserted, and where the right to the city is progressively realised.

In 2012, Bogota started outlining social inclusion policies as as a citizen active move towards the guarantee of their rights by appealing to the "Road of Rights". With that in mind, they have focused the management of public matters on rights, thus updating the local social contract with citizens.

Starting from the observation and analysis of social inclusion policies in the city of Bogota, this report is intended to show the lessons learnt from the "Bogota Road of Rights" to shed some light on the Local Governments that take the road of promoting, protecting and guaranteeing the right to the city.

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1   Online preliminary UN-Habitat report on Inclusive Cities: file:///C:/Users/cisdp/Downloads/Habitat-III-Issue-Paper-1_Inclusive-Cities-2.0%20(2).pdf

1. From the Rights Approach in Public Action to the Right to the City

Right to the City and Social Inclusion

According to the *Global Charter-Agenda for the Right to the City* (2005), the **right to the city** refers to the "**equitable usufruct of cities within the principles of sustainability, democracy, equity and social justice**". It is a human right currently under construction by the men and women living in the cities. It is a concept encompassing **rights as a whole**. It results from the practice of citizenship and from civil society, and helps recognize, update, demand and exercise full citizen's rights, tending towards universalisation. The right to the city considers that urban space -with respect to rural territories- represents a chance to win new rights.

The right to the city evidences the limitations of the current development model based on the logics of the competitive city and the commodification of urban land; the privatization of public spaces and the use of public resources for major infrastructure projects that generate exclusion and the marginalization and criminalization of large sectors of population.

- It tries to **build shared cities** starting from several pillars:
- Respect, protection and guarantee of **human rights**
- **Social function** of property and land
- **Democratic management** of the territory
- Right to generate a **habitat and economy based on life** (and not on speculation)
- **Sustainable management of** (natural, energy, cultural and historic) **common assets**
- **Equitable enjoyment** of public spaces and collective equipment[2]

The Rights Approach: A Social and Democratic Need

The **rights-based approach is one of the constituents of the right to the city** and it is supported by the principle that **in any democratic environment, either local or national, the *raison d'etre* of any government is to provide resources to assert rights for the sake of general interest**. Indeed, it is the basis of the social contract between public institutions and citizens.

According to the report published by the UN Human Rights Council Advisory Committee regarding the role of local governments in the promotion and protection of human rights[3], local governments, supplementing States, are responsible for respecting, protecting and guaranteeing the human rights recognized by international treaties. When local governments provide public services like water and sanitation, build new schools, and fulfil their role in housing and/or security policies, they are actually securing the implementation of economic, social, cultural and environmental rights. When local governments adopt local rights-based agendas, they are capable of **strengthening local democracy and citizenship**.

As a matter of fact, these rights may be claimed by citizens who, at the same time, must be committed to exercise the same, assuming their responsibility to the community. Consequently, the Human Rights mainstreaming in public administration amounts to **implementing a management of collective interest and common assets with the purpose of asserting the fundamental rights** of individuals and groups.

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2   Platform created in 2014, http://www.righttothecityplatform.org.br
3   A/HRC/27/59, Report of the Advisory Committee on the role of local government in the promotion and protection of human rights, 2015

2. Monitoring of the Social Integration Policies of Bogotá Humana

The Human Rights Monitoring programme has been developed and is coordinated by the UCLG Committee on Social Inclusion, Participatory Democracy and Human Rights (CSIPDHR). It evaluates the human rights situation in a given territory, on a citizen-based approach, and proposes measures and priorities to improve the guarantee of human rights focusing on people.

Designed to assess local governments when evaluating the impact of their public policies in terms of the guarantee of rights, the CSIPDHR monitoring programme applied in Bogota included the following **objectives**:

- **Diagnosis of the actual situation of human rights in Bogota,** Capital District, using the Global Charter-Agenda for Human Rights in the City as reference.

- **Measurement of the actions taken to improve the safeguarding of human rights** within the framework of the Bogotá Humana (Human Bogota) plan and the impact of such actions on the population, when compared with the situation prior to the development of the programme.

- **Facilitation of the design, implementation and evaluation of innovative measures** in significant environments for the relation between rights and social inclusion, through the cooperation among public and private agents and the civil society.

- **Promotion of a human rights culture at local level**, from the citizens and the government, and at international level, spreading out the rights mainstreaming used by public actions and providing actual examples.

- Positioning the city of **Bogota as an international benchmark**, praising its local policies within the proposals for inclusive, fair and democratic cities under the umbrella of the global New Urban Agenda.

To that effect, three actual and particularly innovative policies were monitored. They have been implemented by the District Secretariat for Social Integration within the framework of Bogotá Humana: the **Public Policy on Childhood and Adolescence (PPIA) focused on early childhood**; the **Public Policy on Ageing and Older People (PPSEV)**, and the **District Public Policy on Homelessness (PPDFHC)**.

A benchmark: The Global Charter-Agenda of Human Rights in the City

The **Global Charter-Agenda for Human Rights in the City was the starting point of this monitoring programme** and the conceptual and legal framework in terms of local human rights.

The Charter is the result of a local governments' movement for Human Rights. In the late 1990s, some local governments adopted human rights charters[4] as local social contracts that have been shaping public actions as part of the purpose of fully guaranteeing human rights. In 1998, hundreds of local governments met in Barcelona to celebrate the 50th anniversary of the European Charter for the Safeguarding of Human Rights and assumed a commitment that resulted in the approval of the European Charter for Human Rights in the City in 2000. The Global Charter-Agenda for Human Rights in the City is rooted in that local and continental movement.

The Charter was drafted by a committee of local governments, representatives of the civil society and human rights researchers and experts under the coordination of the CSIDPHR, and was adopted by the UCLG World Council in 2011, thus highlighting its international legitimacy within the largest organization of Local Governments recognized by the United Nations. The Charter-Agenda has an

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4. Among these charters, we may mention the European Charter for the Safeguarding of Human Rights in the City (Saint-Denis, 2000), the Charter of Rights and Responsibilities of Montreal (2006), the Mexico City Charter for the Right to the City (2010), the Vienna Charter (2012), the Gwangju Human Rights Principles (2012)

added value, because **all human rights mentioned in the Charter are linked to an action plan** that may be used by local governments to actually implement such rights. The Charter also foresees that signatory cities may prepare a scheduled local agenda with indicators to track the application of each such right.

The Charter embodies a mutual long-term commitment and a work shared by all stakeholders to implement fundamental rights within a territory. Due to its international recognition, territorial scope and concrete nature, it may be used as **background document** by people and public services **to monitor human rights within a territory,** thanks to the support provided by international experts from the UCLG Committee on Social Inclusion, Participatory Democracy and Human Rights (CSIDPHR).

The Monitoring programme took into account the sections related to the **Right to the City** (section 1), for the policy targeting at street dwelling; the **Right of Children** (section 5), for the policy targeting at early childhood, and the **Right to Accessible Public Services** (section 6), for the policy targeting ageing and old age. In the last case, the programme also considered the **International Covenant on Economic, Social and Cultural Rights**, section 11.1 regarding the **Right to an Adequate Standard of Living**.

Different Monitoring Phases

The Monitoring programme included four phases: the first one was a **readiness phase,** where the Convention Technical Committee was formed within Bogota's District Secretariat for Social Inclusion, the terms of reference were defined in coordination with the CSIPDHR, and an international and interdisciplinary team of expert advisors was selected to monitor the policies. The **team** in charge of the Human Rights monitoring programme at Bogotá Humana was made of:

- UCLG **Committee on Social Inclusion, Participatory Democracy and Human Rights (CSIPDHR)**, and its Executive Secretariat to coordinate the study.

- The **Convention Technical Committee of Bogota's District Secretariat for Social Integration** (SDIS), composed of employees of the SDIS representing the various offices involved in the policies to be monitored, and the District Office of International Relations. This committee was responsible for overseeing and making decisions about the adequate compliance with the convention, and facilitating access to sources of information.

- A group of **international advisors**, experts in public policies and social inclusion, with experience in local governments, made up by **Giovanni Alegretti** and **Víctor Huerta** (Centre for Social Studies of the University of Coimbra), and **Rocío Lombera** and **Alejando Luévano** (Operational Centre for Housing and Settlement of the City of Mexico).

The second phase consisted of a **methodological proposal based on the collection and exchange of secondary information and on methodologies within the framework of popular education**. All teams participated in the participatory research-action methodology by accompanying Bogota's civil servants and citizens.

The third phase included a **field mission, a draft document, validation of results and comparative proposals and recommendations**. After analysing the documents from secondary sources and carrying out a one-week field mission, a report was drafted. The results were shared with the SDIS Convention Technical Committee, enriched and then submitted and validated (with a global comparison approach) at an international seminar.

The fourth and last phase involved **knowledge management and the presentation and communication of the results through UCLG own media**, i.e. translation and publication of the study in French, English and Spanish, to share the knowledge acquired through the monitoring programme among UCLG networks and other international organisations, thus feeding the political advocacy work of the CSIDPHR for the right to the city.

3. Methodology

The methodology used by the Monitoring programme driven by the CSIPDHR includes an important **participatory and territory-based approach**.

Within this framework, the methodological work of the Bogotá Humana monitoring team consisted of proposing new indicators to collect the necessary quantitative and qualitative data to then assess the impact on Bogota inhabitants, in the light of the implementation of human rights. This work meant an inherent challenge, because it implied the inclusion, in a very short period, of new ways of measuring the impact of public action - in most cases, there was no previous baseline for the data under study. It involved a cultural change within the institution, because, in many cases, quantitative indicators were being followed without measuring processes in a more substantial and qualitative way nor the people's perception, when these policies are, in fact, targeted at people.

Two large data-gathering methods were used: **desk-research** and **field work**. The former consisted of collecting, reviewing and tabulating data and information gathered from the institutional documents provided by SDIS. The latter consisted of producing and gathering primary data intended to collect the words of the target population and agents in these policies. These opinions were expressed in individual and group interviews, opinion polls, discussion groups and workshops, applying the principles, methods and instruments of popular education, which are based on the respect for different learnings and dialogue among participating subjects, so as to encourage the collective construction of knowledge.

With respect to the **qualitative methods** used in the field work, we should highlight "*story-telling*", by which the subjects of right are directly involved and express their different views in a dialogue being monitored, so that the perspective of each agent may be processed from a "personal experience" to an environment of different readings and proposals for collective transformation.

Regarding **quantitative methods**, data-gathering facilitated self-evaluation processes based on information and monitoring, as well as the development of indicators. The compilation of indicators has been one of the greatest methodological challenges, because, in many cases, there was no guidance at all to measure the impact of public policies in terms of rights, and the current indicators were focused on the socioeconomic performance of such policies and in the number of "beneficiaries".

The purpose was to have a holistic vision of the Bogota metropolitan area by monitoring the policies under study. Consequently, we compared the territories in which each policy was applied; identified reference areas when they had different social, demographic and economic characteristics, so as to have an objective vision of the rights exercised by the Bogota inhabitants and, then, evaluated how the rights levelled off in the most problematic areas when compared with more favoured areas (higher vs lower socioeconomic indicators or city centre vs peripheries).

In the case of Childhood Policy, we worked at the Bosa and Chapinero areas. Bosa is located in the southwest end of Bogota; it is mostly urban and has the second largest Chibchas population in the region, which maintain their custom and practices and total 646 833 inhabitants (8,2%)[5]. It is the third poorest area in Bogota in terms of Unmeet Basic Needs (NBI) due to critical overcrowding and high economic dependency, and it is the fifth poorest in terms of income[6].

The Chapinero area is located in the northeastern sector; two-thirds of it are rural land and it is part of the National Protected Eastern Forest Reserve of Bogota. It has high-income commercial and residential areas with 13 870 people (0,2%)[7], showing socioeconomic indicators higher than in the previous case: only 5.3% of poor people in terms of income and around 1%, when looking at the NBI[8].

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5. Source: Bogota. 2005-2015 Population Projections DANE, District Secretariat of Planning
6. Source: 21 Monographs from the areas. Capital District 2011. Area #7 Bosa. District Secretariat of Planning, Bogota Capital District City Hal
7. Source: Bogota. 2005-2015 Population Projections DANE (National Statistics Bureau), District Secretariat of Planning
8. Source: 21 Monographs from the areas. Capital District 2011. Area #2 Chapinero. District Secretariat of Planning, Bogota Capital District City Hall

In the case of the policy for old age and ageing, the monitoring work was developed in two areas with extremely different sociological characteristics: San Cristóbal, an area located in the southeast, with lower levels of income, and Teusaquillo, a totally urbanized sector with higher socioeconomic indicators.

In the case of homelessness, the work was performed in the centre, where this phenomenon is greatly observed and public actions are mostly undertaken. However, the study also covered other areas with integrated service centres for people living in the street in different neighbourhoods.

The study ran from 2012 until 2016 -years of implementation of the Bogotá Humana District Development Plan. The social inclusion public policies have been developed within the context of **institutional stability and sustained economic growth** that had prevailed from early 2000, which has enabled to adequately compare the situation before and after the implementation of the policies.

The policies were evaluated between September and November 2015, when the situation of human rights was compared in the three scopes mentioned above with the situation prevailing in 2012.

4. Bogotá Humana, context of an experimentation

The Capital District of the city of Bogota is made of **20 areas that are very unequal among themselves**. Within this context, the Bogotá Humana District Development Plan started in 2012 and guided the District Government in the eradication of urban segregation.

The Administrative System of the Capital District

Bogotá is managed as Capital District, which means that it is autonomous to manage its interest within the limits of the National Constitution and the law. As a first order territorial entity, it holds the administrative attributions guaranteed by the law to the Departments. Its governmental structure is as follows:

a. The **Mayor of Bogota**, head of the local government and of the district administration, and the **Council of Bogota**, made up by 45 councillors democratically elected every four years. The Council exercises political control over the executive branch.

b. The **Local Administrative Boards (JAL)**, made up by 7-11 members elected by popular vote every four years, in sync with the Council of Bogota. Each area of the Capital District has a JAL dealing with district plans and programmes for the economic and social development of public works and the monitoring and control of the public services provided within their areas and the investments made with the resources of the Capital District, as well as the appropriation of items from the district budget.

Despite their powers and budgets, JALs have limited prerogatives: **the administrative system of Bogota is highly centralized in the District Government**, which defines and coordinates public policies at metropolitan level.

A Metropolis with Great Inequalities

Bogota is the economic centre of Colombia, hosting **21% of the country's registered companies** and having a **highly service-based economy**. The **city has shown an exponential economic growth since 2003**; and even when the growth rate has remained steady in recent years (**an increase of 3.8% of GDP in 2013**), its share of the national GDP is still high (24.7%).

However, in a city of **7.5 million people in 2015**, **popular economy is still an important sector** of the local economy, with significant differences in income: the fast growth shown by the city in recent years is not enough to conceal the **great inequalities within its boundaries**. Many people have been **displaced by conflicts**; they have arrived in Bogota and found serious difficulties to feel

included, being exposed to serious economic and social precariousness. The city is also feeling the aftermaths of drug-trafficking: it is witnessing a **micro-drug-trafficking and drug addiction phenomenon** that is part of the urban space and leaves some problematic neighbourhoods under the rule of drug-traffickers and mafias.

Bogotá Humana has voluntarily faced these social phenomena **between 2012 and 2015,** which has had consequences on the share of Social Public Spending (GPS) allocated to social inclusion policies. Since 2012, Bogotá Humana has defined GPS as a budgetary priority, and the share has been constantly growing from 33% between 2012 and 2014 to 70.16% of the city's budget.

The demographic and population figures show a lower annual growth in the number of inhabitants and an increase in life expectancy. Poverty and NBI indicators have been improving. In general, the city of Bogota has shown a reduction of almost all NBI components. Critical overcrowding went down from 2.4% in 2011 to 1.8% in 2014. Inappropriate services decreased from 0.2% to 0.1% in the same period, and high economic dependency was reduced from 1.9% in 2011 to 1.6% in 2014. The gap between quintiles has also narrowed in terms of well-being and wealth. The unemployment rate has fallen, as well as the illiteracy rate and, in average, people have finished primary education. Public services have a wide coverage and water and air are of good quality. Even when housing deficit persists and decent housing has not been fully guaranteed yet, 54% of total households in Bogota had perceived an improvement in their lives as of 2014.

Top Priorities of Bogotá Humana

The top priorities for the Gustavo Petro administration (fighting inequalities and climate change) were framed by the Bogotá Humana District Development Plan. This government plan is based on the following principles:

a. **People at the centre of public action** – prioritization of investment in human capital over investment in infrastructure.

b. **Assertion of economic, social and cultural rights** by the Bogota District Government, by providing public policies based on the rights approach.

c. **Differential approach** –recognition of the peculiarities of the Bogota territories and the city's social communities to adapt public action to the various levels of vulnerability.

d. **Transformation of collective imaginaries** by using art to mobilize subjects of rights.

e. **Citizen participation** throughout the whole policy-making process - we may speak of *co-production* of policies.

f. **Integrated management: starting from social phenomena, the work is focused on** social inclusion, deploying all the resources in the institution, beyond sector-based public policies.

g. **Territorialisation**: this principle is in line with integrated management and determines that public actions start on the ground and are implemented at the level closest to citizens –which are their territories.

5.   The Road of Rights: Learnings and Outcomes

The implementation of the Bogotá Humana Development Plan has resulted in a significant reduction in poverty, improvement in the quality of life and realisation of rights. While being implemented, the multidimensional poverty index of Bogota fell from 12.1% in 2010 to 5.4% in 2014 – it means that 465 795 people overcame poverty in that period.

This was enabled by the Road of Rights -built and strengthened by Bogotá Humana-, which learnings and outcomes were focused on new ways of working, shifting from individual work to shared and public work. Some of the characteristics of the rights approach are based on these principles.

Human Being-Centred: Building a Society, not just a City

The Road of Rights runs all along Bogotá Humana. It is based on three basic ideas: **build a society**, not just a city; **build social power** (shift from "I" to "We" and to commonality), and **co-responsibility** among the administration, the subjects of rights and the rest of the society regarding the assertion of rights.

From the very beginning, the development of the Road of Rights implied a change in the core relation with citizens. The idea is to **build active subjects of rights**, putting human beings and their rights at the centre of all policies and actions, contrary to handout measures that work on the basis of needs and limit public action to the provision of services, where citizens are but individualized consumers.

When citizens are considered subjects of right, they are brought into a collective dimension, where rights are not just services provided by the State, but a dynamic that constantly redefines the power relationship between citizens and government agencies. It is not just to meet any need for infrastructure or basic services, but to go beyond that and to **build a society based on human dignity**.

For that purpose, the key is to build **citizens linked to the exercise of their specific rights**, which gives rise to a virtuous construction-reconstruction circle between the subjects of rights and their environment, as well as to **expand public spaces to discuss** government policies and programmes. The purpose is to **provide more management capacity and political decision to the grass roots of society**, which necessarily involves the **technical and political training** of several agents, namely:

- A comprehensive work on **information, promotion, communication and social adoption** of the practical and political reality of the exercise of rights within each particular reality.

- The development of **social and public capacities to promote, defend, fully exercise, enforce and prosecute the rights,** starting from training and actual implementation in actions aiming at achieving, reporting and socially following up violations, documentation, analysis and public reports on the actual situation.

- Mobilisation and negotiation to have influence, so that in addition to guaranteeing a right in the Constitution and in the laws, rights may also be guaranteed by clearly defined and publicly transparent **public policies and budgetary resources**.

The Road of Rights is based on co-responsibility, i.e. shared responsibility among social agents to implement and protect human rights in the territory.

Within this scope, the monitoring programme identified two areas where there is a lot of work to be done: on the one hand, **accountability** shall also be subject to co-responsibility, so as to sufficiently and clearly share everything done by the government and the civil society agents with all the citizens, in line with the mandate received and exercised by the Bogota inhabitants during this administrative cycle.

On the other hand, the process to incorporate the rights mainstreaming is not yet so deeply rooted in the Bogota society as to claim the right to the city and the exercise of co-responsibility in the city's affairs. The greatest absence is the **mobilization of citizens,** particularly of community organisations, beyond the specific subjects of rights and their immediate environments.

There are still pending efforts to generate organization processes and collective actions, even with contradictions, in order to establish a "common fraternization" logic to be used as the basis of a new social contract, which shall no longer be based on defending private property and particular interests of each stakeholder and sector, but on building an all-encompassing and conciliatory "urban us" that may mediate among conflicting interest over the public scope and space. A common fraternisation that ultimately may serve as principle of coexistence and as a rebalancing tool for the disadvantages that have mainly resulted from the current economic system[9].

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9. Based on Alejandra Leal Martínez. "El neoliberalismo, la colectividad y el derecho a la ciudad" (neoliberalism, collectivity and right to the city) at Defensor, year xi, No. 3, Mexico, cdhdf, March 2013, pp. 13-16, available at <http://bit.ly/1sL5WLe>

The Commitment of the District Government to Citizens: Towards a New Local Social Contract

In terms of results, the main contribution of Bogotá Humana is the work towards a **new local social contract** among citizens, the organized civil society and the District Government. Its significance lies with the process to rearticulate these agents and a change of paradigm in public action.

Giving priority to the processes over the quantitative outcomes of public policies and programmes is crucial. To that effect, **new local imaginaries have to be collectively built over social phenomena**, in other words, citizens have to participate and make up a new story about the phenomenological dimension of the complex local realities that will be then used as basis to define social policies. It is important that the administration shows a change in the way it looks at social phenomena, using a different terminology that evidences changes in language and concepts. For instance, using "senior citizens" instead of "the elderly" or "homeless" /"street dwellers" instead of *"desechables"* [disposable]*, evidences a change in the perception of social problems.

The **resilience of Bogotá Humana to the social changes and values** resulting from its implementation has improved substantially the consistency and coherency of the programme with the population's demands and needs. The flexibility in the formulation of public policies and regular monitoring mechanisms, as well as the implementation of citizen participation spaces to ensure these policies would be followed up, have been key for that purpose.

In terms of evaluation, the paradigm of the Road of Rights is out of the boundaries of the result-based management. This does not mean that there is no impact on people, but there is a change in what is defined as a successful policy: the object to be measured is **the fulfilment of rights,** and not the performance of result-based indicators.

Another enabler to change the public action model is the application of a differential approach in public policies. Under this approach, each person is a unique and different subject with a social and cultural history of his/her own, and the sensitive observation of such uniqueness, differences and histories has made Bogotá Humana understand and provide alternative answers to the situations experienced by people with disabilities, members of ethnic groups, highly-vulnerable people due to their living in rural or violent and risky areas, or because they are victims of the armed conflict and have been displaced. The creativity in the response to each condition and situation, resulting from a committed work of cross-sector panels, should be highlighted. There has been an integrated approach, because it is necessary not only to prevent the violation of rights, but, in this case, to restore the rights that have been violated as a result of discriminatory and unequal treatment. The situation worsens when people have special conditions and situations that prevent them from living with respect and dignity.

The rights mainstreaming also involves an **assessment of the plurality and special skills** of citizens in the various districts, and helps identify and correct the difficulties and resistance that result in the violation of rights within specific populations.

It also implies **transforming segregating and discriminatory social imaginaries** that restrict the access and participation of "the different ones" into diversity and inclusion imaginaries, calling for the generation of specific strategies to include these imaginaries in all institutional and city scenarios. Bogotá Humana moves towards inclusion and tries to avoid the generation of exclusive and segregated environments for the different sectors, to **transcend sensitization and move towards awareness, eliminating social and cultural barriers**. The differential approach helps overcome the abstract tension between universality and differentiation without violating the universal character of rights, but rather considering that it is important to recognize the differences and take them into account to improve the scope of a given right, fighting against the factors that violate that right, and designing specific measures to expand its scope.

The management of Bogotá Humana is another key factor that has facilitated the adoption of **new attitudes by civil servants**, who had to be encouraged to bet on Bogotá Humana and join the plan,

helping citizens do the same. The purpose seems to have been achieved through an internal and external strategy: significant attention has been paid to the **human aspects of the relation between civil servants and the bureaucratic structure** to reduce the risk of using the logic of the latter to discourage the former.

Additionally, certain policies have been implemented to **qualify and recognize the competencies of municipal workers**. Emphasis has been put on securing the **statutory turnover of teams,** creating new opportunities for youngsters to participate in the generational changeover of the administrative staff and service suppliers. The purpose of **reorganizing services mirroring the variety in the society** was translated into several actions: from a better work in selecting the civil servant's motivations to affirmative actions to increase the attendance of people from vulnerable groups to social services teams.

In the last four-year period, the City Hall has been implementing a "re-municipalization" programme to qualify civil servants for the management of some services, discontinuing some "outsourced" services, i.e. reducing the number of services provided "externally".

The purpose was to upgrade the **relations between public servants and inhabitants and local communities** by offering new "outreach" or "go towards" services (locating problems and solutions where people actually live).

Finally, the change of paradigm of the Road of Rights implies **an integrated management and territorial approach** of the Bogota City Hall's social policies. An integrated approach requires each policy to be implemented not only with a perspective of government institutionalism, but with the participation of the civil society, the non-profit sector and local communities, and to do so in a structured fashion. It also includes the "integrated protection" of the subjects addressed by of them with policies that have the necessary resources at all administrative levels, working in a cross-sector fashion to cover all social problems from its multiple dimensions for the sake of the citizens' higher interest, in close relation with the territories where the lives of these people -subjects of rights- develop.

According to the guidance provided by the Capital District Population Cross-Sector Commission (2013), the following aspects should be considered for a territorial approach:

a). A **shared and integral territorial reading** to be used as basis to plan, execute and assess sectoral policies;

b). A **joint management** in the territory to secure the consistency of public intervention with the complexity of the problems to be solved and, therefore the efficiency of public management;

c). **Production of information** about the territories to support the transparency of the management and, at the same time, to improve the knowledge of entities and communities about their territories;

d). Enforce a **participatory and decisive link between citizens** and the district and local public administrations;

e). **Facilitate decision-making and provide guidance in the prioritization of policies** and strategic interventions, generating supplementary investments;

f). **Recognize the role of local City Halls** as coordinators of district action in the territory.

Today, over four years after the implementation of public policies based on an integrated approach and focused on differential and territorial approaches, the greatest challenge is to understand how to transcend the action of such policies from the subjects of rights and their families to their environment and the city as a whole. It would be important that territories (through Local Administrative Boards (JALs)) exercise real skills and authority with the participation of citizens, so as to substantially contribute to the bottom-up building of the metropolis of Bogota - from the reality of the territories and from the voices of their inhabitants.

6. Limitations

The Human Rights monitoring programme carried out in the city of Bogota identified two factors that limit the operational capacity of Bogotá Humana in terms of social inclusion: 1) **the turnover of civil servants**, which endangers the continuity of the policies of rights, and 2) **the "homeostasis" of the management structures**, which may imply a regressiveness of rights.

Turnover of Civil Servants: A Limitation to the Progressiveness of Rights

There is a 9 to 1 ratio of full-time to part-time workers at the District Secretariat for Social Integration (SDIS). However, **the number of full-time workers determines the content of an implemented policy that remains within an administrative structure after changes in government or management model**. The availability and adoption of policies by civil servants is key to provide sufficient critical mass and historic memory to the government structure, so as to seamlessly build the right to the city. High turnover and low adherence may also result in lower efficiency and effectiveness, thus limiting the continuity of public policies based on the rights approach in a spoils system like the Secretariat's.

"Homeostasis" of Management Structures. What are the Factors for a Non-Regressive Policy?

Administrative and organic structures are affected by the homeostasis principle, i.e. by the tendency to come back to the equilibrium achieved before the introduction of the change or transformation parameter they have resisted. However, the rights approach and the application of human rights are progressive, gradual and irreversible elements that require internal changes in the administration and new configurations of civil service cultures, modification of flows, and changes in values and priorities. **To guarantee the non-regressive nature of any progress, homeostasis has to be fought against within public and social institutions and inside the administrative architecture**.

7. Dialogue with the *Global Charter-Agenda of Human Rights in the City*

The Bogotá Humana public policy monitoring programme has verified that the proposals of **the Global Charter-Agenda may be used as a reference and as an international guide for the action of local governments**. But it has also confirmed that the substantive contribution of Bogotá Humana is not only the provision of concrete content to the rights mentioned in the Global Charter-Agenda, but the expansion of such Charter and the **inclusion of new rights, new subjects of right and new action models**.

Indeed, **the Charter might be enriched with the right to the financial security of senior citizens**, which is a huge challenge for the current global urbanization, where a fast demographic transition witnesses an increase in the number of senior citizens with no means of support, because public pension systems in many countries are almost non-existent.

On the other hand, addressing the issue of homelessness might also lead to the inclusion of new **rights in the Charter to respond to the increasing number of people living in city streets**, which implies many violations of human rights. Finally, the **inclusion of a differential approach** might help concretise the application of rights in vulnerable collectives and work on the issue of social recognition of groups, which is core to the pacific coexistence in current metropolis.

All this results in an innovative approach to public management that **exceeds sector-based policies and moves towards integrated population-based policies**, targeted at people in their own units, with their differences and uniqueness, leading to the need for a **cross-sector and cross-institution integrated, coordinated and articulated public management**.

This makes **Bogotá Humana a global benchmark to generate local public policies based on the rights approach**, which becomes the ethical and political framework of the plan.

8. Recommendations

The most important recommendations made by the experts participating in the monitoring of the Bogotá Humana social inclusion policies are targeted at expanding the opportunity of civil society to participate in public affairs, moving forward to a public services management participatory model. In particular, the recommendations are (i) **to work on the budget**, (ii) to **plan the neighbourhoods**, (iii) **to redefine decentralization and increase community participation**, and (iv) **to establish mechanisms to enforce Human Rights with the participation of citizens**.

Firstly, with regard to providing sustainability to the role of citizens and their participation in public affairs, and considering the maturity level of Bogota's social fabric and the decreasing availability of financial resources for the District Government, it would be advisable to develop a **participatory method to prepare district budgets in a decentralized and sector-based fashion.** It would recognize the maturity of the social organisation and would grant actual decision power to the same. Available resources might then be increased by signing cooperation agreements with civil society organisations. It would also be an opportunity to produce and disseminate material prepared by SDIS (which sometimes pines for a more realistic economic-financial component) and improve redistribution by leveraging socially-committed and co-responsibility relations between government and citizens.

The participatory budget model may be a good example for Bogota: the work is done on a sector-by-sector basis, involving organized groups of vulnerable agents (women, children and youngsters, LGBTI, people living in the street, immigrants, senior citizens, people with disabilities), specifically trained in specific methods and affirmative action techniques.

Secondly, if neighbourhoods are considered an elementary unit of political proposition and provide participation and decision to their population regarding decentralized urban planning -with the special support of Local Administrative Boards (JALs)- three main principles of the Right to the City would be asserted: the right of inhabitants to participate in the decisions made about their destinies, the right to the democratic management of the city, and the right to the social function of the city. To that effect, methods promoting the **decentralised and participatory planning of neighbourhoods** have to be developed.

Thirdly, **decentralisation** as a means to democratise the State and the society has to involve the actual transfer of a set of decisions, powers, competencies and resources to governmental levels closest to society (in the case of Bogota, it would be Local City Halls). It also requires training in political, economic, financial and administrative matters at the various levels of proximity to citizens. At the same time, all forms of **community participatory** practices have to be developed in order to formulate, manage and monitor the public policies produced by the decentralized agencies.

These processes of integral democracy have to be tied to the need for training and readiness of institutions, civil servants, citizens and civil society. In the case of Bogotá Humana, the efforts deployed to strengthen teams and local agencies fully depend on the District Government: there should be much more dependency on Local City Halls. There is an urgent need to go deeper into democracy and the exercise of rights in Bogota by promoting a political reform to directly elect Local Mayors and Councils, and implementing participatory democracy, so that inhabitants may exercise their right to citizenship and participation.

A metropolitan vision rooted in the action of decentralized territories should also be developed. Metropolitan governance would then encourage the coordination among territories on the basis of respecting their reinforced competencies and capacities.

Finally, **local mechanisms to protect and enforce human rights with the participation of citizens** should be established. They should be accessible to citizens and co-managed with them, such as a local charter on human rights with citizen monitoring mechanisms, an independent observatory of rights, and citizen organizations to protect human rights.

MONITORING OF PUBLIC POLICY ON AGEING AND OLDER PEOPLE

UNDER THE *GLOBAL CHARTER-AGENDA FOR HUMAN RIGHTS IN THE CITY*

Reference period: 2012-2015

Introduction

In many cases, urbanization processes entail a demographic transition by which the number of people over 60 years old rapidly increases. This is the case of Bogota, where, between 2005 and 2020, the number of senior citizens[10] will have jumped from 8.2% to 14% of total population[11]. In a context of structural difficulties regarding the national pension system and where inter-family or community solidarity mechanisms tend to fade, senior citizens are one of the most excluded sectors in urban areas. Making sure they may have financial and non-financial goods, as well as favourable environments to stay and enjoy their rights, is still a challenge to our societies. Creating conditions for decent, safe and secure ageing is undoubtedly an essential element in the fight against poverty. It is, in line with one of the guidelines of the 2030 Agenda for Sustainable Development Goals (SDGs), which seeks to eradicate poverty and hunger in any manner and promote people's dignity and equality.

Both the Public Social Policy on Ageing and Older People (PPSEV) (2010-2025) and the "Bogotá Humana" Development Plan (2012-2015) outline, from a local perspective, the foundations for a city project for the future with an emphasis on the value of human beings and their rights. Pillar 1 of the Development Plan reads: "The human being is at the centre of development". This assumption echoes the Global Charter-Agenda for Human Rights in the City (2010), in its intention to promote and strengthen the human rights of all people living in cities around the world.

The PPSEV (2010-2025) is specifically focused on safekeeping the rights of senior citizens, and it states that its overall purpose is to promote, project, restore and ensure the full exercise of their rights without any distinction whatsoever. To progressively and irreversibly make them effective, public efforts will be required, such as the commitment and involvement of society at large, from their areas of everyday activity or through spaces specially built for social oversight. Monitoring activities contribute to it, to a great extent, as inputs for reflection that helps observing any progress made and challenges posed throughout the discussion, from a rights perspective.

1. Right(s) in the *Global Charter-Agenda for Human Rights in the City* concretised

Right to accessible public services (right to social and financial security) – section VI of the Charter-Agenda.

2. Background

There are 902 614 people over 60 years old in Bogota, i.e. 10% of the city's population. Older people group in Bogota grows 6 times faster than at a country level, due to increased life expectancy, access to health care and reduced fertility per woman. People's ageing brings about many challenges, as many senior citizens are not in a position of living a decent life.

The lack of income or the low income of senior citizens prevents them from meeting their basic needs, thus restricting their independence and autonomy.

On the one hand, not collecting a pension is a structural problem, as shown by official studies and statistics. In the capital city, 65% of senior citizens receive no pension at all[12]. The other two thirds (over 450 000 people) have no protection.

The status of the right to financial and social security in the city may be compared on a territory-by-

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10. In the whole document, the use of the word citizens refers to every person living in the city regardless of their legal status.
11. Colombia Envejece (Ageing Colombia) Study, Fundación Saldarriaga Concha, September 2015
12. Study on senior citizens in Bogota, by Colciencias and the Xavierian University in 2014.

territory basis. On the one hand, barely 24.3% of San Cristobal senior citizens, an area undergoing a process of slow ageing with a pyramidal population structure, collect a pension. On the other hand, 52.2% of the people of Teusaquillo, a central region with a proportionally higher number of senior citizens and higher income, collect a pension. This same inequality is observed when comparing the two areas in relation to the share of senior citizens without any income. In this case, San Cristobal (33%) confirms its vulnerability and the gap that sets it apart from Teusaquillo (21%).

The data related to people not collecting any income in the city also reveals a gender gap. Women are the least favoured (40% over 15% of men), and so it is for the late old age[13] (33% over 27% for the early old age). Both these factors are responsible for the distance that sets these groups apart with different levels of vulnerability among senior citizens. These distinctions have been acknowledged by the policy through a differential approach.

Senior citizens are also more prone to sickness -66% of them suffer at least one chronic disease in Bogota[14]- and isolation, as society at large has traits of discrimination towards people over 60: they are socially excluded, abandoned and rejected

Finally, 43% of senior citizens in Bogota have stated they had been displaced by armed agents at some point in their lives[15].

In the light of this scenario, the district government has designed a public policy to secure senior citizens's rights to financial and social security.

3.   Description of the Policy

The 254 District Agreement of 2006 set the guidelines to draft and build an integrated, consensus-based and participatory public policy focused on ageing and older people in the Capital District of Bogota. Policy drafting and implementation have always been within the scope of the District Secretariat for Social Integration (SDIS) – Sub-Directorate for Senior Citizens, which, together with other government sectors, the civil society, senior citizens's organization and other stakeholder groups, have designed the guidelines of the policy: active involvement, social inclusion, recognition, equity, intergenerational relationships, self-realisation and dignity. They have jointly established strategic pillars, such as material survival, integrated development, protection, and the social, cultural and self-determined existence, among others.

The objective of the Public Social Policy on Ageing and Older People (PPSEV) is to guarantee the promotion, protection, restoration and full exercise of the human rights by senior citizens, without any distinction whatsoever, supporting their human, social, economic, political, cultural and recreational development. The purpose is to promote active ageing, so that senior citizens may go through late life with dignity, with the support of a responsible State as a whole and according to national and international guidelines.

The PPSEV intends to guarantee that senior citizens may: i) live old age according to their own wishes; II) live their old age well; iii) live their old age without humiliations; and iv) grow old together. In the second item of the PPSEV, "living their old age well", all rights associated to their basic needs are interrelated and financial security plays a leading role. The objective is "*To increase the number of senior citizens with financial means to let them meet their essential needs*". Several worth-mentioning strategies have been implemented to materialise this right: i) money transfers as financial subsidies in an amount of COP 120 000[16] (partly funded by the Colombian State); and ii)

13. We use the scale adopted by the District Secretariat for Social Integration (SDIS): early old age from 60 to 69 years and late old age as from 70. The data have been obtained from the Institute of Ageing of the Xavierian University, based on DANE-SDP EMP, 2011.
14. Study on senior citizens in Bogota, by Colciencias and the Xavierian University in 2014.
15. Study on senior citizens in Bogota, by Colciencias and the Xavierian University in 2014.
16. The COP 120 000 financial support allowance for senior citizens is targeted at people with a special vulnerability, either populations who have been displaced, reinserted, mothers heads of household or disabled people. For benchmarking purposes, the minimum wage in Colombia was COP 644 336 in 2015.

articulation of social services that supplement each other to provide integrated care for vulnerable senior citizens - being poverty the reason for their vulnerability.

Their main actions have included expanding the coverage and value of the subsidies granted as financial support to vulnerable senior citizens,[17] as well as promoting and strengthening income generation strategies, and expanding district social service coverage, i.e. Social Protection Centres[18], Day Centres[19] and Night Centres[20]. All of these actions have been focused on progressively creating environmental, political, social, cultural and recreational environments to secure senior citizens' access to, quality of, permanence in and enjoyment of goods and services.

They have been designed to complement each other and, only if implemented jointly, they provide identity and muscle to the policy, and may be the baseline to materialise the right to financial and social security in old age. Likewise, efforts have been made to consolidate and disseminate the institutional offer for senior citizens, aiming at promoting supplementary actions oriented to integrated care, and implementing training processes and spaces to develop networks and citizenship, thus strengthening the life plan of vulnerable senior citizens.

The complexity of the problem also mirrors the social and territorial diversity and financial gaps in the different city areas. The territory-based implementation of the policy has prompted guidelines to address specific issues, according to the heterogeneity of the urban fabric and the diverse profiles of senior citizens. To that effect, the local government has willingly funnelled efforts into building situation maps and diagnoses with the collaboration of the population at issue.

4. Funding

Bogotá Humana has generated different social strategies and services to provide for the integrated care of senior citizens in the city. After the implementation of the Public Social Policy on Ageing and Older People, the budget was dramatically increased in the last four years. It grew from COP 5 billion in the second half of 2012 to COP 95 billion in 2013, COP 105 billion in 2014 and to about COP 120 billion as of December 2015, within an approximate total of COP 325 billion for the Development Plan, representing 25% of the total budget of the District Secretariat for Social Integration.

5. Participation Mechanisms for Subjects of Rights

From the very stages of formulation to implementation and monitoring, the social participation of different agents has been encouraged. Together with senior citizens from all social and economic layers, they have contributed and do contribute to strengthening the policy. The participation of children, teenagers and adults should be highlighted. They participate with reflections and analysis in stakeholders groups, Social Protection Centres, Compensation Funds, the Academia and Consulting Councils, mainly the Wise People District Council and the Wise People Local Councils, comprising people older than 60, who live in the area and represent the territorial planning units or the organizations socially recognized by the relevant areas. The District Council and the Local Councils are instances of participation, public oversight and advice as regards territory-, sector- and population-based policies that impact on senior citizens.

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17. The financial support provided by the district government of Bogota consists of a subsidy that seeks to ameliorate the deep vulnerability of most senior citizens who do not qualify for an annuity under the Colombia's National Pension System (SNP).
18. Integrated Protection Centres provide social services targeted at people over 60 with moderate or serious dependence, without family or social supporting networks, in situations of social fragility and vulnerability. Integrated, interdisciplinary actions are taken within the framework of human rights and development. Service is provided 24/7.
19. The Day Centre is an integrated social service that provides care to senior citizens under vulnerable conditions or whose integrity are threatened and require social company to promote autonomy.
20. The Night Centre is an interim social service that provides comprehensive care with the purpose of securing safe housing for people over 60 who do not have a permanent place to spend the night.

6. Major Outcomes in terms of Guarantee of Rights

- The share of population receiving financial support funded with city's own resources has grown by almost 370%, from 24 600 people in 2012 to 81 460 people in 2015. The projection is to reach out to 88 679 senior citizens in 2016 by improving identification efforts, complementing and standardising subsidies, increasing their amounts and sources of access, among other highlights.

- The district's effort to grant financial support to vulnerable people 2 years younger than the age prescribed by the General Pension Fund System (62 for men and 57 for women) is worth underscoring. It means that any vulnerable individual over 60 is entitled to the benefit.

- The materialisation of the right to financial security is supplemented with actions of productive absorption, alternatives to generate income and paid occupations for senior citizens who are available, autonomous and willing to share their physical and intellectual skills. The District Office of Economic Development (SDDE) gathered data in 2014 showing that 416 senior citizens had participated in productive, entrepreneurial and inclusive initiatives.[21] Men still have a higher degree of participation (53.4%) in the total number of alternatives. Women, however, stand out in projects to strengthen entrepreneurial initiatives, with a 55.5% share. Out of the total number of participants, 58% are in a situation of displacement and 22% are mothers heads of household.

- There is a consistent investment in the specific objectives aimed at progressively creating environmental, economic, political, social, cultural and recreational environments by expanding the Day Centre network.[22] As of June 2015, 5 310 senior citizens had been provided care in 18 Day Centres. Additionally, 4 Day Centres are articulated with 4 Night Centres, providing care at the same operating unit.[23]

- The most vulnerable senior citizens have shown a significant influence of Day Centres in their daily lives, as well as high acceptance and satisfaction for the activities planned, infrastructure available and professional teams. Surveys show satisfaction rates 90%.

- A major step forward in the policy to reformulate the social imaginary has been the raise of awareness and discussion of issues associated with gender identity and the sexuality of senior citizens at social care centres.

- District public actions targeted at older people have been gaining a cross-sector approach, which fact is reflected in the growth of the number of investment goals in sectors with specific budgets for senior citizens: 156 in 2012, 183 in 2013, 187 in 2014 and 182 in 2015. This evidences the cross-sector efforts and the differential approach adopted by other areas such as culture, health, economic development, oversight agencies or entities such as the Philharmonic Orchestra, the Botanic Gardens, etc.

- There is strong dependency on financial support and an increasing number of applications, with no indication of voluntary withdrawal. The number of subsidies in San Cristobal, for instance, went up from 533 (2010) to 2 052 (2015). At the same time, the number of outstanding applications has gone from 0 (2010) to 2 707 (2015) - a strength in terms of claiming this right. In other words, the growing number of applications is far away from being a weakness; it evidences a turning point towards the materialisation of the right to financial and social security in Bogota, where the scenario shifts from satisfying all demands to rights being accessible, recognized and, therefore, claimed.

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21. The lines of action have included projects for farming sustainability, popular economy banking, strengthening entrepreneurship initiatives, availability and access to food in the domestic market, basic research promotion and technical support, among others.

22. A Day Centre is an integrated social service that provides care to senior citizens under vulnerable conditions or whose integrity are threatened and require social company to promote autonomy. Day Centres are distributed across the following areas: San Cristobal, Bosa, Puente Aranda, Santa Fe (2 centres), Engativa, Usaquen, Suba, Barrios Unidos, Sumapaz, Antonio Nariño, Tunjuelito, Ciudad Bolivar (2 centres), Kennedy (2 centres) and Martires (2 centres).

23. A Night Centre is an interim social service that provides comprehensive care with the purpose of securing safe housing for people over 60 who do not have a permanent place to spend the night. The areas of Antonio Nariño, Barrios Unidos and Martires articulate their Day Centres with Night Centres to provide care to senior citizens living in the street or who may pay for a night stay.

- In the 2014-2015 period, the reasons to terminate the financial support were still "absence from meetings" (2 people) and "absence from workshops" (10 people), binding one right (participation) to another one (financial security). This scenario turned around in 2015, when it was stated that one right might not condition another one.

7. Qualitative Transformation of Public Policies and Actions

The following items may be highlighted as qualitative transformation pillars in terms of public policy management:

i. Human Rights Approach. The public social policy for the ageing and older people in the Capital District has established the Human Rights approach as the approach that defines, orders and arranges the values, theory, policy and actions of the Public Policy on Ageing and Older People (PPSEV).

ii. Differential Approach. The differential approach takes us closer to the recognition of the diversity and uniqueness of the human being, to objectively valuing the diversity and different capabilities of some groups when compared with others. For instance, we may mention the characteristics of senior citizens in society at large, or the distinctive features of a specific collective among this group. The addition of differential measures has implied providing unequal treatment to those that are different, thus expanding the number of possibilities available to guarantee rights and citizenship.

iii. Redefinition of Imaginaries. The field of perception is a dimension full of effort, extremely delicate, given the possibility of recreating imaginaries based on preconceived ideas. One of the approaches that has contributed the most to the diagnostics of scenarios made when formulating the policy, which must be sustained during the implementation of the policy by means of cross-generational actions that can redefine the concept of ageing and older people, has been the identification of current prejudices and individual and social imaginaries built around the topic of old age.

iv. The Most Favourable Rule Prevails. Internal rules frequently overlap, thus conditioning rights and linking them in such a manner that the materialisation of one right requires the compulsory compliance with another right. One of the aspects of qualitative transformation to overcome the result-based bureaucratic or managerial view and resort to a focus on people is doing away with preliminary requirements to receive financial support.

8. Substantive Participation of the Subjects of Rights

Citizen involvement has been one of the guidelines used when framing the Public Policy on Ageing and Older People (PPSEV). From the formulation to the implementation and monitoring stages, the policy has been obviously enriched with the interest and opinions of civil society and people who are subjects of right, gathered at different spaces of dialogue, advice and workshops.[24] However, participation has not yet gone beyond consultation or accountability. The challenge will be to deepen participation, providing for spaces for discussion, selection of demands and representatives that may take on co-responsibility side by side with the district government.

9. Constructing Citizenship, Democratic Culture and Social Action with a Rights Approach

The level of reflection observed in participatory meetings with senior citizens in San Cristobal and Teusaquillo has been outstanding, particularly when discussing issues associated with the culture of rights, and considering the social progressiveness and non-reversibility of the PPSEV's progress

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24. SDIS highlights the social participation of different stakeholders that, together with senior citizens from all social and economic layers have contributed and still contribute to strengthen the policy. The participation of children, teenagers and adults should be highlighted. They participate with reflections and analysis in stakeholders groups, Social Protection Centres, Compensation Funds, the Academia and Consulting Councils, among others.

and achievements. Even when a survey shows that over 90% of senior citizens feel they have gained autonomy, 5% of them reflect on deeper issues, such as ways of promoting policy sustainability and guaranteeing rights.

On the other hand, a qualitative approach brought to light that 16% of the participants had requested more duties, obligations and new responsibilities at the San Cristobal Day Centre. Unlike the processes of stripping from responsibility or claiming rights, San Cristobal's senior citizens have incorporated principles of democratic co-responsibility. The fact that this dimension has come up spontaneously gives the Day Centre a collective aspiration that defeats individualism and proposes duties to be met: punctuality, participation, bonding, etc. This is a cultural change that has undoubtedly started with the subjects of rights and indicates a major social change.

10. Major Limitations

There are behavioural aspects that have been identified as limitations to the materialisation of the right to financial and social security of older people under the PPSEV. They condition the acceptance of the rights approach and weaken the efforts of the development plan.

 Paradigm in Place. If we consider the rights approach as a paradigm, we may understand that, in order to leverage it, efforts will have to be made to maintain the original variables during the materialisation process. Despite progress, the ontological risk is still there, as well as the structures that tend to measure rights with tools that are only focused on efficiency or effectiveness. The experience of the Public Policy on Ageing and Older People (PPSEV) shows that new approaches require creative perspectives, so as to measure, for instance, not only quantity but also quality, not just the existence of an action but, mainly, the intensity of such action.

Communication. The volume and quality of the documents produced in the PPSEV's implementation cycle is worth highlighting. The attributes of an effective communication typically consider available communication tools and means, as well as the type of language used, making "format" a leverage to the "contents" expected to be conveyed. The general perception underlines that initiatives have to strengthen the exchange of information as a fluent two-way path between government and society.

Subject-Object Relation. The change in perception with respect to handout imaginaries is still pretty strong, making the relation between object of rights and subject of rights a definition under development in the social imaginary. Great efforts have been made to change this perception, resulting in immediate outcomes, such as the discussion of the principle of dignity and the evolution of the concept of rights, where human beings are placed as sovereign subjects who acquire rights as values inherent to their natural condition, and not out of benevolence or charity.

11. Recommendations

- To expand initiatives promoting differential care for groups within older population: women and late old age, as well as victims of the armed conflict, mothers head of household, disabled people and farming population living in rural areas.

- To promote a citizen participation system to secure measurable results and prompt the involvement of senior citizens in all procedural stages, both at the initial consultation stage and during approval, design, implementation, follow-up and evaluation.

- To include mechanisms regarding the sources of financing of the local government in the city's public agenda, in the light of the challenge to build productive, sustainable and inclusive cities, guaranteeing and promoting citizens' rights.

- To explicitly add wording into all development plans to stress that the rights of human beings are core and essential to any public action.

- To promote long-term strategies that include the fight against poverty and inequality as main pillars of sector-based policies

- To add participatory management methods that go beyond public hearings and accountability, with the possibility of giving sufficient power to people to discuss and actually make proposals regarding city management.

- To set up a system of citizen participation in the design and monitoring of services, especially with respect to quality.

- Social commitment, so that everyone has a decent and sustainable livelihood and the right to a non-contributory pension.

12. International Comparison

The Public Policy on Ageing and Older People in the Light of the Brazilian Experience

The Brazilian public policy for senior citizens has encouraged a change in the way older people is perceived. Thanks to legislation in line with this issue, substantial progress has been made, mainly by recognizing the right to financial security. Despite that progress, the road leading to the full implementation of such right is still incomplete. The Brazilian state has secured a non-contributory pension for all vulnerable people over 65, but there is no municipal equivalent to fill the gap between 60 and 65 years of age. In this respect, the Bogota district has not only been proactive in relation to the Colombian national government by assuming commitments and responsibilities that in other countries, such as Brazil, fall under the jurisdiction of the federal government, but it has also made the decision to fill a legal void that has not yet found an equivalent in the exercise of old people's right.

13. Feedback to the Global Charter-Agenda for Human Rights in the City

The Global Charter-Agenda for Human Rights in the City suggests "*Encourage access of senior citizens to all public services and life in the city.*" Bogota's Public Policy on Ageing and Older People does not only contribute to the international discussion about a development based on actions aimed at materialising the right to social and financial security in the cities, but also to the identification of the right to build a desired city and society in an interrelated manner, without dissociations. The experience of Bogota helps explore the right to a decent life in the city and, in particular, to cross-generational solidarity mechanisms, as the ageing of population is one of the challenges of global urbanization. Urbanization contributes almost systematically to a demographic transition leading to ageing. Urban societies tend to reduce solidarity mechanisms inside families or communities, in a world where national pension systems are mostly non-existent. Therefore, one of the major challenges is to face the inclusion of senior citizens through economic and social rights that may be established thanks to local solidarity public policies. And Bogota is an excellent example in that respect.

MONITORING OF PUBLIC POLICY ON HOMELESSNESS[25]

UNDER THE *GLOBAL CHARTER-AGENDA FOR HUMAN RIGHTS IN THE CITY*

25. The translators chose the word "Homelessness" instead of the literal translation of the terminology used by the Bogota Humana official documents "Habitabilidad de calle". The literal translation of "Habitabilidad de calle" would be "Street habitability" that does not seem to properly reflect in English the change of representation that Bogotá cityhall wanted to suggest by creating the concept of "Street habitants" aiming at extending the rights of people living in the street. Indeed, street habitabilitý in English refers to the conditions of physical liveability of public spaces.

Reference period: 2012/2015

Introduction

People living in the street -due to multiple phenomena of marginalization and/or self-marginalization from social and family networks- represent one of the largest categories of marginalized people. There are six main obstacles that hinder the exercise of human rights, to wit:

1. no social and legal recognition of people living in the streets as subjects of rights on equal footing with the rest of the citizens;

2. criminalization, stigmatization, discrimination and violence from the state and citizens in general to these sectors, preventing them from having a proper and timely access to health services, even emergency medical services;

3. no positive social networks, identification or official documents and a permanent address, which restricts or prevents their access to livelihood opportunities, employment and social programmes;

4. a handout/patronizing mentality for actions and programmes based on "protective discrimination", treating these people as subjects of protection, victims or potential criminals, affecting, without limitation, their rights to integrity, freedom and personal security and safety;

5. lack of or insufficient policies to prevent the source of homelessness, as well as coordinated and consensus-based integrated, cross-sector and multifactorial strategies and programmes;

6. contempt for or limitations to their presence in the policies to build public spaces and maintain "*terrains vagues*" (viaducts, parks, bridges, railway land, etc.).

The District Administration of Bogota anticipated some of the measures established under the national regulatory framework: it has created the District Institute to Protect Childhood and Young Age (IDIPRÓN) and in 1995 it established the Integrated Programme for the Protection of Indigent People and Social Security[26], as regulated[27], which prompted the **District Program for the Care of People Living in the Street**. Back in 2003, after "El Cartucho" (main concentration spot of people living in the street in Bogota) was demolished to make room for the Third Millennium Park, Agreement No. 79/2003 ("Bogota CD Police Code") set forth that people living in the street "will receive special protection and care by the District Administration". A Permanent Panel for the Plan for the Integrated Care of People Living in the Street[28] (PAICHC) was then established as a cross-institution coordination space to coordinate and monitor the Integrated Care Plan and public policy with a "rights approach".

Since 2012, within the framework of the Bogotá Humana District Development Plan (2012-2015) and, specifically, as part of its Pillar 1 ("*A city that overcomes segregation and discrimination. The human being at the centre of development concerns"),* the District Secretariat for Social Integration of Bogota (SDIS) has been implementing the Project "*Capacity-Building to develop people engaged in prostitution or living in the street"[29]* which was later formalized under the *"District Public Policy on Homelessness"* (PPDFHC)[30]. This policy includes an urban component ("Inclusive Urban Development"[31]), which provides for the Urban Renovation of the City's Historic Centre and includes the area known as "The Bronx" (in deep social and urban decay), so as to improve the living conditions and restore the rights of citizens living in the street. At the same time, some security and coexistence issues linked to Homelessness were incorporated into the *Integrated Citizen Coexistence and Safety Plan for Bogota C.D., 2013-2023,* with a human safety and security approach.

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26. Agreement No. 13/1995
27. Executive Order 897/1995 issued
28. Executive Orders 136/2005 and 170/2007
29. Project CP-743-2012
30. Agreement No. 366/2009 and Executive Order No. 544/2011 (which adopted the Public Policy for Social Inclusion for Adulthood)
31. Executive Order No. 145/2013

1. Right(s) in the *Global Charter-Agenda for Human Rights in the City* concretised

The Policy makes reference to section X of the Charter-Agenda -"Right to Housing and Domicile": "*In collaboration with other competent authorities, the city takes appropriate measures to offer decent provisional accommodation to homeless populations, as well as an adequate site for migrant populations*", allowing "*homeless people to have a registered address at care centres, in order to ensure that they benefit from social services, particularly health services, in the city*". The Charter-Agenda recommends the "*adoption of a public or subsidized housing construction plan, affordable for low income people, and a plan for the provision of decent shelters for the homeless*".

The Public Policy on Homelessness (PPDFHC) concretises other rights stated in the document: Right to the city (section 1), Right to participatory democracy (section 2), Right of women and men to equality (section 4) Right to accessible public services (section 6) and Right to clean water and food (section 11). This policy, however, has gone beyond and recognised integrated care for people living in the street as an ethical and political imperative within the framework of human dignity. It has also called for the joint action of the society at large to take part in a socially-built phenomenon.

2. Background

The need for the PPDFHC arose in 2012 as a result of the urgent necessity evidenced by the VI Census of People Living in the Street in Bogota: 9 614 people were living in the street (88.93% men; 10.95% women; 0.05% intersex) out of a total population of 7 467 804 people – an increase of almost 1 300 people from 2007. The concept of "people living in the street" was defined as "any citizen who stays in the street (at least for 30 running days) or is temporarily placed at a special housing site (private or public institutions or places of consumption) and makes the street his/her physical, social and cultural space, where he/she covers his/her needs and has a place to live". The policy included the following steps:

- "***Analysis of the Distribution and Characterization of People Living in Parches* (temporary arrangements) *or Cambuches* (shacks) *in Bogota C.D.***" (2014), which identified a sample of citizens living in the street (5 000 interviews) and reviewed georeferenced data.

- The "***First Survey on Citizen Perception of the Homelessness***" (2015), an online survey of 1 007 people, which has improved the understanding of society's views, preconceptions and stigma in relation to this phenomenon, and has also provided opportunities to build positive relationships.

- Differentiated **social dialogue** events –Street Days, "*Meaningful Horizon Workshops*", *Territorial Workshops*- in Bogota's 19 areas, and at 13 **local discussion sites** ("*Discussions in the territories of the Capital District about Homelessness*"), which supported the joint production of the "***Meaningful Horizon for District Public Policy on Homelessness***" (2015) by citizens living in the street and other people living in Bogota neighbourhoods.

3. Description of the Policy

Approach/Guidelines/Vision

The PPDFHC pays particular attention to people living in the streets of the Capital City of Colombia during a long or short period of their lives, and its rights approach brings about a new language, which places subjects of right in the spotlight and rejects the use of handouts and patronizing definitions and actions. The use of the expression[32] "street habitability" is then established, replacing other expressions used to define the same phenomenon that up to now has been defined (through

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32. The explanation contained in this paragraph only applies to the literal translation of the terminology used by the Bogota Humana official documents. However, in this translation, and due to cultural and social meanings and imaginaries linked to each word, "street habitability" has been translated as "homelessness". Therefore, this explanation only applies to the Spanish version of the text –which uses "habitabilidad de calle" instead of "sin techo".

words such as "homeless") by way of deprivation and has never been reviewed as a consequence of multidimensional exclusion factors or in terms of "choice of life". As recognized by the definitions in many dictionaries, the term "habitability" is not restricted to living conditions, but it entails a "programmatic" value (and, therefore, a "future project" dimension), to the extent that it represents "*the condition of a given environment to be adjusted to the needs of men and their activities*", "the quality of being habitable" making reference to "*what a space really has, so that an individual may be there and feel pleased in terms of quality of life and comfort*".

The use of this term in Bogota for over a decade shows the cultural complexity of the way the phenomenon of homelessness has been looked at. The framework of the new Colombian national policy under Law 1641/2013 and the discussions in different inter-city network learning venues ("Fora on Homelessness", 2014-2015) have supported the adoption of this approach by other cities, such as Medellin, Cali and Barranquilla.

From the perspective used by the District Government of Bogota, the review of public efforts from the rights approach means:

1. Recognizing the existence of an explicit international conceptual framework that changes the logic in the preparation of the District Development Plan;

2. Formulating policies based on the relationship among subjects of rights (rather than between an institution and an individual) empowered to request specific services and behaviours from government agencies, on the road of personal and group evolution and transformation that link -in a non-patronizing manner- material support to civics and mutual learning spaces;

3. Working on making people aware of their problems, securing their trust and the continuity of processes, as well as their follow-up.

The intentionality that supports right's progressiveness constitutes an "ethical duty" for its managers, so as to permanently elucidate the roots that inspire these policies and the consistency of the policy-based actions involving a comprehensive vision.

Objectives

The different actions implemented while gradually developing the PPDFHC were intended to: "*Redefine Homelessness, (...), oriented towards improving city coexistence and a decent life for citizens living in the street, within the framework of the promotion, protection, restoration and guarantee of their Rights, contributing to their social, economic, political and cultural inclusion, as well as to the integrated protection of the people at risk of living in the street*"[33]. All of this under the umbrella of a rights approach, focused on "*building capacity and expanding opportunities through the implementation of integrated and differential strategies for social care and prevention in the individual, family and community arenas, with people at risk of living in the street and people who live in the street*".

Implementation

Managed by the Office for Adult People (which reports to the District Secretariat for Social Integration), Project 743, *"Capacity-building to develop people engaged in prostitution or living in the street"*, focuses on the adult age group (people between 22 and 59 years old). The *District Model for Homelessness* was created in 2011 and it expanded the approach by looking at the phenomenon and strengthening the articulation of different sectors, the expansion of care for people from other age groups, and the inclusion of this problem in other policies led by other technical offices. To be successful, all agencies must have a strong will to collaborate with each other (at centres or outreach activities), particularly when one of them identifies people who might need, and actually

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33. District Secretariat for Social Integration. District Public Policy on Homelessness 2015 – 2025. Page 82

need, to receive care from other agencies. In the real world, the standard protocol provides that the service should be offered during the first contacts with people from other age groups, provided the other agencies take care of them. In this sense, the most outstanding cross-sector collaboration efforts were those carried out with hospitals and other structures related to the District Secretariat for Health or detention centres, which guarantee medical and psychological care services, treatment of addiction and continuity of any social reintegration actions started by other agencies.

Ever since 2012 the policy has attempted to redefine the concept of "integrated care", by articulating a path comprising stages to dignify those who receive care and reintegrate them to society (called the "Road of Rights"), and ending up in redesigning some sort of pyramidal geometry with the care centres for citizens living in the street distributed throughout the territory. Self-Care Centres constitute its base, as they offer basic services such as personal hygiene, food and space for resting and socializing), and the apex is "Humanidad" (Mankind): the place from which these people take off, "graduate", ending the timeline scheduled for the various degrees of institutional support that leads to social and labour reinsertion. Collaborative actions with civil society organizations and sectors from the City Hall and other government agencies have supported an improvement in the impact and sustainability of public investment in relation to people's reinsertion.

Citizen Participation

In 2014, over 4 100 people were actively involved in the participatory design of the foundational basis of the policy (its horizons of meaning) through open discussions. Care centres conducted social dialogue under multiple formats on a daily basis to get their participants involved in the improvement of the services and the strategies followed to build rights. The Public Policy on Homelessness (PPDFHC) has been marked by a wide differentiation in *outreach* (active contact) techniques, involving the strengthening of street theatre and art groups, the reinforcement of the work of the mobile care unit, and the organisation of self-care and street culture days, with the purpose of not only *"looking for problems where they become manifest and create awareness on the range of public services available",* but also to talk to the local community and raise awareness about homelessness through groups and special events. In this respect, the approach has been "intrinsically dialogue-based" and has been developed through the everyday contact and exchange among civil servants and participants, as well as the territories and the urban community. This approach may also be observed in the ontology of the new language, carefully used by workers and in all official documents, intended to lift the barriers between the rights approach and everyday practices of care centres and civics.

With respect to the general structure of the policy, the participation during implementation and follow-up is developed under the Fourth Component: "Citizen Mobilization and Social Support Networks". Its purpose is *"to promote citizen participation and mobilization in terms of political participation and citizen representation, in order to realise the Right to the City of all people, starting by expanding the knowledge about the exercise of citizenship within the framework of the Phenomenon, the construction of a district network that supports articulation among institutions, organizations and the community, and* **the promotion of spaces for Citizens Living in the Street to recognise themselves as political subjects***, to dignify and redefine the Phenomenon".* This Component is developed under 4 Lines of Action to strengthen participation: *Creating knowledge about participation and exercise of citizenship in relation to Homelessness; Strengthening and Promoting Active Citizenship of People Living in the Street; Social Mobilization to Transform Homelessness; Strengthening of the District Network to Approach Homelessness.*

Additionally, like all other social policies in the Capital District, the PPDFHC has a cross-sector instance: the Operating Committee on Homelessness[34]. It is a private-public committee with

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34 In the past, it was known as the Permanent Panel for the Integrated Plan for the Care of People Living in the Street (the PAICHC Panel created by E.O. 170 of 2007). It was responsible for the technical aspects in the formulation of the PPDFHC and became the Operating Committee on Homelessness by E.O. 560 of 2015, which adopted the District Public Policy on Homelessness.

representatives from District sectors and agencies, national agencies, the private sector, non-profit sector, the academia, local stakeholders and People Living in the Street.

4. Funding

The Budget Executed by Project 745 shows a substantial increase in the investment in care services for People Living in the Street (from COP 13 billion in 2013 to slightly over COP 26 billion as of December 2015), especially after the design and implementation of the "Road of Rights", which prompted an increase in care methods and capacities. The increase amounted to 68% between the last two effective periods and resulted from the articulation of District agencies, which helped to join efforts and strengthen the resources allocated to the care of vulnerable people.

2012-2016 Bogotá Humana Development Plan			
District Secretariat for Social Integration - Project 743 "Capacity-Building to Develop People Engaged in Prostitution or Living in the Street"			
Effective Period	**2012**	**2013**	**2014**	**December 2015**
Executed Budget	COP 2,765,725,601	COP 13,379,765,885	COP 15,618,079,263	COP 26,248,239,605

Source: Office of Design, Evaluation and Systematization. Reports on the 2012-2013 Development Plan. District Budget System (PREDIS) - Beneficiary Registration System (SIRBE) - Effective periods 2014-2015

The budget allocated from the project, the social purpose of which is not just to care for people living in the street, but also for the social phenomenon, represents 4% of the total budget of the Bogota's District Government invested in social public policies targeted at the most vulnerable population in the city through population-based and differential approaches, including people with disabilities, senior citizens, children and adolescents, youngsters, families and the LGBTI sector.

Budget Invested in Population-Based Public Policies through the Execution of Investment Projects Bogotá Humana Development Plan 2012–2015			
Project Code	**Project Description**	**Total 2012–2015**	**Share %**
721	Integrated care of people with disabilities, their families and caregivers: Cerrando Brechas (closing gaps)	COP 150,102,252,044	11%
735	Integrated development of early childhood in Bogota	COP 662,610,882,977	50%
741	Violence-free relationships for and with Bogota families	COP 65,969,424,802	5%
742	Integrated care of senior citizens: reducing socioeconomic discrimination and segregation	COP 325,258,069,827	25%
743	Capacity-Building to Develop People Engaged in Prostitution or Living in the Street	COP 58,011,810,354	4%
749	Promoting the exercise and enjoyment of rights by LGBTI people	COP 9,167,345,669	1%
760	Integrated protection and development of children and adolescents' capabilities	COP 41,649,614,497	3%
764	Youngsters activating their citizenship	COP 12,176,365,784	1%
TOTAL		COP 1,324,945,765,954	100%

Source: Strategic Analysis and Design Office District Budget System (PREDIS) - 2012-2015 District Secretariat for Social Integration

5. Major Outcomes

The new approach, with its "rights approach", has achieved a number of goals:

1. A complex **re-articulation of Strategic Planning and Care Services** for people living in the street, going from 5 Centres in 2012 (2 directly operated and 3 outsourced) to 8 centres in 2015 (7 directly operated, 1 outsourced and 1 mobile unit), supplemented with 2 preschools for children at risk of living in the street and 3 "night centres" for senior citizens who live in the street;

2. Two outsourced care centres were taken back by the state, thus guaranteeing **more consistency in managing and training human talent** and a human rights-based approach;

3. **More human talent** involved in the prevention and direct care of people living in the street (from 160 in 2012 to 495 in 2015) and professional recognition, qualification and motivation for them;

4. **More people are receiving care:** from 10 000 persons in 2012 to 14 200 persons in 2015 (data as of October 31);

5. **High effectiveness rates in the new "mobile" street care services** (such as the Self-Care Days) intended to go and find new people at the places in which they live, thus lifting the barriers of access to public care service;

6. **Low "turnover" rates at the higher-degree care centres**, which show the "loyalty" of the people who receive care, to move ahead in their road to autonomy and social integration;

7. **High "self-improvement rates"** (75% in 2012 and 73% in 2014). In other words, more skills helping people become independent of the services, reaching the end of the "Road of Rights" without resorting to them again;

8. **Improvement in the measurement of the mid-term service impact rate.** It had been very weak in the past, but it will provide a clearer vision of successes/weaknesses to then improve the policy;

9. **Updated language** in official documents, definitions of functional roles and service delivery, for an updated vision of homelessness and for subjects of rights not to feel "beneficiaries" of the state's action but "co-responsible" in leadership and success;

10. **More agreements to secure employability periods** of people completing the Road of Rights (signed with government agencies or private or non-profit organizations). Additionally, 22 agreements were signed with universities for programmes and internships to support the City Hall in its efforts to dignify people living in the street;

11. **Multiplication of data gathered** to find the differences (in terms of origin, reasons for marginalisation, violent situations, gender and sexual orientation, close bonds with pets, etc.) and a data **geo--referencing strategy** to help to improve the provision of services;

12. **High level of satisfaction of people involved** in the new "Road of Rights" (well accounted for in annual surveys) and a good capacity to dignify subjects of rights (by using popular education methodologies) and triggering "virtuous circles" to rebuild relationships between citizens living in the street and their environment, changing the stigma and perceptions of the community through co-responsibility actions to then better the city;

13. **Increased capability of people living in the street and involved in the services to make decisions with responsibility and a sense of solidarity** so as to improve the capacities of the services to build rights for the most vulnerable people, as shown in the interview below:

> […] In the past, here, at the centre's movie theatre, there was a special area for disabled people, also used as a dining room. After some time, we closed it. It was a joint decision, with a lot of talk with us by the co-responsibility group and even discussions in an assembly. Why did we close it? Because it didn't make any

sense. It was perpetuating the exclusion of the weakest, of the eldest of us... It was useful at the beginning. The behaviour of some of us, the newly-arrived, was almost inhuman. We walked by in front of them, took advantage of their weakness to impose our wishes, my God! I feel ashamed when I remember that... Today we take care of senior citizens and people with disabilities. We adopt them at our tables, we give them support, go get the trays for them. We have all walked a path of understanding and we have grown. […] The change was made because the workers at the centre forced us to reflect on the issue, made us think as to whether our behaviour was fair or not. But the solution of closing the special area was not given by them. We came up with it. And I believe that we managed to get there because, in the meantime, we had started trusting each other, opening up with one another and to the civil servants, because here we do not feel locked up or in prison, but rather in a friendly society that is confident of our capacity to make responsible decisions. (Interview with a person who frequented a Care Centre, made on 10/06/2015).

6. Major Limitations and Recommendations to Overcome:

The major limitations of the Public Policy on Homelessness (PPDFHC) are associated with the scarcity of staff and the need to guarantee sustainable actions, taking into account the proven capacity of the Capital District policies to incrementally attain more consistency in the rights approach over time, as well as in the territorial and differential approaches.

To optimize the potential shown by this policy, we suggest **making a stronger effort in gathering and classifying the data associated with the rapidly changing Homelessness**, so as to gain a deeper understanding of the change in the share of people living in the street, according to their place of origin and the reasons why more and more people come from other cities to live in the streets of the Capital City. The strategic value of going deeper in these dynamics lies with the need to better articulate related policies implemented by other municipal governments with the National Policy provided for by Law 1643/2013.

The **multiplication and development of more alliances with other District sectors and stakeholders** would help gain a deeper understanding of the wicked phenomena associated to homelessness: abandonment and sexual or labour exploitation of minors, abandonment of senior citizens and people with disabilities, and other marginalising factors associated with family violence or illegal work, thus prompting a better articulation of the various public policies with the Public Policy on Homelessness.

Additionally, the **adoption of new visual standards and instruments** (videos, cartoons, theatre plays, a range of artistic installations) **to communicate the policies related to the care of people living in the street**, as well as philosophical roots and rules, many not only appeal to more people in need of the services, but also help expand a major civic discussion across the city, with a deeper and more frequent dialogue with people bringing experiences from other places. Another recommendation would be deepening the decentralisation in the management of the Social Integration programme at district level and providing more training in Human Rights to all agents involved in policies associated with social integration, mass communication and the police force, to qualify the skills and motivations of those who work in such areas.

Finally, it could be useful to **compile a specific Human Development Index** to analyse the peculiarities of Homelessness and the impact of the District Public Policy on redefining the same, and the Conferring of Dignity to People Living in the Street. This would help measure the capacity of the policies to go beyond the services and respond to the core question as to what human development implies when a nomadic life in the street is lived and how this relates to expanding opportunities and developing capacities.

7. International Comparison and Feedback to the Global Charter-Agenda for Human Rights in the City

In many countries, public policies on homelessness tend to take care of "emergencies" (related to safety, citizen protection in case of bad weather and natural catastrophes, and even urban aesthetics) or provide handouts in the form of food, personal hygiene, medical and psychosocial care for abuse of alcohol or psychoactive substances, but they rarely place the individual living in the street in the focus of a programme to "build rights", to open a road to a decent life and to gradually rebuild the family and community networks.

The Public Policy on Homelessness (PPDFHC) is a case of innovation, because it is based on providing extended company to people who go to the various service-providing support centres under the umbrella of the so-called "Road of Rights" to reinforce self-esteem and the dignity of the subjects of rights, holding that everybody "*has the right to a second chance, to change into a new life and regain the feeling of being useful to society",* as well as "*to rebuild their relationship with the street, without denying the same, but rather continuing to live it as a space full of meaning for their work or relationships*" (whereas in another context, the final target of many handout programmes fails to consider the street horizon as an "acceptable" space).

Within this perspective, the fine-tuned strategy results innovative, because it simultaneously shows a strong "universalisation" of rights and adds the materiality and peculiarities of the local contexts as an intrinsic quality for action and continuous restructuring. Such a reformulation of the policy's philosophical basis is aimed at gradually overcoming the strengthening of service provision and shifting to integrated care, respecting the free will of the people that are targeted by this policy. It is based on taking co-responsibility and critical maturation of the subjects of rights, and on a deeper "sense of belonging" to the body of the city and the urban community.

Such an approach updates the semantics of the role proper to local institutions. They are no longer service providers or facilitators of territory competitiveness in the national and international arenas, but become vectors, in time and space, of the materialisation of the rights of the people living there, interested in boosting their capacity to reinsert and socially reconnect with people who, due to certain circumstances and broken family and social support networks, had been expelled from the citizen relationship networks and marginalized from the enjoyment of some fundamental rights.

The territorial and differential approaches adopted in Bogota have managed to reinforce the guarantee of Human Safety (securing access to health, emergency services, care of diseases caused by conditions proper to them, treatment for drug abuse, and a healthy sexuality within their environments, birth control, mother and reproductive health). At the same time, however, it has gone beyond, in directions previously not considered core, and connected with the relationship between Human Rights and Democracy. That is to say, it has been oriented to overcoming the visions that have failed to recognise the entitlement of people living in the street to their rights and has denied them the possibility of becoming self-sufficient and being part of a collective.

For instance, the focus was on finding their number, location and differences, to better guarantee their right to personal identity and, therefore, to citizenship, i.e. to express their will and act in the public space. At the same time (even when this may not have been a central pillar, due to the limited competencies of any city hall in the administrative-institutional system), the new policy has been focusing on a comprehensive discussion with the Bogota society about the need to reform the legal system: stopping discrimination, criminalization and social cleansing actions; training the police to be more aware of rights; and guaranteeing effective access to justice to the people living in the street.

Such a structural change has brought about a steady increase in public investments in terms of financial and professional resources, although it is also clear that it has demanded new awareness in terms of effectiveness, taking the problem of effectiveness and efficiency seriously, increasing data collection and working at the borderline of quantitative and qualitative systems.

From this perspective, the guidelines of the District Public Policy on Homelessness observed in Bogota may be good ground for discussion to contribute to improving and polishing documents such as *the Global Charter-Agenda for Human Rights in the City*, to the extent that they do not only seem deeply consistent with the values and statements of the Charter-Agenda, but also, through concrete actions, they manage to show how policies can be defined from a local venue and update and articulate the vision and the definitions of major social phenomena, starting from appreciating the epistemology (including the language used by their main agents).

ANNEX. Implementation of Project 743 "Capacity-Building to Develop People Engaged in Prostitution or Living in the Street"

Project 743: Capacity-Building to Develop People Engaged in Prostitution or Living in the Street
Social Service for the Integrated Care of Citizens Living in the Street
Integrated Personal Development Component

Self-Care

Oscar Javier Molina Self-Care Centre
Humanidad Centre
Bacata Self-Care Centre
Liberia Self-Care Centre
Mobile Self-Care Centre

Targeted at dignifying Citizens Living in the Street through short-term actions and strategies to recover feeding and personal hygiene habits (self-care), promote rights and duties and disseminate and link them to the social and health care services available, thus mitigating risks and reducing the damage caused by living in the street.

Care Centres

Oscar Javier Molina Self-Care Centre
Humanidad Centre
Bacata Self-Care Centre

Targeted at developing medium-term actions, strategies and processes, in a semi-institutional environment, to strengthen self-care, feeding and sleeping habits, and to restore rights, links to support networks and to project new personal goals in the process of transformation of the lifestyle of Citizens Living in the Street

Integrated Personal Development

El Camino Personal Development Centre
Academia Training Centre

Targeted at strengthening capacities to homelessness, by means of mid-term care processes, in an institutional and semi-open environment, through which, in a systemic approach, all dimensions of human development are tackled, favouring social and occupational inclusion opportunities for Citizens Living in the Street

Functional High Dependency
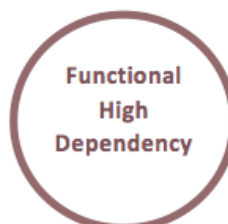
High Dependency, Functional Centre

Targeted at the qualified care and cross-discipline support of Citizens who, due to their physical, mental or cognitive condition associated to homelessness, require long-term care, in an institutional environment, focused on strengthening independence and guarantee of rights.

Outreach Strategy

The strategy is part of the road of rights for the people Living in the Street, meeting them at the street, with prevention and link to services. It locates people in the street or people engaged in prostitution in urban places and spaces to prompt dialogue and approaches associated to the dynamics of the phenomena, as well as to identify factors of permanence and prevention. This strategy is the entry door to Project 743 "Capacity-Building to Develop People Engaged in Prostitution or Living in the Street", other city services, projects and programmes for their social inclusion.

MONITORING OF PUBLIC POLICY ON CHILDHOOD AND ADOLESCENCE FOCUSED ON EARLY CHILDHOOD

UNDER THE *GLOBAL CHARTER-AGENDA FOR HUMAN RIGHTS IN THE CITY*

Description of the Policy. Public Policy on Childhood and Adolescence (PPIA) (2011-2021) focused on Early Childhood

Reference period. 2012 - 2015

Introduction

Bogota has shown a sustained and increasingly stronger commitment to the integral development of children. The focus on early childhood is mentioned in the General Purpose of the Bogotá Humana Development Plan, highlighting the need and intention of materialising the guarantee of children's human rights for children during this vital cycle, because they belong to the most overlooked and voiceless sector, but not with a handout or subsidy mindset, but with a rights approach, recognizing human dignity and full citizenship. In Bogota, the road for early childhood rights has already begun and is moving strongly, consistently and with conviction.

1. Right(s) in the *Global Charter-Agenda for Human Rights in the City* concretised

Rights of children (Section 5). This section provides for the enjoyment of all the rights recognized by the 1989 International Convention of the Right of the Child and recognizes the role of local governments to ensure decent living conditions for all children and, in particular, the possibility to pursue their education at school. It emphasises the duty of city inhabitants to act respectfully towards children's dignity and rights, including disabled children.

2. Background

Early childhood is a unique moment to stimulate brain development by intensively using all senses, forming strong emotional bonds and ensuring optimal health and nutrition conditions. However, it is also a stage where undesirable factors, like a polluted environment, deficit in nutrition or exposure to violence, mistreatment or abuse, have irreversible effects on the future physical condition and behaviour of children. Beyond any biological condition, early childhood is a key stage to strengthen the social structure; the adoption of behavioural codes and patterns for adult life is deeply rooted in the behaviours learnt in these first years. It is then important to invest monetary and technical and human resources at this stage of the vital cycle. It has been widely proven that integrated care and higher participation of children in appropriate early stimulation programmes promote the reduction of imbalances in terms of skills, learning and social advantages, delinquency and future criminal behaviour, proper to inequitable societies, and translate into a significant reduction of social costs. This is why any action in favour of early childhood is essential to fundamentally change the conditions in a society, to reduce inequalities and to promote democracy, justice and social cohesion.

According to the 2015 National Statistical Department's projections, Bogota has 7 878 783 inhabitants, out of which 723 156 are children younger than 5 years old, accounting for 9.2% of total population. From 2012 to 2014, the number of children between 0 and 4 years old went down due to a decrease in the fertility rate. 24% of households have at least one child younger than 5 years old, and have a life quality index of 83.9, with a Gini coefficient of 0.472. Poverty covers 17.6% of these households and 2.6% of them live in extreme poverty; 25% of this age group ranks as poor[35]. In terms of habitable and safe environments, in 2013, 10.26% of children in early childhood lived in overcrowded houses, 70.22% lived close to risky places, like waste dumps, drug-selling spots and brothels, and 66% lived close to parks and green areas (although in many cases they were not properly maintained).

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35. Source: Monitoring system of the living conditions of children and adolescents in Bogota, Capital District. 2014 Report CODIA (Operational District Committee on Childhood and Adolescence) March 2015. Data gathered in 2013.

3. Description of the Policy

Pillar 1 of the Bogotá Humana Plan reads *"A city that reduces segregation and discrimination: The human being at the centre of development concerns"*, thus defining the integrated care for early childhood as one of the government priorities. Section 7 highlights the *Guarantee for the Integrated Development of Early Childhood "Ser feliz, creciendo feliz"* ("Be happy growing happy") strategic, cross-sector and priority programme that brings together the whole of the District Administration, led by the District Secretariat for Social Integration (SDIS), to take coordinated institutional actions and ensure qualified care for this population, leverage its development, provide significant pedagogical experiences, access to culture, sports and recreation, promote a healthy life, healthy diet, safe and protecting environments, and build sensitive and friendly spaces in the urban and rural areas within the municipality.

This Policy is focused on **Integrated Protection,** consisting of the same pillars it covers (Pillar 1: children and adolescents in full citizenship, Pillar 2: Bogota builds the city with children and adolescents, Pillar 3: governance for the quality of life in childhood and adolescence), recognizing children and adolescents as holders of rights, guaranteeing the assertion of such rights, preventing any situation that may threaten or violate the exercise of such rights, and taking actions to effectively and immediately re-establish them, when necessary.

The actions taken within the framework of the Development Plan are based on the principle of the integrated care of children, which involves a nutritious diet, qualified care and enjoyment of art and culture. To reach the universe of children living in the city, three environments were defined: institutional, household and non-conventional cultural and social environments.

The institutional environment consists of preschool and kindergarten, directly operated by the SDIS or in conjunction with the private sector, where children between 0 and 5 years old have access to their right to health and nutrition, and have access to culture and a set of pedagogic actions targeting at their integral development.

Within the household environment, people are treated by specialists directly at their homes. Interdisciplinary teams, consisting of teachers, psychosocialists, nutritionists, workshop coordinators and social workers, provide integrated care for children between 0 and 3 years old (and their families) who somehow cannot attend preschool. They receive care in terms of education, nutrition, health, culture and psychosocial support at home and in their neighbourhoods.

The non-conventional environment include preschools, integrated development houses or rural child and family development centres in non-conventional social and cultural spaces, like hospitals, rural areas or environments where rights are easily violated, like the Bronx neighbourhood within the Voto Nacional area. The purpose is to provide integrated care to children between 0 and 5 years old and their families that, due to their specific characteristics, require care adjusted to the reality of their cultural identity and social context, thus narrowing segregation gaps.

The city of Bogota has dramatically increased the number of collective actions targeted at children with the participation of parents. For instance, in response to the needs of parents working at night, integrated care centres for early childhood during non-conventional night hours and kindergartens were developed in the toughest locations with children at risk. The SDIS infrastructure was expanded from 106 preschools in 2011 to 430 in 2015, thus strengthening public assets.

There are 142 pedagogic nodes working in household environments, which cover the 100% of the overall served population and that are also working with women's rights. In terms of non-conventional environments, there are 8 indigenous preschools (Intercultural Thinking Houses), 8 rural preschools, 24 preschools and integrated care spaces for early childhood in non-conventional night hours, 2 preschools to care for children of people living in the street, the *Esplendor* preschool in El Buen Pastor prison, and 9 *Sana que sana* rooms in hospitals that, even with limited coverage (8% of the total population served) represent a road to guaranteeing the rights of early childhood under different conditions and situations.

Each pedagogic node is an operating unit, aiming at carrying out an interdisciplinary work among components to care for children between 0 and 3 years old, including pregnant women. They provide care to 576 participants through a team of 12 professional duos (teacher and technician), a psychosocial professional, nutritionist and/or nurse, to execute planned pedagogic actions aimed at strengthening the development of children and leveraging qualified care by their families, as well as strengthening the educational role of parents or guardians.

The activities in these nodes include group sessions with mothers and children between 0 and 3 years old in groups of 18 children with their adult caregiver, four times a month. The meetings consist of workshops on children development issues, like pregnancy, breastfeeding, etc., and they are led by professionals in nutrition, social work or psychology and teachers. Additionally, there is a cross-sector activity with IDARTES (District Institute of Arts) for recreational and artistic practices, and with the Secretariat of Health and ERI (Immediate Response Teams) to identify and georeference children to secure integrated care.

Other activities include pedagogic meetings at households to care for children in their family environment, aiming at strengthening emotional bonds, including upbringing and children development guidelines.

Equality of rights for children requires **a differential and inclusive approach**, responding to the diversity in the living conditions, situations and characteristics that make each child different and unique. The realisation of all their rights involves guaranteeing the necessary conditions for an integrated care and protection for children's full development as persons and active members of their community and society. This has led to transcend partial and sectoral visions in the search for an integrated understanding of these subjects of rights, developing population-based policies in which the Public Policy on Childhood and Adolescents plays a substantial role. Actual integration, cross-sector, co-responsibility and participation are unavoidable to effectively implement the policy.

4. Funding

Since 2012, Bogotá Humana has defined Public Social Spending (GPS) as a budget priority and the share has been constantly growing (33% from 2012 to 2014) to currently account for 70.16% of the city's budget. Public Spending on Childhood includes investment in children and adolescents and accounts for 43.3% of GPS - evidenced by the improvement of this sector's living conditions. Participation in all these programmes is free of charge.

5. Major Outcomes in terms of Guarantee of Rights

The realisation of the rights of children in early childhood under Bogotá Humana is a reality for 250 348 children from 0 to 5 years old, i.e. 43.8% of the population of this age group that participates in the Public Policy on Childhood and Adolescence (PPIA) under the Integrated Care for Early Childhood Programme (AIPI).

With respect to the **right to life**, the mortality rates measured under **Existence** have been progressively diminishing from 2010 to 2014: from 39.1% to 27.3% in the case of maternal mortality, 13.2% to 8.0% in the case of female infant mortality, and from 27.3% to 15.9%.

In terms of **right to food**, chronic malnutrition has been progressively decreasing from 2010 to 2014: from 21.2% to 16.2% for girls, 17.3% to 15.6% in 2013 for boys, but moving up again in 2014 to 19.8%, (even higher than in 2010 and an important warning signal to be analysed). The share of children with low birth weight went down from 12.8% to 12.3% and exclusive breastfeeding (an average period of 3 months) has remained almost unchanged in the same period. The challenge is to cover 100% of nutrients (currently at 70%), which clearly depends on the availability of public resources.

In the area of the **right to health and a healthy environment**, the decrease of vaccination coverage from 99.3 in 2013 to 90.2 in 2014 is a concern, where there is almost universal coverage in terms of public services (water pipelines, drinking water, sewage and basic sanitation). A better quality of water results in an actual improvement in the health condition and quality of life of children, expressed as a 28% decrease in acute diarrhoea diseases from 2010 to 2014. However, there are concerns regarding the progressive increase of acute respiratory diseases (14.8% from 2010 to 2014).

With respect to the **right to identity, family and citizenship**, 100% of children under the *"Ser feliz, creciendo feliz"* programme have been registered.

In the **Development** category, the progressiveness of the **right to education** is evidenced by the primary school enrolment rate in 2014 (83 702 children between 3 and 5 years old in the district education system), showing an increase of more than 100% from 2013. In addition to initial education, some actions are promoted within the integrated care programme by applying a differential approach and providing sensitive and pertinent responses to the various situations and conditions specific to early childhood. To improve the quality of the care provided, two lines of action have been planned: a pedagogical and curricular one, and another action line related to the technical standards of initial education, through training of teachers, family members and caregivers on the integrated development of early childhood with a rights approach.

To guarantee the **right to culture, art and recreation**, 100% of children younger than 5 years old have been involved in household and institutional environments to enjoy, appreciate, adopt and create art, with an artistic and pedagogic support aiming at constructing identity, self-esteem and autonomy in children and their families, and including interculturality, kindness, freedom and co-responsibility.

Under **Integrated Protection,** 1 100 persons were trained in 2014 (teachers, technicians and administrative staff of the SDIS human talent for early childhood services) and 125 officials were certified to detect child mistreatment and sexual abuse and to learn how to proceed to activate the District protection mechanism in order to guarantee the **right to personal integrity and protection against violence**. The District Secretariat for Social Integration (SDIS) has 34 fixed family service agencies, 2 mobile agencies and one virtual agency to protect victims of family violence, which provided increased protection measures in 2014 (up 56%, a total of 12 433 as of October 2014), in addition to 6 *Proteger* Centres that provide legal advice and psychosocial support to those that have been granted protection measures. We have also surveyed the office that provides initial advice on mental health at institutional environments (preschools) and group health services, as well as support and advice through a hotline (106) for children and teenagers. The children and adolescents mistreatment rate has gone down from 21.4% in 2010 to 18.6% in 2013.

The inclusion model and the differential approach embodied in the Public Policy on Childhood and Adolescence seek to guarantee the **right to equality and non-discrimination**. They recognize individual and common rights to children under different conditions and situations (disability, ethnic groups, victims of armed conflicts, threatened with child labour, temporary sick people) and contribute to the transformation of the current social imaginaries concerning these populations, promoting recognition and respect, as well as the "celebration" of differences - a motivating concept that drives human and social change of attitudes towards what is different and diverse. Great efforts have been made to diagnose, analyse, design, create and work, so that the rights of over 13 400 children in early childhood are guaranteed today -otherwise, they would have hardly had access to such rights.

6. Qualitative Transformation of Government Policies and Actions

The planning, models and approaches of the PPIA help thinking and implementing public policies differently, but they require a radical transformation in the way public affairs are managed.

The **rights approach** is built upon the ethical and political framework of Bogotá Humana, where public actions are built and supported (such as the PPIA and the *"Ser feliz, creciendo feliz"* programme)*, putting human beings at the centre as holders of rights (in this case, children from 0 to 5 years old), with the subsequent need to build inclusion and equity conditions without distinction, as provided by the differential and territorial approaches for the effective, progressive and sustainable exercise of their rights. The rights approach sets the standard to shift from sector-based policies to population-based policies, which put people at the centre, considering their uniqueness and the indivisibility of their rights - a very valuable innovation in public management that has been implemented by other cities as well. The policies centred on the uniqueness of people require, due to their own nature, an integrated management, thus calling for the articulation of different government agencies, civil society, families and communities.

The **integrated care approach** that has been implemented goes from a handout approach to the guarantee of rights, where children are considered subjects of rights in their integrity and not in fragments. These rights have to be simultaneously guaranteed and not divided into compartments according to the specific projects of the various government agencies. The model contributed by the *"Ser feliz, creciendo feliz"* programme promotes the development of children in several dimensions, involving articulation among education, health, culture, sports and recreation, integrating prevention, promotion, protection and reestablishment actions, as well as relevant, sufficient and timely responses from the state, the family and the society to ensure the full development and guarantee of their rights.

The **differential approach** amounts to a qualitative and deep contribution of Bogotá Humana to government policies and actions. It implies the transformation of segregating and discriminatory social imaginaries that restrict the access and participation of "the different ones" into diversity and inclusion imaginaries, calling for the generation of specific strategies aiming at including them in all institutional and city scenarios. The action is focused on inclusion and tries to avoid the generation of exclusive and segregated environments for the different sectors, to transcend sensitization and move towards awareness, eliminating social and cultural barriers. The approach based on the vision that each boy and girl is unique and different has led to understand and provide alternative responses to the situations lived by children with disabilities, members of ethnic groups, children living under high vulnerability conditions, as those witnessed in rural areas, violent and risky neighbourhoods, victims of armed conflicts and displacement and even hospitalized children. Providing care to children in household and non-conventional environments, as well as inclusive education, is a clear example of the work that is being done in this respect.

The **territorial approach** has been essential to localize and deploy operations as closer as possible to the subjects of right. It has favoured the creation, strengthening and qualification of teams and cross-institutional instances in the various areas, summing up synergies and valuable local resources. It has facilitated and leveraged the participation and mobilization of citizens and communities at their closest environments.

The **Integrated Management Model** is another important innovation at local level, because it has implemented integrated actions oriented to social transformation. It has involved the dismantling of a culture, inertia, certain interests and powers exercised in a costly sector-based management, and laid down an articulated, coordinated and supplementary cross-sector intervention, adding up all synergies at district and local level, where four District Secretariats –Social Inclusion, Health, Educational & Culture, and Recreation & Sports- and the District Institute of Arts (Idartes) concur. It is articulated by the *"Ser feliz, creciendo feliz"* programme through periodic and systematic cross-sector and cross-institutional instances of design, implementation, monitoring, evaluation, adjustment and redesign of policies (councils, committees and round tables) that have been very fruitful and are a key element to implement the integrated management model. The collective construction of shared benchmarks has been very important in this case to go beyond the coordination among areas and

take "joint" actions towards an actually integrated management, although some difficulties have been faced due to the differences in the level of adoption of the policy, its models and approach, and the harmonization of procedures and instruments.

The **Information and Monitoring System** of Children and Adolescents (SIMONNA) has been a major step further. Its final construction, harmonization and implementation should not be delayed any longer, and it has to be framed as part of the rights approach, as a significant contribution to strengthen cross-sector articulation and monitoring processes at district and local level. This would make annual reports more consistent in terms of data management. Another urgent and key element is the collection of data broken down by indicators of early childhood (0 to 5 years), gender and differential condition, as input to design, plan, monitor and evaluate public policies focused on early childhood, as well as to go beyond the current management indicators and develop result or impact indicators that will enable a quantitative and qualitative measurement of issues that are complex to measure, such as autonomy, participation and advocacy of early childhood.

Bogota is betting on **defending and strengthening the public sphere** as a guarantor of rights. This involves working decidedly on the construction of subjects of rights, citizenship, and a culture to recognize, respect, integrally protect and guarantee rights. With respect to early childhood, major progress has been made in terms of awareness and recognition of children's rights by the adults involved, but there are still quite complex challenges to be met in terms of respect and guarantee of such rights in their day-to-day environments. Parents are well aware of the Bogotá Humana public policies and programmes of, denoting progress in the construction of citizenship and public affairs, but they are still looked at as handouts from the government, not as enforceable public policies, thus showing there is a long way to go in this respect.

7. Substantive Participation of the Subjects of Rights

The participation of young children is not an important right for most adults. In this respect, the strategy was to work on two sides: on the one side, with children, so that they may become aware, adopt and exercise their right to participate. On the other side, working with adultsadults (education agents, families and caregivers) to develop skills and favour appropriate spaces for the participation of children, breaking out vertical structures and promoting horizontal dialogues. Actions like the District Meeting of Children held in 2012, and the First Summit of Childhood and Adolescence facing Climate Change in 2015, campaigns to position children participation as a fundamental right with the same importance than education, health and nutrition through the mass media and new technologies -*#Infancias con voz* Project (childhood with a voice)-, in addition to children intervention in public spaces, with their own language, as the World Cup of La Golosa (sweets) and La Cometa (kites), are evidence of this effort. The participation of children in early childhood as a guarantee of their right to citizenship is a building block that has not been fully put in place yet to achieve higher effectiveness and efficiency. More effective strategies have to be rethought and redesigned, so that participation becomes a permanent reality in the everyday spaces of early childhood: at home, preschool, neighbourhood, city, from their imaginary and language, from a playful and creative perspective, providing them with their own voice, without any mediation. Their contribution to a harmonious coexistence and their right to be part of the decisions that affect their lives and the direction taken by society and the city have to be recognized.

8. Constructing Citizenship, Democratic Culture and Social Action with a Rights Approach

The ongoing and systematic work with families, agents and social networks, teachers and civil servants is important to qualify their relation to children in early childhood on the basis of the rights approach, making them part of the training and guidance processes regarding pregnancy,

breastfeeding, positive upbringing, nutrition, integrated protection, education, prevention of violence, and differential inclusion of early childhood according to their situation and specific condition.

The **culture of care and self-care** were brought on the table when the rights approach was taken. It was related to people needing the protection of their families and the State, such as senior citizens and early childhood. This is an important subject, given the dehumanization and increasingly violent relations among people, inside the families and society, which weaken the physical and human community environments. In just two years (2013-2014) more than 63 000 relatives were trained.

Co-responsibility is very important. The achievements at the Household Environment must be pointed out. Families and caregivers have proven to have assumed the rights approach and the importance of their role in the integral development of children. Co-responsibility workshops are promoted at community level. They are addressed to caregivers and community leaders in their roles as guarantors of the rights of children, their families and communities, thus contributing to recognize them as subjects of rights and duties, the problems in their neighbourhoods and communities, and the sense of belonging to their area, which adds to the construction of children as citizens with advocacy capacity. Three events were promoted at district level to encourage family and social co-responsibility: the First Summit of Childhood and Adolescence facing Climate Change in 2015, the "Tetatón", within the framework of the 2015 World Breastfeeding Week, and "A Jugar por Bogotá" ("Let's play in Bogota") days in 2014 and 2015. An important issue in this regard is the elimination of the old *Casas Vecinales* (community houses) and their supporting organizations, amounting to a loss of social capital. This enabled to highlight their role in the community –to strengthen the social fabric, beyond the provision of care and education for infants.

There are strategies and target actions for the **social construction of a culture of recognition and respect for the rights of early childhood,** such as spaces to train families or *"círculos de la palabra"* (word circles), cross-generation dialogues and interaction regarding equity or the significant practice *"Si me cuido, te cuido"* (if I care for myself, I will be caring for you), called *"Vivo mis derechos junto a ti"* (I live my rights by your side") held in Chapinero in 2015, which should be better qualified to put this subject in the spotlight of the Bogota's society. The **enjoyment of the city** and human relations is at the core of the work with childhood, using children-related initiatives (like the Sweets World Cup) developed from the portion of the city that is closer to their daily environment (the neighbourhood), aiming at recovering community life by starting from games, and relating children to cultural, sports and recreational public spaces.

9.   Major Limitations

The major limitations are related to the universalisation of rights and the need to expand the coverage of initial education in preschools and kindergarten, and the major challenge is to have the appropriate infrastructure to that effect. Another limitation is the lack of response and strength from the civil society to set an active childhood and adolescence co-responsibility scheme. The territorial approach is still weak to shift from sector-based policies to territory-based policies. The day-to-day reality has to be understood by considering people as subjects of right in the territories in which they live, with a holistic, overarching perspective, and actions shall be taken in all dimensions: historic, economic, social, spatial, cultural, political and symbolic. Participatory processes in local planning are key for the success in its implementation and monitoring.

10. Recommendations

- To continue, deepen and qualify the Public Policy on Childhood and Adolescence (PPIA) as an integrated public policy with a population-based perspective and a differential and territorial approach that provides more effective and efficient responses to the multi-dimension and

multi-causality aspects of the unequal conditions affecting the compliance of early childhood rights and, therefore, the quality of life this collective.

• To link the PPIA to family policies, because they are key to guarantee children's rights. The generation of decent living conditions and the development of family skills for the full exercise of rights is a public priority to be reintroduced in the political agenda.

• To link the PPIA to labour and economic policies with the purpose of improving the living conditions of the families in terms of decent jobs and generation of sufficient income, so as to free up time and energy and develop favourable attitudes in the exercise of a responsible parenthood, adequate care, cohabitation and harmonic relation with their children.

• To strengthen and go deeper in the integrated care model based on rights, inclusion, differential and territorial approaches, as well as in any progress regarding coverage and quality of services, paying attention to the peculiarities, diversities and differences, and to secure the continuity of this perspective in the following vital cycle (primary education), without setting aside what has been gained in early childhood.

• To include community action as a key element of the PPIA to generate a positive bond among families (households), interdisciplinary teams (preschool) and the community (neighbourhood).

• To design strategies for the construction of safe and friendly environments linked to community and urban environments, focused on improving housing and neighbourhoods, and developing the urban territory and citizens' security, making these programmes supplementary subcomponents of community action.

• To mainstream and expand the action and budget of the District Institute of Arts (Idartes) as a key agent in services and equipment involved in early childhood care.

• To develop and incorporate a Map of Human Rights in Early Childhood into the Information and Monitoring System of Children and Adolescents (SIMONNA) to make visible the exercise of early childhood rights in the territories in which they live, and to contribute to the design of specific territorial public policies matching such realities.

• To strengthen the currently weak presence and participation of Local Administrative Boards, civil society organisations and the academia in cross-sector mechanisms.

• To overcome the centralization of policies and public actions at District level; to move towards decentralization and to provide political and administrative strength to Local Administrative Boards (the government structure closest to the people), so that they may be directly elected by the inhabitants, thus promoting a deeper administrative and political reform.

• To shift from a government management model, due to the strong and central role that some government agencies still play in the design and implementation of policies and programmes, to a truly public management model. To promote and achieve the actual participation of the diverse social, political and institutional agents in the whole policy cycle, so that it may truly have a public capacity. This is still a challenge within the great and effective efforts of Bogotá Humana.

11. Comparison with the Mexican Experience

The City of Mexico has implemented a policy of integrated care for early childhood as a result of the *"Integrated Care for the Development of Early Childhood in the Federal District Act"* enacted in 2013. The plan is relatively close to the one developed under Bogotá Humana, but it has not been actually implement yet, and there is no substantial change regarding the previous work. The programmatic plan makes reference to the cross-institution articulation and coordination of actions, but, in practice, there are no integrated policies, articulated actions or articulating agency for the public policies addressed at childhood, and no agency defending children's rights. There are no aggregated and/or

hard statistics to build indicators for childhood sectors, living conditions and development, and there are still no agencies including the participation of children and citizens in the definition of childhood policies and actions. On the other hand, the actions taken by regional governments in this respect are not more than a handout, and they are mostly limited to food support. They are very far away from a vision that may guarantee rights and may be integrated on the basis of a differential approach, as in the case of Bogotá Humana. Mexico in general, and the City of Mexico in particular, are just starting to walk on the road of the rights of children and adolescents, just as in early childhood, so that the experience of Bogotá Humana may be a key and important benchmark so as not to start from scratch and implement a well-aimed public policy in a short term.

12. Feedback to the *Global Charter-Agenda for Human Rights in the City*

The plan and implementation of Bogotá Humana is a substantive contribution that provides concrete content and expands the topics included in the Global Charter-Agenda in this respect, thus becoming a global benchmark that will be certainly useful in the generation of local public policies based on the rights approach. It also adds the consideration of the peculiarities of the subjects of right (children in early childhood), new conceptions and action models with their relevant components, as well as the relevant approaches mentioned above that, at the same time, contribute to innovation in local public management.

THE RIGHTS APPROACH THROUGH THE BOGOTÁ HUMANA DEVELOPMENT PLAN:

TOWARDS A NEW CONSTRUCTION OF THE PUBLIC SPHERE

Study designed to monitor the social inclusion policy of
the city of Bogota in the light of the guarantee of rights

CONDUCTED BY THE UCLG COMMITTEE ON SOCIAL INCLUSION, PARTICIPATIVE
DEMOCRACY AND HUMAN RIGHTS IN COOPERATION WITH THE CENTRE
FOR SOCIAL STUDIES OF THE UNIVERSITY OF COIMBRA AND THE OPERATIONAL
CENTRE FOR HOUSING AND SETTLEMENT OF THE CITY OF MEXICO

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