



## Bogota DC (Colombia): Public Policy on Homelessness<sup>1</sup>

**Name of the policy:** Public Policy on Homelessness

**Start date:** 2012

**Completion date:** 2015

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<sup>1</sup> The **Inclusive Cities Observatory** is a space for analysis and reflection on local social inclusion policies. It contains over sixty case studies on innovative policies for community development, access to basic services, gender equality, environmental protection and the eradication of poverty, among others. The initiative has been developed with the scientific support of Prof. Yves Cabannes from the University College of London (15 case studies) and a team of researchers from the Centre for Social Studies (CES) at the University of Coimbra, which has worked under the supervision of Prof. Boaventura de Sousa Santos (50 study cases). This Observatory aims to identify and investigate successful experiences that might inspire other cities to design and implement their own social inclusion policies.

The **Inclusive Cities Observatory** has been created by the Committee on Social Inclusion, Participatory Democracy and Human Rights of UCLG. United Cities and Local Governments (UCLG) is the global platform that represents and defends the interests of local governments before the international community and works to give cities more political influence on global governance. The **Committee on Social Inclusion, Participatory Democracy and Human Rights** aims to contribute to building a common voice for the cities of UCLG in the areas of social inclusion, participatory democracy and human rights. It also aims to guide local governments in designing these policies and to that end, fosters political debates, the exchange of experiences and peer learning among cities around the world.

This case study is part of the program to Monitor Human Rights under the light of the [Global Charter-Agenda for Human Rights in the City](#), which was implemented as pilot in Bogota. The evaluation of the "Bogotá Humana" program's policies on Ageing and Older People, on Homelessness and on Childhood and Adolescence were carried out from September to December 2015. This study, coordinated by the Committee on Social Inclusion, Participatory Democracy and Human rights in partnership with the Bogota Secretariat for Social Integration, was produced by the team of researched conformed by Rocío Lombera (Centro Operacional de Vivienda y Poblamiento, COPEVI), Giovanni Allegretti and Víctor Huerta (both from the Center for Social Studies of the University of Coimbra).

For more information: [www.uclg.org/cisdp/observatory](http://www.uclg.org/cisdp/observatory)

For further information on the Human Rights Monitoring program: <http://www.uclg-cisdp.org/en/human-rights-monitoring-program>



## 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 "*terains 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<sup>2</sup>, as regulated<sup>3</sup>, 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<sup>4</sup> (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

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<sup>2</sup> Agreement No. 13/1995

<sup>3</sup> Executive Order 897/1995 issued

<sup>4</sup> Executive Orders 136/2005 and 170/2007

“Capacity-Building to develop people engaged in prostitution or living in the street”<sup>5</sup> which was later formalized under the “District Public Policy on Homelessness” (PPDFHC)<sup>6</sup>. This policy includes an urban component (“Inclusive Urban Development”<sup>7</sup>), 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.

## 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.

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<sup>5</sup> Project CP-743-2012

<sup>6</sup> Agreement No. 366/2009 and Executive Order No. 544/2011 (which adopted the Public Policy for Social Inclusion for Adulthood)

<sup>7</sup> Executive Order No. 145/2013

- 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<sup>8</sup> "street habitability" is then established, replacing other expressions used to define the same phenomenon that up to now has been defined (through 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

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<sup>8</sup> 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*”.

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"*<sup>9</sup>. 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 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

<sup>9</sup> District Secretariat for Social Integration. District Public Policy on Homelessness 2015 – 2025. Page 82

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<sup>10</sup>. It is a private-public committee with 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

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<sup>10</sup> In the past, it was known as the Permanent Panel for the Integrated Plan for the Care of People Living in the Street (the PAIHC 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.



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 Bogotá'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: <i>Cerrando Brechas</i> (closing gaps)	COP 150,102,252,044	11%
735	Integrated development of early childhood in Bogotá	COP 662,610,882,977	50%
741	Violence-free relationships for and with Bogotá 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%
<b>TOTAL</b>		<b>COP 1,324,945,765,954</b>	<b>100%</b>

**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



Care Centres

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

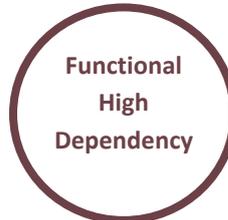
Targeted at dignifying Citizens Living in the Street through short-term actions and strategies to recover feeding and personal hygiene habits (self-care), promote rights and duties and disseminate and link them to the social and health care services available, thus mitigating risks and reducing the damage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

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



Functional  
High  
Dependency

High Dependency,  
Functional 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

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.



### For further information:

[m.fricaudet@uclg.org](mailto:m.fricaudet@uclg.org)

On the incorporation of the concept of connectivity in the public administration:

<http://www.armenia.gov.co/index.php?controlador=moduloMenu&componente=noticias&id=5923>

The project reports on the homepage of the funding body:

[http://www.accionambiental.org/sccs/detalles\\_item\\_listado.php?id\\_categoria=4&id=75&id\\_subcategoria=17](http://www.accionambiental.org/sccs/detalles_item_listado.php?id_categoria=4&id=75&id_subcategoria=17)

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### Acknowledgements / Credits

This case study was written by Giovanni Allegretti, researcher at the Center for Social Studies of the University of Coimbra. The evaluation of “Bogota Humana” program’s public policies was also conducted by Rocío Lombera (*Centro Operacional de Vivienda y Poblamiento –COPEVI-*, from Mexico City) and Víctor Huerta (also from the Center for Social Studies of the University of Coimbra), under the coordination of Magali Fricaudet, Executive Secretary of the CSIPDHR.

