

Base Document

Network 10 - Fight Against
Urban Poverty

URB-AL Program

This document was organized by Mr. Frédi Vasconcelos, Communications Advisor, and Mr. Sinoel Batista, Executive Coordinator of Network 10, and based on the following sources:

1 - Subsidies for elaboration of the Base Document - Network 10 - Fight Against Urban Poverty — **Lena Lavinás**

2 - Urban Poverty in Europe and Latin America: a European View — **David Gordon**

3 - Poverty and Inequalities in Our Cities: A vision for urban authorities — **Gustavo Riofrio**

4 - Debates held on the Launching Conference of Network 10, held on April 14-16, 2003.

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The challenge of fighting poverty

The United Nations Human Development Report, in 2003, states the world may face a development crisis if there is no radical change in policies and a combination of resources and interventions that is proportional to the magnitude of the problem. The trends in many countries show signs of stagnation and setbacks. The Human Development Index of 21 countries drops in the 90's (in contrast with four countries, in the 80's).

According to data presented by the International Labor Organization - ILO, approximately half the world's population lives below poverty line. There are roughly 3 billion people earning less than US\$ 2/day. And 1 billion people (one quarter of the population of developing countries) earn less than US\$ 1/day. One hundred and eighty million people are officially unemployed, accounting for one of the highest rates in history, whereas over 1 billion people are subemployed or partially employed.

Another very severe issue mentioned in the Human Development Report, in 1999, states poor income distribution is one of the major problems to be tackled in this scenario. The 5% wealthiest people in the world have income 114-fold higher than the 5% poorest. Currently, there are no signs of change in the route, and consolidation and expansion of inequality and its effects are under way.

a) Human Development and UN Goals for the Millennium

As to these objectives, the Human Development Report of 2002 shows that out of 191 countries that supported these goals, 55, where 23% of the world population live, have been adopting actions and are seeking to achieve three-quarters of them. Other 33 countries, most poor and where 26% of the world population lives, are "beyond where they should be in more than half indicators". Moreover, it is impossible to tell the stage in many places due to lack of reliable indicators.

At the Millennium Summit, in 2000, the United Nations Organization - UN- approved the Millennium Declaration. This declaration establishes eight objectives to be sought by the all governments in the world.

Objective N° 1 - To eradicate extreme poverty and hunger

To reduce by half the percentage of people living with less than US\$ 1/day

To reduce by half the percentage of people who suffer from hunger

Objective N° 2 - To achieve universal primary education

To assure all youngsters complete primary education

Objective N° 3 - To promote gender equality and empower women

To eliminate gender disparities in primary

and secondary education until 2005, if possible, and until 2015, in all education levels

Objective N° 4 - To reduce child mortality

To reduce by two-thirds the mortality rate of children aged under five

Objective N° 5 - To improve maternal health

To reduce by three-quarters the maternal mortality rate

Objective N° 6 - To fight against HIV/AIDS, malaria and other conditions

To reduce and control the dissemination of HIV/AIDS

To reduce and control the incidence of malaria and other severe illnesses

Objective N° 7 - To assure environmental sustainability

To integrate the principles of sustainable development in national policies and programs; to invert the current trend of losing environmental resources

To reduce by half the percentage of people with no permanent access to drinking water

To markedly improve the life conditions of at least 100,000 inhabitants living in degraded areas until 2020

Objective N° 8 - To develop a world partnership for development

To carry on developing a commercial and financial system that is multilateral, open, based on rules, predictable and non-discriminatory. It included commitment with good governance, development, and reducing poverty at national and international levels.

To meet the special needs of less developed countries. It includes access to a regimen exempt from rights and not subject to exports quotas for less developed countries, an improved program to reduce

debts of the countries most indebted, canceling the official bilateral debt and granting a more generous public support to development to countries committed to reduce poverty.

To meet the special needs of developing countries with no seashore and of small island States

To globally tackle the problem of developing country debts by means of national and international measures, in order to make their debts sustainable in the long run

To establish and apply strategies that provide dignified and productive work to youth, in cooperation with developing countries

To provide access to basic medication, at affordable prices, in developing countries, in cooperation with pharmaceutical industries

To make the benefits provided by new technologies accessible, particularly those related to information technology and communications, in cooperation with the private sector.

There are 18 goals and 48 indicators to monitor progress of these eight objectives. For objective N° 1 - to eradicate extreme poverty and hunger, which cause direct impact on urban poverty, two goals and five indicators were defined (*see the table below*).

According to the UN Secretary General, Mr. Koffi Annan, this declaration is a historic document for the new century since it reflects the concerns of 147 Heads of States and Governments and of 191 countries that took part in the largest meeting of world authorities ever held. Moreover, the leaders define concrete targets. "When I put forward the Summit, my intention was to use the symbolic strength of the Millennium to meet the actual needs of people all over the world. Upon listening to the world authorities and reading the Declaration they approved, I was impressed with convergent opinions about the challenges we have faced and urgent appeal to act."

However, the evaluation of the

Objectives and Goals	Indicators to monitor progress
Objective N° 1: To eradicate extreme poverty and hunger	
Goal N° 1 To eradicate extreme poverty and hunger	Indicator 1 - Percentage of the population earning less than US\$ 1/ day (PPP -purchasing power parity - values).
	Indicator 2 - Poverty gap coefficient (incidence of poverty multiplied by severity of poverty).
	Indicator 3 - Proportion of national consumption that corresponds to one fifth of the poorest population.
Goal 2 - To reduce by half the percentage of people suffering from hunger, between 1990 and 2015.	Indicator 4 - Number of children aged under 5 years whose weight is below the normal value.
	Indicator 5 - Percentage of the population whose diet does not corresponds to the minimum necessary energy intake.

Millennium Goals, included in the UN Human Development Report of 2003, states that at the current pace, the world will achieve only two goals by 2015, that is, to reduce by half poverty measured by income (the proportion of poor living with less than US\$ 1/day has dropped from 30% to 23% between 1990 and 1999) and to reduce by 50% the number of people with no access to drinking water. These goals will be achieved just because of progress in only two countries: China and India.

If the world keeps this pace, the goal of reducing by half the proportion of people suffering from hunger will only be attained between 2020 and 2050. Moreover, some critical regions, such as Southeast Asia and Subsaharian Africa, this goal will be achieved within one hundred years. A similar prediction applies to the goal of reducing infant mortality by two-thirds. Even worse, the goal of having any child aged up to 14 years enrolled at school shall only be achieved by 2050.

The Human Development Report of 2002 highlighted that out of 191 countries that supported these goals, 55, where 23% of the world population live, have been adopting actions and are seeking to achieve three-quarters of them. Other 33 countries, most poor and where 26% of the world population lives, are "beyond where they should be in more than half indicators". Furthermore, it is impossible to tell the stage in many places due to lack of reliable indicators.

In order to reduce income deprivation by half, which directly impacts on poverty, the report's estimates indicate that it is necessary to achieve a 3.7% annual increase in the per capita GDP. In the 90's, only 24 countries achieved such growth. Approximately 130 countries, accounting for 40% of the world population, do not grow at the pace expected. And 52 of these countries had negative growth rates. And even if they achieve the economic growth goals, they do not assure better income distribution.

b) Network 10 - Fight against urban poverty and promoting social inclusion in Latin America and Europe

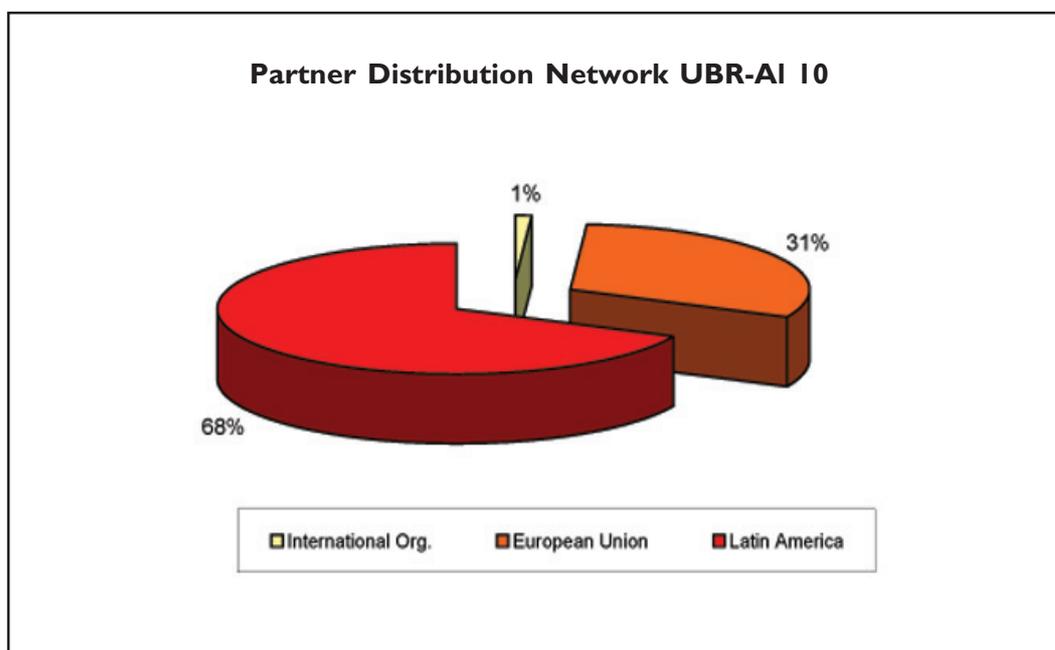
Network 10 - Fight against urban poverty is part of the European Union URB-AL Program, which proposes decentralized exchange and cooperation among Latin American and European Union cities regarding common issues. Established in 1995, its first phase comprised eight thematic networks. In December 2000, six new networks were launched, including Network 10.

The cities participating in the Network could discuss about improving quality of local public policies to fight against urban poverty in Latin American and European cities. It also intends to articulate and develop strong and direct links among local governments by means of implementing long-term actions. Emphasis is placed on systematization of theory and practice of knowledge on actions to fight against poverty taken by local and supralocal governments, apart from third sector organizations that

work at local level.

The City of São Paulo, Brazil, was chosen, in 2002, to coordinate the works of the Network 10 - Fight Against Urban Poverty, with the participation of 225 partners representing 26 Latin American and European countries (*see distribution in Chart 1, Partner Distribution - Network URB-AL 10*).

Establishing a network of these two regions is necessary for reporting, exchanging, acquiring and sharing knowledge, experiences and promoting common initiatives. To this end, information exchange will be expedited by means of partnership in "subnetworks", like in preparation of Type A projects, in which representatives of cities and of civil society organizations deal with one issue. Some problems, experiences and common interest issues related are also identified.



Data on urban poverty

1.1 In the world

The debate about poverty arose in Europe and Latin America concomitantly to the appearing of large cities, when the extremely precarious conditions of populations recently-arrived from the fields inspired both concern and fear, fostering government intervention in order to institute a new social order. The gestational modern capitalist society imperiously needed to integrate workers and cast the working class. The first conflict arising from the need of integration happened in the dispute for the appropriation of the urban space, in the fight for housing and in the control of the new production loci. It is for this very reason that poverty, as an issue, is born under the urban scope.

Poverty is urban not only because most poor populations live in the cities and in metropolitan areas, or because its reproduction is mediated by the reproduction of the urban mode of living, through labor market dynamics, the nature of social protection system and through the pact of social alliance which is, in fact, the structure of the set of relations and interactions between civil society, State and market. It is also urban because it challenges urban governability, and demands fast and effective solutions from local administrations. It carves, in the city territory, hard evidence of the social contradictions that reconfigure and recontextualize it each time. Poverty is

urban because the forms of poverty regulation are increasingly mediated by commitments instituted in the construction process of urban citizenship.

1.1.2 In Latin America

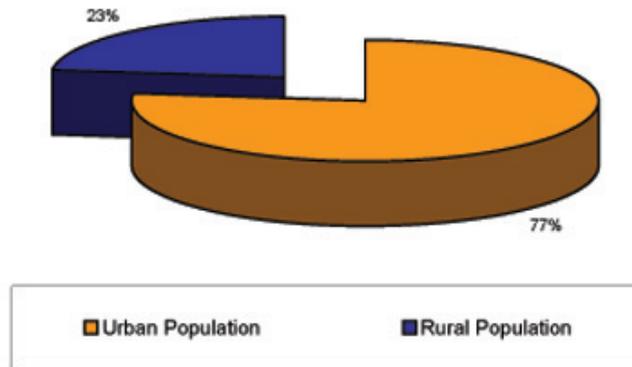
According to Panorama Social de Latin America 2002-2003, published by the CEPAL (UN Economic Commission for Latin America and the Caribbean), 220 million in Latin America live below poverty line, corresponding to over 43% of the total population (see tables by countries, below). Most of them live in the cities due to high urbanization of the continent. In 1970, the urban population accounted for 57.2% of the total population. In 1995, it achieved 73% and, in 2005, it is estimated to represent 85%, which is the highest urbanization rate in the world .

The charts *Distribution of Population in Latin America and Urbanization Rate in Latin American Countries*, provide a broader view of urbanization by means of distribution of population in urban and rural areas, totaling 499.5 million inhabitants in 18 countries where URBAL Program is implemented (data extracted from the Human Development Report - 2003 - UNDP/UN; the layout was prepared by Network 10).

Another important characteristic is that the poor are alone as excluded from the labor market or as population at social risk.

Distribution of Population in Latin America

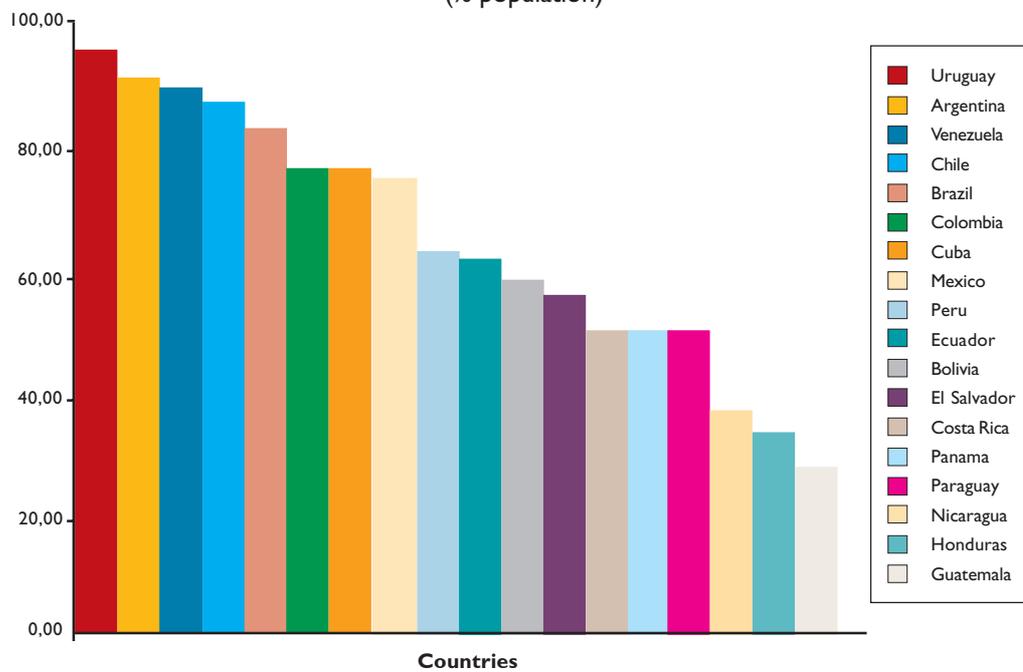
total population = 499,5 million inhabitants



Source: Human Development Report 2003 - UNDP/UN

Urbanization rate in Latin American Countries

(% population)



Source: Human Development Report 2003 - UNDP/UN

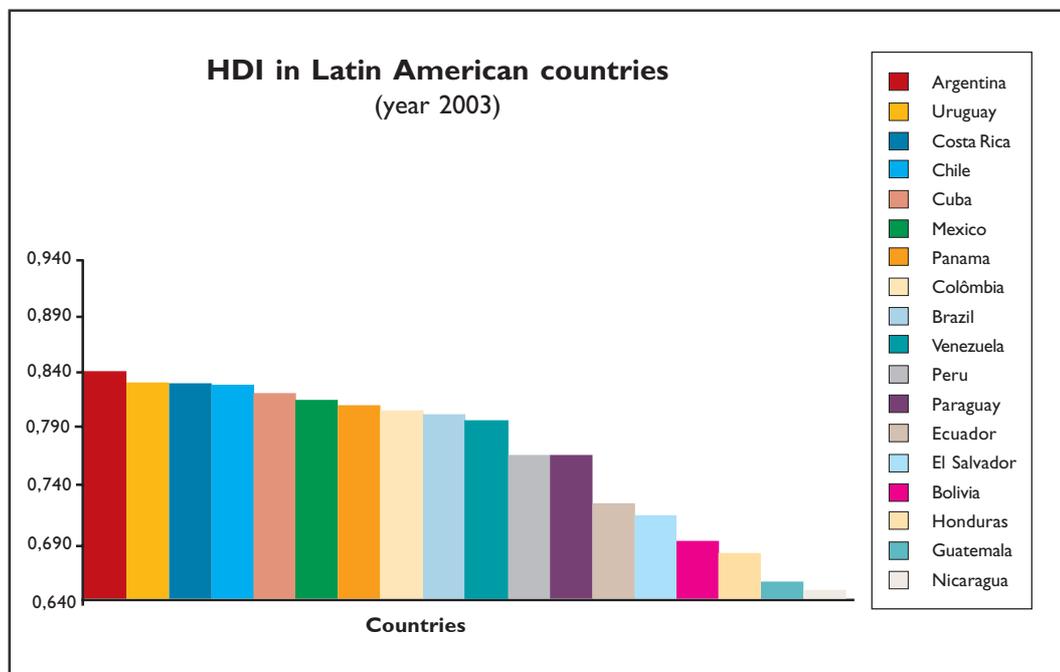
In the continent, poverty affects the working class, including workers of the formal sector. "In 1980, of the 4.4 million families classified as 'miserable', 3.2 million had all their members in the labor market" . The main causes of poverty are extreme inequality (regarding income, access to labor market, ownership of assets), low schooling levels, an incomplete and inadequate social welfare state (assistance is not a universal right), regressive social expenses and excluded population.

Who are the poor in Latin America? Workers whose labor market insertion is precarious, receiving low wages and not having enough skills. It seems pertinent to extend the conclusion reached by Barros, Corseuil and Leite to Latin America: "the natural culprit for the poverty levels recorded in Brazil is the ill-functioning of the labor market, in terms of low compensation and under-utilization of labor." The results of these data could be magnified by the analysis

of the table showing the Human Development Index - HDI, prepared by UNDP/UN - 2003.

Data gathered by PREALC indicate that about 70% of the poor family's income derives from the labor market. The remaining 30% are covered by social transfers, including Social Security. According to CEPAL, among the various factors that explain the reasons for poverty, the one that contributes the most in aggregate terms is the combination of low wages and poor education (35%). Unemployment explains only 16% of the continent's poverty levels.

"Poverty in Latin America is the result of extreme inequality imposed through the labor market, through under-skilled jobs and, above all, extremely low wage levels, far short of the levels of subsistence." ⁶ Moreover, employment conditions deteriorated in the 90's, leading to a significant fall in wages, notably in the



Source: Human Development Report 2003 - UNDP/UN

second half of the decade, due to neoliberal policies adopted.

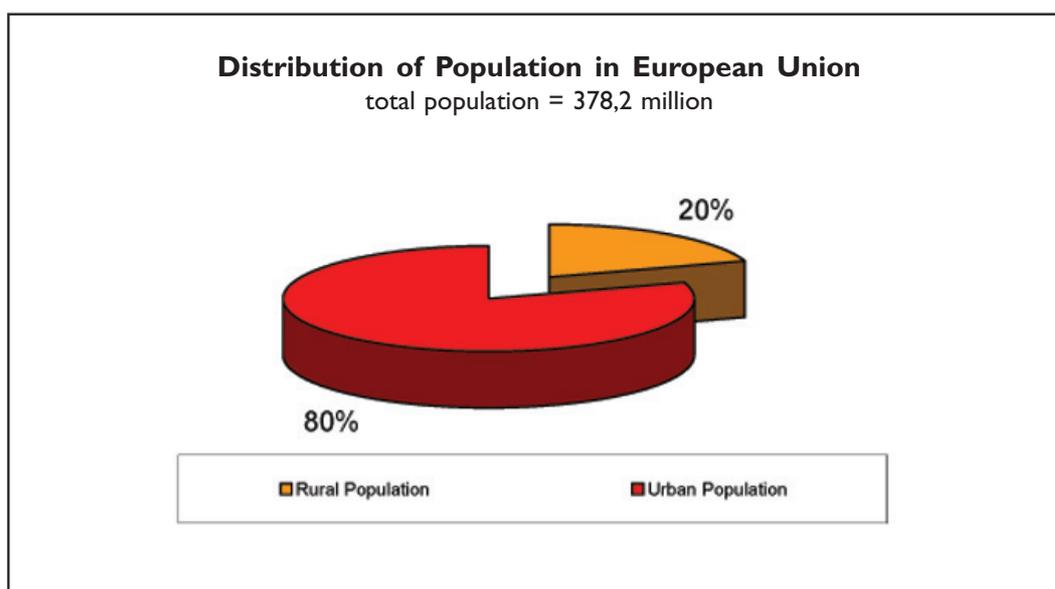
During this period, the causes of poverty concentration shift markedly and the cities grow. In the 70's, the major population migrations led to urban growth; afterwards, especially in South America, what counts is vegetative growth. The largest number of poor young people comes from the cities themselves. Urban growth rates have also gone down, in spite of important forced migration processes in contexts marked by violence or by economic crises, in countries like Colombia and El Salvador.

Another feature of cities, particularly of the regions with more vulnerable population, is that the neighborhoods changed from low to high-density areas, and present many problems of precariousness not even imagined by city planners. As the density of people increase, the need for public spaces also grows. There are many other problems, such as increased cost of housing and environmental degradation. The expanding city originated

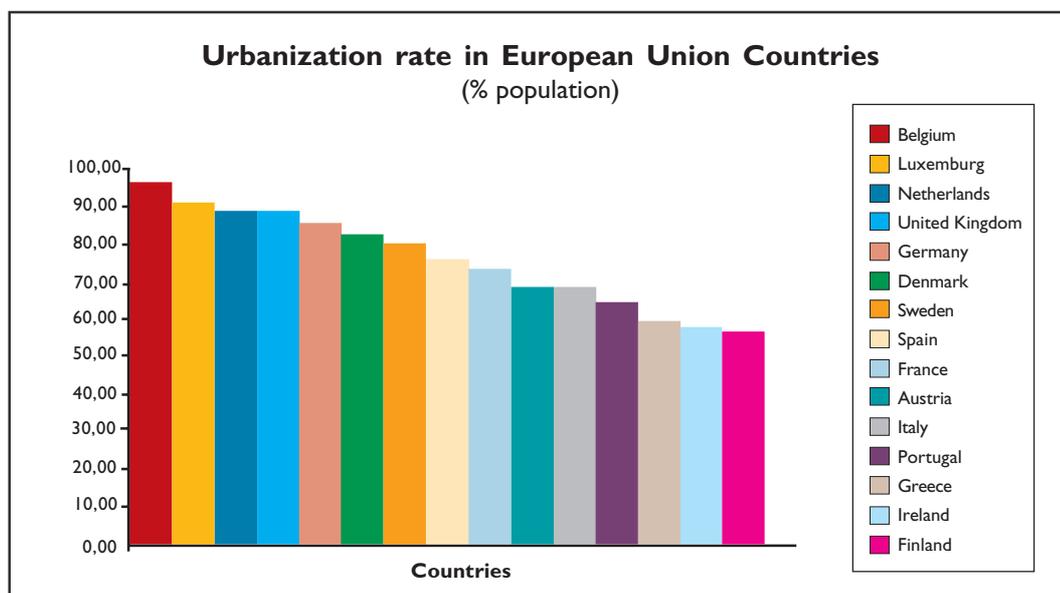
Poverty and indigence in Latin America

Country	Poverty (%)	Indigence (%)
Honduras	80	57
Nicaragua	70	45
Ecuador (urban areas)	64	31
Bolivia	61	36
Paraguay	61	34
Guatemala	60	34
Colombia	55	27
El Salvador	50	22
Peru	49	22
Venezuela	49	22
Mexico	47	18
Dominican Republic	37	14
Brazil	37	13
Panama	30	11
Chile	22	6
Costa Rica	20	8
Argentina (urban areas)	20	5
Uruguay (urban areas)	9	2
Latin America	44	18

Fuente: Cepal (2002), in David Gordon



Source: Human Development Report 2003 - UNDP/UN



Source: Human Development Report 2003 - UNDP/UN

a city in process of consolidation. (For a summary of the situation in Latin America Latin regarding the data above mentioned, see the table Poverty and

indigence in Latin America).

1.1.3 In Europe

Country	Population below 60% median income	Population below 60% median income
United Kingdom	11.090.000	19
Italy	10.270.000	18
Germany	8.920.000	11
France	8.660.000	15
Spain	7.430.000	19
Greece	2.170.000	21
Portugal	2.100.000	21
Netherlands	1.720.000	11
Belgium	1.330.000	13
Austria	950.000	12
Sweden	800.000	9
Ireland	680.000	18
Denmark	580.000	11
Finland	560.000	11
Luxemburg	60.000	13
European Union (15)	55.670.000	15

Source: Dennis and Guio (2003) analysis of the ECHP (in David Gordon)

The urbanization rate in Europe comprises 80% of the total population. The charts *Distribution of Population in Europe and Urbanization Rate in European Union Countries*, give an idea of the stage of urbanization in the continent, considering the distribution of 372.2 million inhabitants in urban and rural areas, in 15 countries where the URB-AL Program is implemented. The data were extracted from the Report n Human Development - 2003 - UNDP/UN (*the visual design was prepared by Network 10*).

The European Union (EU) considers poor all those whose monetary income is below 60%

of the estimated median income in each member state. This amounts to 55.6 million people, or 15% of the population. Per capita monetary income is calculated based on a consumption unit (the family or the household). There are, however, other poverty lines calculated based on a percentage of 40% or 60% of the median income of each member state. For this very reason, the number of poor people varies according to the intensity of poverty. All these lines are official.

Poverty may also be analyzed based on social exclusion measurements, calculated according to the accumulation of at least two from the three disadvantages, namely insufficient income, not meeting basic needs and poor housing. In this case, the proportion of individuals in extremely vulnerable situation would be the same. Whatever the estimate method used, the percentage of the poor or the excluded is similar, even though the same individuals are not always present in both groups.

According to DRESS , in its report *Etudes et Résultats* , if we take into consideration the gap between poverty line - calculated as 60% of the national average income - poverty is more severe in Italy, Portugal and Greece, and less acute in Luxemburg, Ireland and Denmark.

It is worth mentioning a conclusion from the DRESS research on the impact of social transfers in alleviating poverty: this impact is not expressive in countries where social expenditures are small as a percentage of GDP (less than 7%) - Italy, Portugal and Greece -, and significant in countries where this expenditure is higher. For illustration purposes, it is important to remember that social expenditures in Denmark and in Holland reduce poverty, after benefits, in 2/3 and 50%, respectively.

In France, Spain, England, Germany,

Ireland, Belgium and the Netherlands, lack of jobs has an important weight in explaining poverty. In these countries, the number of households with no employed adult is increasing.

If we carry out an identification of the groups most vulnerable to poverty, which may lead to exclusion situations, today, in Europe⁹, we should highlight:

- ✱ single-parent families, with high dependency rates, principally of female heads of households;
- ✱ nuclear families with 4 or more children aged under 16 years;
- ✱ youngsters (aged under 30) living alone, due to difficult insertion in labor market and to low social coverage offered, for they are usually not entitled to social benefits, largely directed to alleviating family poverty;
- ✱ the elderly, chiefly women, living outside family schemes;

The groups in greater danger of disruption and of becoming excluded are households with no adults employed; the long-term unemployed; children living in families in intermittent poverty and dropping out of school earlier; groups living in severely deprived and segregated areas; people with low education; poorly adjusted migrants.

European researchers have recently compared the extent of income "poverty" in rural and urban areas of several European countries using the Household Budget Standards Survey micro-data, which has been harmonized by the Luxembourg Income Study. The table (*below*) provides a summary of these analyses. Income poverty is defined as living in a household that has less than 60% of the median equivalised income in that country.

Data on urban poverty

Country	Share of poor population	% poor
Austria	100	11
Vienna	19	11
10,000-999,999 inhabitants	18	9
Rural area	63	12
Denmark	100	11
Metropolitan area	18	16
Suburbs of the metropolitan	13	10
100,000 inhabitants or more	15	14
10,000-999,999 inhabitants	25	10
Rural municipality (with urban areas)	22	9
Rural municipality (without urban areas)	7	13
Finland	100	7
Urban area	60	7
Rural area	40	8
France	100	14
Ile de France	12	10
100,000-2,000,000 inhabitants	30	15
20,000-999,999 inhabitants	14	17
Less than 20,000 inhabitants	13	11
Rural municipality	31	17
(West) Germany	100	11
500,000 inhabitants or more, metropolitan areas	28	11
500,000 inhabitants or more, remaining areas	9	6
100,000-499,999 inhabitants, metropolitan areas	9	10
100,000-499,999 inhabitants, remaining areas	4	7
20,000-99,999 inhabitants	12	12
5,000-19,999 inhabitants	21	16
2,000-4,999 inhabitants	9	15
Less than 2,000 inhabitants	8	19
Italy	100	22
500,000 inhabitants or more	12	20
40,000-499,999 inhabitants	25	21
20,000-39,999 inhabitants	14	22
Less than 20,000 inhabitants	49	23
Spain	100	17
500,001 inhabitants or more	12	11
100,001-500,000 inhabitants	17	13
50,001-100,000 inhabitants	10	17
10,001-50,000 inhabitants	26	19
Less than 10,001 inhabitants	35	24
Sweden	100	8
Stockholm, Gothenburg, Malmö	34	9
Bigger cities	36	8
South	18	8
North	6	10
North sparsely built-up area	6	10
United Kingdom	100	20
Greater London	9	17
Small Metropolitan districts and Central Clyde	27	25
Non-metropolitan area, 3.2 persons or more	21	19
Non-metropolitan area, 0.9-3.2 persons	21	18
Non-metropolitan area, less than 0.9 persons	22	18

Source: David Gordon

People in European households suffering from income poverty in the mid 1990s, by country and place of residence (%)

Although the definitions of what constitutes an urban or rural area differs markedly between European countries, the table *People in European households suffering from income poverty*, above, shows that, in most Member States, the majority of poor people live in urban areas. The exception is Austria, where 60% of the "income" poor are rural residents. However, it must be noted that this analysis takes no account of the possible higher costs of living in urban areas compared with rural areas.

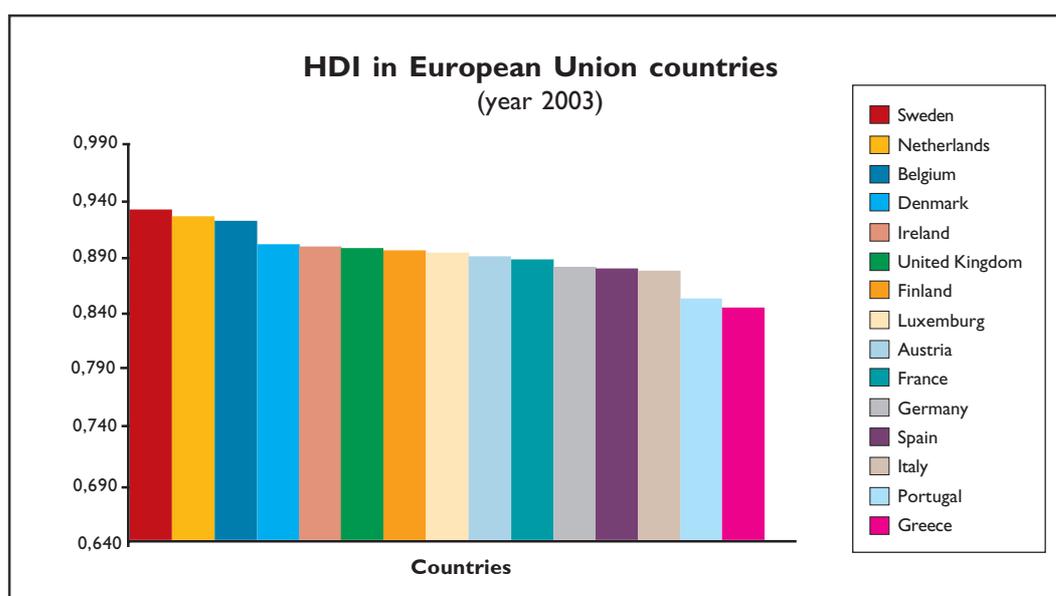
The major difference between Europe and Latin America with respect to urban poverty is that all EU citizens are protected from poverty by comprehensive welfare states. These states not only provide effective and efficient mechanisms for alleviating poverty, they also protect and improve the welfare of all Europeans. Welfare states in all European countries redistribute income from "rich" to "poor", from men to women and also equalize income distribution across

individual's life spans, by taxing and reducing income levels in middle age but then paying social benefits to increase income during childhood and old age.

Such observations could be proven by greater homogeneity in HDI scale ranging from the lowest (Greece, with 0.892) and the highest position (Sweden, with 0.941); that is, a strong concentration in one region indicating advanced level of human development. As compared with Latin America, the difference between the lowest (Nicaragua, with 0.643) and the highest position (Argentina, with 0.849). This comparison was extracted from the Human Development Report, UNDP/UN - 2003.

1.2 Concepts of poverty and urban poverty

There are several concepts of poverty and urban poverty applied by governments, civil society organizations, and even among Network 10 partners. In order to understand each concept, one should consider how and where they were formulated.



Fonte: Relatório de Desenvolvimento Humano 2003 - PNUD/ONU

In England, in the first half of the 19th century, the concept was related to lack of what is needed for livelihood. In the nutritionist line, poor means "all those who do not benefit from a minimum standard of subsistence" , based on the daily intake of a given caloric requirement. Initially, poverty and hunger are basically synonyms and get mixed. Under this focus, human needs seem to be limited to needs related to physical survival - eating, dressing - disregarding any social aspects. Until today, this is a focus that prevails when defining absolute poverty or indigence: "a standard of living that falls short in relation to what is required to assure mere subsistence or survival."

In next stage, "poverty starts to 'situate' in time, considering the social and institutional structure in effect, and is no longer expressed based on the relatively low income level..." "People are relatively poor if they cannot fully or sufficiently enjoy the living conditions - that is, diets, amenities, standards and services - which enable them to act, participate and behave as expected, in their quality of members of a society."

The discussion is progressively built about how to interpret these "needs". They should be taken as a category that relates to universal objectives, as opposed to wills and desires - the latter understood as objectives enunciated based on individual and cultural preferences... The universal and objective aspects of the concept lie in understanding that, if not met, privations may cause severe damage to human beings, jeopardizing their lives... They are basic needs, whose quantum should always be optimum, health and autonomy...

Another concept is provided by Amartya Sen, who stated that "as important as having one's basic needs met, is to have the conditions, the means, to make them work (*functioning*) and a

capability set that enable us to obtain satisfaction from such needs." Instead of holding to available cash funds, Sen values the set of skills and capabilities each individual can reach in order to choose freely his/her lifestyle of preference.

For Sen, the possession of goods and services constitutes a shortsighted criterion to define the level of life or welfare or quality of life, because the possibility of turning goods and services (...) into accomplishments vary from person to person, according to their own capacities. What matters is freedom itself, and not how it is achieved.

Another debate about the concept of poverty addresses the difficulties involved in comparing industrialized and developing countries and in defining "absolute" and "relative" poverty.

In addition to poverty and indigence lines, other indicators have been created, such as the method of unmet basic needs (UBN), used in many countries. In Argentina, for example, the INDEC (National Statistics Institute) has adopted this method. Initially (1984), such indicator "calculated the proportion of the Argentinean population that: a) could not reach minimum levels of fulfillment of certain basic needs (for example, the proportion of undernourished children);

b) did not have access to key resources to meet these needs (for example, the proportion of the population without drinking water). Based on this information, a new methodology was adopted, considering as living in poverty all families that met one of the five criteria below:

- 1) more than 3 people living in the same room;
- 2) unsuitable housing;
- 3) absence of sanitary installations;
- 4) at least one child at school age not going to school; or

5) more than three inactive members for each active member (dependence ratio of 1/3) and head of family with low schooling level (not more than the 2nd degree at elementary school).

In the 90's, such methodology started to incorporate five new dimensions of poverty and privation, related to employment (precarious or informal), housing (access to public services and general infrastructure conditions), education (schooling levels, school attendance, and educational offer), health (access to health services and contraceptive practices), adolescence and poverty (participation of the young in the society, job conditions and leisure activities).

UNDP contributed to measure poverty providing a synthetic indicator - the Human Development Index⁹ (HDI), which considers non-financial and multidimensional factors, favoring comparisons at international level. In addition to the innovations derived from HDI (such as the index measuring gender equity), UNDP added to its analyses, as of 1997, an indicator focused on the incidence of human poverty - Human Poverty Index (HPI), based on the proportion of the needy population exposed to a situation of severe privation. Instead of income, HPI uses non-financial parameters, such as not living up to 40 years of age, illiteracy rate among adults (to measure the level of exclusion from the world of communications), an indicator of poverty or non-access to public and private goods and services (lack of water, proportion of malnourished children, etc.). As it is impossible to establish a standard of common accessibility, because of the great disparity in levels of well-being and privation between developed and developing countries, a new indicator of human poverty for rich countries had to

be developed (HPI-2), based on long-term unemployment.

1.2.1 Relative and absolute poverty

At the UN World Summit on Social Development, in 1995, the governments of 117 countries agreed on two definitions of poverty - *absolute* and *overall* poverty. They adopted a declaration and a program of action which included commitments to eradicate absolute poverty by 2015 and also reduce overall poverty, by at least half, by the same year.

Overall and absolute poverty were defined as: "Poverty has various manifestations, including lack of income and productive resources sufficient to ensure sustainable livelihoods: hunger and malnutrition; ill health; limited or lack of access to education and other basic services; increased morbidity and mortality from illness; homelessness and inadequate housing; unsafe environments; and social discrimination and exclusion. It is also characterized by a lack of participation in decision-making and in social and cultural life. It occurs in all countries: as mass poverty in many developing countries, pockets of poverty amid wealth in developed countries, loss of livelihoods as a result of economic recession, sudden poverty as a result of disaster or conflict, the poverty of low-wage workers, and the utter destitution of people who fall outside family support systems, social institutions and safety nets."

Income is important but access to public goods - safe water supply, roads, healthcare, education - is of equal or greater importance, particularly in developing countries.

In the 70's, the concept of relative poverty became a measure to identify the "social position" of the poor vis-à-vis the

population's average consumption standard as a whole. Those who were below the population's average standard of consumption were considered poor, not only from the point of view of their income deficit, but also because they had no access to goods and services.

Based on this understanding of poverty, the European Union started to consider as poor, as from 1976, "all individuals and families whose resources are so scarce that they are excluded from the lifestyles, habits and normal activities of the State where they live in". The method of calculation to identify the poor is established based on an indicator, in which the minimum yield is fixed at 2/3 of the median income available. Those individuals whose per capita income is below that limit comprise therefore the potential public audience for social policies.

1.2.2 Poverty versus Exclusion

"Differently from absolute poverty, which is sustained on objective criteria, such as lack of income, lack of housing, and lack of human capital, social exclusion implies also considering subjective aspects, which mobilize feelings of rejection, loss of identity, and failure of community and social ties, thereby leading to a retraction of sociability networks, and shattering of solidarity and reciprocity mechanisms. Exclusion appears less as a state of privation than as a path, a route through which income insufficiency and the lack of funds accrue to almost-constantly added disadvantages, de-socialization processes occasioned by ruptures, situations of social devaluation resulting from the loss of social status and dramatic reduction of opportunities, and where the chances of re-socialization tend to be decreasing."

To substitute the focus on poverty for that on exclusion means to go from levels of

"destitution to a dynamic, cumulative and multidimensional focus in which the aim is to learn what changes the risk resulting from the experience of insecurity, instability and precariousness into "a fatal state, in which one falls down unexpectedly, breaking away from a normal social condition, and heading to loss of visibility. The excluded cannot control their social role". The definition of exclusion adopted by the European Council, in 1994, states that excluded are "the groups of people who are partially or totally outside the field of effective application of human rights." Exclusion is thus the opposite of citizenship.

1.2.3 Poverty and Territorialization

The intense internal migration process in the past decades, primarily in Latin America, as above-mentioned, resulted in high urbanization rates and brought changes the local governments were not prepared for. Millions of people arrived in cities where there had been no planning to welcome them. Due to the high cost of housing in central areas, these people were taken to the outskirts, where there was no infrastructure or planning for such population increment.

This change resulted in a legal and an illegal city. In the latter, that is, the outskirts where most poor live in Latin American cities, there is shortage of utilities, such as education, treated water, sewage, and most buildings are in risky areas or in water source areas, with no land regulation and presenting the highest violence rates.

Poverty is manifested and persists in these territories. Although there are solidarity networks, and many local governments began to establish conditions for development, physical segregation, distance from home to work, low schooling and income rates and

high violence rates make this population socially marginalized and maintain the future generations also marginalized.

The solution found by many local governments is to build social protection networks. In a limited territory, the public authorities simultaneously tackle the various causes of poverty and exclusion. In spite of lack of resources and affected by macro-economic policies, the local authorities are those most able to identify exclusion in their territories and to find tools to fight against it. Moreover, they must provide access to service and by public policies, and better living conditions in order to break the cycle of social exclusion.

1.2.4 Poverty Indicator in the European Union

The European Union considers poor all those whose monetary income is below 60% of the estimated median income in each member state. Per capita monetary income is calculated based on a consumption unit (the family or the household). There are, however, other poverty lines calculated based on a percentage of 40% or 60% of the median income of each member state.

The novelty is an effort by the European Union to produce social inclusion indicators. Such challenge was launched in 2000, at the Lisbon Council, which led to the adoption of the first National Action Plans against Poverty and Social Exclusion (NAPincl), establishing specific objectives at local, regional and national levels. Initially, seven basic social inclusion indicators were selected to be included in this first diagnosis, namely:

a) Income distribution (percentage of the average income of the 20% wealthiest as opposed to the average income of the 20% poorest);

b) Percentage of the population living below the poverty line (equivalent to 60% of the median income of each member country), before and after receiving social benefits (public or private);

c) Poverty persistency (proportion of people living below the poverty line during three years in a row);

d) Proportion of household without jobs (where all people at working age are unemployed);

e) Regional disparities (variation coefficient of regional unemployment rates);

f) Low level of formal education (proportion of youngsters from 18-24 years old who are not studying, do not have professional training and have not finished high school);

g) Long-term unemployment rate.

The implementation of these indicators in the European Union led to a deeper discussion on the nature of social inclusion indicators, and their limits, criteria and definitions, on the principles and proprieties that should guide production among its member states. Such reflection, as well as the recommendations made by a team of specialists provided for the adoption of a new table of reference that is broader and more consistent published in the book *Social Indicators: The EU and Social Inclusion*.

In addition to systematizing nine basic rules in handling with statistic data oriented to understand the poverty and exclusion phenomena, the books draws our attention to other concerns that should be contemplated in the production of social inclusion indicators, such as: incorporation of other items, like health, housing and social participation to the list of structural indicators; separation of data by gender - thus assuring a gender perspective; individualization of all indicators - each person counts as an individual (focus on the

position occupied by each individual, setting aside home or family aggregates). Indicators should also assure an acceptable standard of comparability; they should capture stocks and flows, revealing *ex-post* courses (changes and change direction) and *ex-ante* expectations; they should express poverty's multidimensional character; they should be territorialized, because poverty, little education and other accrued disadvantages are often the denominator of a community segregated in space. Indicator territorialization is equally pertinent because it favors an analysis of the degree of efficiency of poverty-fighting policies: today mostly under the competence of sub-national levels (Belgium, Spain, Germany, and France) or, to say the least, partnered with distinct government levels.

The indicators should be organized in three distinct levels, separated by gender and region:

Level 1: A small number of key indicators, regarding material privations, absence of production activity, insufficient education, deficient health and precarious housing. Two indicators were added to the previous exiting list: (i) proportion of individuals who have not exceeded the age of 65, and (ii) proportion de people living in families whose house does not comply with a certain standard of comfort. In addition, a total unemployment rate should be added to the long-term unemployment rate, according to the ILO calculation methodology. Two indicators were suppressed: the regional unemployment rate differential and poverty persistence index.

Level 2: A more encompassing range of indicators was proposed to complement poverty's multidimensional description. Fourteen indicators were proposed, including proportion of salaried people whose income is low, proportion of population living in

numerous houses, proportion of people living in families that have late payments of rent or mortgage, unemployment rate by discouragement, inequality of income measured by the relation between the 9th and the 10th deciles of distribution, proportion of people who involuntarily accept part-time jobs, proportion of population living in families exposed to risk of poverty persistence, etc.

Level 3: The construction of specific indicators to each member state is recommended in order to better understand poverty and exclusion phenomena and contribute to the interpretation of level 1 and 2 indicators.

Finally, it is suggested that in the near future new indicators are created so as to cover the following questions: cost of housing, housing located in degraded areas, number of homeless people and housing precariousness, access to the so-called essential public and private services, differentials of access to education, social participation and Internet access, and non-monetary shortage indicators.

1.2.5 Poverty Indicator in Latin America

Traditionally, the "income method" (*método del ingreso or línea de ingresos*), based on calculating poverty lines, has been employed in Latin America as a poverty measure. It measures the proportion or number of poor people that are below the poverty line and the gap of income or average income deviation of the poor in relation to the reference value given by the poverty line, which gives us information on the intensity of poverty. These indicators are commonly shown in reports about poverty in region and go back to the 60's.

CEPAL, the IDB and other

international agencies in the region, in addition to national research and planning bodies, are used to adopting such procedure, estimating poverty line based on a basic food basket that theoretically meets the population's nutritional needs. It basically considers people's consumption habits, effective food availability in the country and relative prices. A delta is added to this amount to meet non-food related basic needs. Two lines, consequently, derive from this methodology - the indigence line, which refers to the cost of acquisition of the food basket and that considers those households that do not have enough monetary resources to suitably meet their nutritional needs as extremely poor or indigent; and the poverty line, calculated on applying Engel's coefficient, that is, a 0.75% factor on the indigence line in the case of rural areas and doubling this amount in urban areas.

As a whole, the coefficient used in Latin America is uniform, and, therefore, does not consider differentiated expense profiles, as per the type of family, etc. The calculation of both lines is based on per capita estimates that continue to use the traditional equivalence scale to define the weight of each family member. This tends to underestimate the true amplitude and intensity of poverty, particularly when the number of dependents is high, as it happens in mono-parental families.

Although such lines should be estimated based on the declared available income including all sources of family or household income, frequently only the labor income is used, because it is the safest calculation.

The World Bank usually employs a poverty line calculated based on a basic food basket, combining two different concepts, poverty and indigence.

In addition to poverty and indigence lines and their indicators, the method of

unmet basic needs (UBN) is frequently used to identify poor families.

Therefore, the poverty measures used in Latin America are traditionally based on direct observed consumption - the poverty lines, on access to goods and potential welfare, as is the case of UBN's method, or they still use indirect measures of well-being such as life expectancy, infant mortality, etc. When Katzman et al.²⁷ systematized all forms to calculate poverty in the continent, they also pointed out the existence of combined measures that enable designing poverty typologies with the intent of revealing their heterogeneity, which the previously listed methodologies do not do. But its complexity poses risks.

These authors recommend, however, the adoption of a method capable of capturing the assets of poor families and that allows micro-social analyses at community level, since poverty lines and unmet basic needs are the result of complex situations for which the indicator by itself offers few hints and paths of solution. "The approach called asset-vulnerability brings with itself the promise to better understand the reproduction dynamics of social inequality systems, the conditions of marginality and exclusion; moreover, it simultaneously offers a more powerful analytical tool for action". Inspired in Moser's methods, the social assets of a household are the set of assets that at a given moment may be used to try to improve the well being of families or to struggle against the deterioration of their quality of life. Furthermore, in addition to identifying such assets and their uses, it is about examining the logic of their reproduction and distribution. Katzman et al. suggest including three basic assets among such social assets: financial capital (loans, income, credit, etc), physical capital (ownership of land and/or housing, animals,

means of transportation, etc), and social capital (networks of reciprocity, trust, contacts, access to information).

If, at national level, as we saw, poverty measurement indicators and statistics prevailed, most of them resulting from the definition of income levels, or even distributed into quintiles or deciles, at local level there were few innovations.

In fact, along the 90's, as the production and communication of UNDP's thematic human development reports consolidated, and concomitantly with the decentralization of social aid policies, there was a renewed interest for the creation of well-being indicators, living conditions and exclusion by local Latin American governments. Gradually, cities and towns started to provide in their portals economic, social and financial statistics, whenever possible divided into neighborhoods, administrative regions, central and peripheral zones of the metropolis, into quintiles or deciles of income distribution, so as to provide indirect indicators of quality of life and well-being, identifying, likewise, degraded zones, and areas of high concentration of poverty.

It is surprisingly extraordinary to see the amount and variety of statistical data and indicators that may be obtained from websites of a large number of Latin American city administrations. The portal of Buenos Aires city administration, for example, offers a wide range of social indicators about the degree of accessibility to utilities (power supply and piped water), housing quality, poverty levels, calculated based on UBN's method, and level of healthcare delivered, which translate the existence of a sound and well-structured database that enables prompt understanding the magnitude of the problem of urban poverty. But poverty remains being understood essentially

through proportions, almost always associated to criteria like insufficient income or non-access to basic universal infrastructure services. The efforts aimed at generalizing transparency and accountability practices have contributed for the updated statistics on the degree of coverage of the social programs in effect, type of focalization, target public, implementation methodologies, offer of social services, entrepreneurial initiatives, and the most immediate impacts.

However, and in spite of the world of data today available, which overlaps, and sometimes comprises, a large number of most frequently used social statistics and indicators, there is no specific and strict information about what is poverty and exclusion, their chronic and mutant forms, their relation with the urban development of the metropolis, etc. There are mentions to projects in progress, their objectives, methodologies, but there is not, for example, a table with georeferences about their direct impacts on the poor population living in the area or, indirect, about poverty as a social issue in the city. According to Salama and Estremeau , it is necessary to see the relativity of the analysis about monetary poverty, exclusive to the point of view of insufficient income, seeking to "build complementary criteria whose purpose is to capture the growth in 'social suffering' of the less fortunate groups". This innovative conceptual picture, perhaps in gestation, is not present yet in most of city, state or provincial governments of Latin American.

In that manner, an innovative proposal for the construction of a social inclusion rate stands out, which, applied to each district of the cities, maps and ranks exclusion and poverty levels, allowing to infer who is socially included and who is socially excluded. It is an original quantitative

methodology, authored by two academic centers and an NGO. It integrates different social inclusion factors, which are in turn, based on indicators designed using census and statistical information available. Inclusion factors are autonomy, quality of life, human development, equity, democracy, citizenship, and happiness. Sposati explains, "internal disaggregating the city map is a paramount condition to build the methodology. The social exclusion and inclusion map is formed by territorial intraurban indicators that have the heterogeneity of city spaces as their starting point." Committed to revealing the multiple exclusion processes, the Georeferentiated Map of Social Exclusion/Inclusion is based on inclusion/exclusion rates (IEX) and deviations (IDI) in relation to a basic living standard, territorially expressed. Twenty-two dynamic rates were defined along with 18 thematic exclusion rates. The rates are not individual, but refer to spatial units.

The pursuit of multisectoral and multidimensional indicators is a requirement of most projects centered on the construction of local strategies for reducing poverty, as in the final conclusions of the *Special Project of the Public Management and Citizenship Program*. In this network, poverty was defined as the lack of citizenship and dealing with it goes through building citizenship, democracy, empowerment, emancipation, and giving voice to and opportunity to populations suffering from poverty.

1.3 How do Network 10 partners characterize poverty

Prior to its Launching Conference, Network 10 sent questionnaires (*see model in the appendix, in the final pages of this document*) to all partners and observers so that they could answer some questions,

including the definition of urban poverty they adopt. Some consider poor who needs help, as provided by charities linked to the Church. Many of them adopt insufficient income criteria (less than US\$ 1 or 2/day or a percentage of mean local income), whereas others adopt unmet human basic needs in society (food, clothes, and shelter). There were also comparisons based on mean standard of living.

The Human Development Index - HDI - by UNDP/UN is frequently used to calculate the number of poor people. There are cities that build their own multidisciplinary indicators and methodologies, taking into account several factors, ranging from income to level of violence, access to safe drinking water and head of household schooling level.

1.3.1 In Latin America

Asuncion, Paraguay

Urban poverty is characterized by the population that is either unemployed or with formal and informal employment that does not generate enough income; consequently they do not have access to health, education services, among others. As a concept, a human group with insufficient income for the consumption of a staple diet.

Belo Horizonte, Brazil

Urban poverty é associated with "deprivation states and with the impossibility to fulfill individual and collective capabilities." Absolute poverty is considered as a threshold of revenue of half the Brazilian minimum wage (R\$ 120 as of April 1st, 2003) and relative poverty, is characterized based on parameters of the

population living in the city. Methodologies are also developed to evaluate the quality of life of places and local populations, among them, the Urban Quality of Life Index (IQVU), developed in a partnership with the Minas Gerais Pontifical Catholic University, PUC, and the Social Vulnerability Index, which encompasses environmental, cultural, economic, legal, safety and survival dimensions.

Buenos Aires, Argentina

Poverty measurement is made by the Unmet Basic Needs Index, UBN, and the Poverty and Indigence. UBN characterizes and sizes the most structural aspects of poverty, the line works based on the income level. Places where there are over three people living in the same room, with precarious housing, with no toilet (or toilet flush), where children at school age do not go to school, or where there are over four people per room and the head of the household has low schooling level are considered with unmet basic needs. For the Poverty and Indigence Line a Basic Staple Diet and a Total Staple Diet are considered.

Caracas, Venezuela

Those "who do not count on enough resources to satisfy their basic needs (food and basic services)" are considered poor. A line that represents enough income for a five-people family to maintain an appropriate level of life is established.

General San Martin, Argentina

Unemployment and the inability of having a dignified house, right to

education and health are the basis to put an end to marginality.

Juiz de Fora, Brazil

Urban poverty is characterized by a set of living conditions that extremely affect human development and the fulfillment of citizens' basic rights. It involves income, housing, access to health and sanitation public services, among others. But in practice only the low-income concept has been used.

Lima, Peru

Poverty is a multidimensional phenomenon in the city. It is estimated that 32% of the Lima metropolitan region population are in one of the three following types of poverty: objective monetary (insufficient resources to acquire the minimum socially accepted staple diet), monetary subjective (necessary minimum income as perceived by the head of the household), and poverty for basic needs (living material conditions as a result of accumulation over time of poverty or non poverty situations)...

Masaya, Nicaragua

It is all the population that lacks basic services (drinking water, bathroom, lighting), nutrition, unemployed and people who earn less than 1 dollar a day with no average schooling attainment. Unmet health, family housing and low income due to unemployment or underemployment. Greater socio-environmental vulnerability, hazardous situation, little local organization and citizen participation, as well as family disintegration.

Montevideo, Uruguay

Poor are those who do not count on dignified living conditions, low income people and families and who have no possibility to access health, education, housing (those who live in precarious conditions) and nourishment.

Pergamino, Argentina

Urban poverty is characterized as the non-fulfillment of basic human needs, resulting from an inequitable wealth distribution, from the lack of economic excess and from the inappropriate supply and demand structure of media to attain that fulfillment.

Porto Alegre, Brazil

Urban poverty is considered a heterogeneous and multidimensional phenomenon, which encompasses not only income insufficiency and the inability of meeting basic individual and family needs (nourishment, clothing, hygiene, housing), but a complex social injustice picture and successive exclusions, leading to suffering and impotence of people and families affected by it. It is characterized "by the existence of families in social vulnerability, living in precarious housing, often located in hazardous areas; children and adolescents living in the streets; adults and people living in mental suffering, homeless people; unassisted elderly people; chronic unemployment, precarious work, among other aspects characteristic of large urban centers.

Quito, Ecuador

Places considered poor are those with an income below US\$ 50 a month

per person, prices of January 2001. The indigent receive less than US\$ 25 a month per person.

Rio de Janeiro, Brazil

Poverty is not considered only a piece of statistical data or a phenomenon of financial nature, but a phenomenon conditioned by multidimensional factors, that represents a strategic issue, a challenge to be overcome not only through economic growth, but also through a combined offer of "enabling" opportunities for human, social and economic development.

San Felipe, Chile

A questionnaire called CAS (social work committee) is given to every household in the city. There are questions on the environmental, basic sanitation, comfort conditions, identification of dwellers and assets. If the result is below 600 points, the family is considered poor. This "cutting score" depends on each local government and on the program to be implemented. Questionnaires are equal throughout Chile.

Santo André, Brazil

Poverty is only one of the dimensions that maintain segments of the population under exclusion situation. Poverty lines, created to measure it, are based overall on major aspects, although isolated, such as income and hunger. This usually results in frequent unsuccessful and insufficient compensating policies. Poverty is a poor concept. We understand social exclusion as the absence of basic rights compatible with the assurance of social minima for citizenship.

São Paulo, Brazil

Urban poverty is the expression of the set of depriving, precarious and vulnerable situations, as well as social uncertainties and lack of guarantee of rights and dignified living conditions, citizenship and democracy to which segments of the population of a city are exposed. One of the instruments used to evaluate poverty is the *Mapa de Exclusão/Inclusão Social da Cidade de São Paulo* [The Social Exclusion/Inclusion Map of the City of São Paulo], a methodology that enables the comparison of the inequalities in the 96 administrative territories of the city. Over thirty indicators are used, such as employment, school attainment, level of violence, longevity, in the various districts of the city, showing which groups of people are excluded and included. Added to that index, there is also the Risk and Vulnerability Map that, based on the neighborhood, qualifies the risk and social vulnerability from data such as age, income, violence index and family characteristics, etc.

1.3.2 Europe

Athens, Greece

Social policies must have two faces. First, they must address the old social problems. Second, they must prepare for the new formats of those problems in the future. A strategic vision should value a general policy with strong influence in the specific social, political relationships with managed objectives and instruments and interventions to widen choices.

Avilés, Spain

Exclusion is an accumulation of

barriers and constraints that prevent the participation in the social life, enjoyed by most people. There are several, but we may highlight economic poverty (extreme, severe or relative), difficulties to get a job, difficult access to education, dignified housing, health and difficulty in family and social relationships.

Barcelona, Spain

Following the definition of the European Union, the concept of poverty is used to refer to relative poverty, in its strictly economic dimension (monetary). It is defined by the inadequacy of income for the average level of live in society... In the exclusion concept are the people for whom it is impossible to participate in normal activities of their society.

Bonn, Germany

Poverty is understood in a broad way. There is need for protecting not only the level of physical subsistence, but also giving people opportunity for social development. The disadvantages that affect those people may have three dimensions: Those that do not have the necessary resources or a victims of prejudice (for example, foreigners, the elderly, women...), disadvantages deriving from poverty (mainly due to unemployment), and that which affects those with no social assistance and who live in abandonment.

Brussels, Belgium

Poverty is a set of distance instances regarding socially accepted living levels and modes. It is the lack or destitution of the necessary media to a family or social group to attain a convenient or sufficient level of

participation in the social life. Poverty is rooted in a situation of marginalization regarding the production process.

It is a complex, multidimensional, relative, gradual and structural phenomenon. It encompasses all the aspects of citizenship: health, housing, teaching and culture. It is a problem of access to fundamental rights and of recognizing the difference. The obstacles to access to rights and services are of administrative, human, cultural, financial type, of information, formation and communication.

Genoa, Italy

When speaking of urban poverty, we refer, firstly, to the people whose primary needs are not met, but also to those who are not able to look after themselves and after their families. The result is social exclusion and marginalization.

Gijón, Spain

The concept of poverty is generally associated to the counterpoint of welfare. Poor is the one whose economic and social available resources do not allow him to attain a minimum state of welfare.

Malaga, Spain

The poverty limit is below 50% of average income per capita

Perugia, Italy

Urban poverty is characterized by a situation of total deprivation (relationships, housing, food, opportunities.)

Valladolid, Spain

In Spain, as throughout the European

Union, we start from the concept of social exclusion. The concept is: the situation experienced by people and groups affected by a series of social difficulties that place them outside the channels of social integration. Exclusion is related to social inequality, understood as an unfair distribution of resources that prevent the exercise of human freedom... The key idea is the participation of the excluded in the rights enjoyed by the other citizens.

1.3.3 External Partners

Cohre, Switzerland

Urban poverty is "denying basic opportunities and choices for human development, reflected upon short life, lack of elementary schooling, lack of material means, exclusion and lack of freedom and dignity. Poverty and exclusion are multidimensional phenomena deriving from economic, political, social and/or cultural factors. By adopting the concept of the Vienna Charter, approved in the 1993 Human Rights World Conference, it is stated, "extreme poverty and social exclusion are a violation of dignity and human freedom."

Vila Nova de Poaires, Portugal

Poverty is a deprivation situation resulting from the lack of resources, leading people to have poor living conditions on several levels, namely: to the level of housing (lack of comfort), health (lack of medical assistance), education (low level of schooling, absenteeism), and employment and unemployment (situations of long unemployment of temporary job.)

Urban Management Programme for Latin America and The Caribbean

(PGU-ALC/UN-Habitat).

The debate on urban poverty is continuous and it has not been concluded yet. It is related to "the lack of opportunities, with limitations to the development of skills, access to information and to decision making." Urban poverty goes beyond lack of income, it is related to the violation to the right to citizenship.

Serveis, Spain

We understand poverty seen from a multidimensional reality, as the situation of people, families and groups whose economic, social and cultural resources are so limited that they are excluded from an acceptable life mode in society.

1.3.4 Groups most affected by poverty according to the questionnaires filled in by the Network partners

The partners also highlighted in the questionnaires the groups most affected by poverty in their cities. Below, observe the classification in two continents.

Latin America	European Union
1st - Black	1st - Immigrants
2nd - Elderly	2nd - Elderly
3rd - Migrants	3rd - Ethical minorities and drug users
4th - Single-parent families	4th - Physically disabled, Women and Unemployed
5th - Youth and Indigenous	5th - Black

1.4) Concept of Poverty by Network 10

Considering all concepts of urban poverty and social exclusion analyzed, there is no single definition that would be applied to diverse economic and social development stages and to political and geographical differences in the area covered by URB-AL Program, comprising 33 European and Latin American countries. Nevertheless, in order to understand urban poverty and social exclusion, one must acknowledge their multidimensional phenomena. The aspects to be measured, observed and dealt with when identifying the stages/degrees of poverty go beyond income. We should take into account not only income insufficiency (absolute and relative), in which employment and wage/income play an important role, but also access to public services, such as healthcare, education, treated water in appropriate amount, liquid and solid waste collection, food safety, good quality housing, public security, access to urban life services (transportation, cultural events, recreational areas and leisure, among others), in an equal basis and with no race or gender discrimination, and inclusion in the areas the individuals live in. No access or shortage of supply, in terms of quantity and quality, in a sustainable and cumulative fashion (including no access to several other items), establish the basic conditions of social exclusion. Unlike poverty, which is sustained on objective criteria (income, housing, unmet basic needs...), exclusion implies considering several subjective aspects, such as feelings of rejection, failure of community and social ties, retraction of sociability networks, and shattering of solidarity and reciprocity mechanisms. Exclusion appears less as a

state of privation than as a path, a route through which income insufficiency and the lack of funds accrue to almost-constantly added disadvantages. It comprises de-socialization processes occasioned by ruptures, situations of social devaluation resulting from the loss of

social status and dramatic reduction of opportunities. The longer the individuals are submitted to this context, the more consolidated is the social and feeling detachment process, and the fewer the chances of re-socialization. Urban poverty plus social exclusion is opposite of citizenship.

Strategies to Fight Urban poverty

2.1 Macroeconomic Policies

Economic growth and development of countries are paramount to fight poverty, resulting in increased income and revenues for public policies. The UN Human Development Report, for instance, predicts that a 3.7% annual increase in per capita GDP is needed to reduce by half income insufficiency, causing direct impact on poverty.

However, if such growth is important, it does not assure fighting poverty if there is no effective income redistribution. Brazil is a good example; the country achieved economic growth rates greater than 10% per year, in the 70's, but still presents one of the most unfair income distribution all over the world.

Another relevant issue related to employment generation and poverty reduction is to assess which economic sectors are growing. If the economic activities that concentrate most of the poor population increase, growth will be referred as pro poor. On the other hand, since the economy is structured by a system of incentives based on relative prices, the market structure and the degree of access to it, there are extra-economic elements that may influence the characteristics of economic growth. However, nothing guarantees that

growth is not accompanied by regressive income redistribution, particularly in its initial stages.

IDB (1997), in a document related to the strategies to reduce poverty, highlights the following: there is clear evidence that the style of growth is also important [...]. The creation of job positions is essential to reduce poverty. If growth implies in the use of intensive labor and creates jobs faster than increase in workforce, not only new job opportunities will be incorporating new workers to the job market, but will also probably increase the real income of families with non-skilled workers, due to availability of jobs for the family's secondary workers and the reduction of involuntary sub-employment [...]. This strategy [increased demand for non-skilled labor in relation to the offer] [...] may be denominated poverty reduction through filtering.

In turn, McKinley (1997), from UNDP, evaluated economic growth based on its elasticity on the reduction of poverty and noted the following: a problem is that the per capita income of the poor may not be growing as much as the per capita income of the population as a whole. In this case, the poor are not having an equal share in the benefits of growth. This would reflect in low elasticity of economic growth with poverty reduction. Aiming at reducing

poverty, this fact would imply that this growth is inefficient.

Later studies conducted by the World Bank researchers showed the possibility that one can expect lower growth rates in countries where there is higher initial inequality, and, according to this result, less success in reducing poverty levels. For this reason, it would be important for economists to intervene with recommendations to determine the type of growth a nation is interested in. Bruno, Ravallion and Squire (1995) say that economic growth has no substantial effect on income inequality, except when there is an articulation of policies that help the poor accumulate production assets - particularly policies that improve education, health, and nutrition.

2.2 The role of Local Public Policies

Building the Social Protection Network

2.2.1 - Definition of Social Protection Network

Currently, the fight against poverty and social exclusion seems to converge to the identification of its determining factors - demographic changes (profound changes in the profile of families and in intra-family solidarity mechanisms), structural changes in labor market dynamics (precarious jobs, increased unemployment), social polarization phenomena that nurture inequalities, deficient welfare systems, reducing coverage and increasing vulnerability and insecurity. Evidently, local, regional and national manifestations of this phenomenon assumes variable shapes, difficult to synthesize under wide encompassing, reducing typologies. Even so, many groups classified as risk or vulnerable groups tend to be similar, according to EU criteria or to the criteria of Latin American countries analyzed, chiefly due to

flexibility of work relations.

In spite of the relative symmetry of poverty determining factors - probably due to Latin American economies level of integration in the new global order, if not so much in terms of good performance in foreign trade (externalities, complementary aspects, etc), no doubt in what refers to globalization impact on deterioration of social structures - a very important differential remains amongst experiences of European Union member states and those of the Latin America. This differential is given by the redistribution dimension of the European social welfare system, by its scope, reach and coverage.

In the EU, welfare is a right ensured to all individuals at social risk or in poverty. Social welfare is a universal right. Failures and mismatches of protection schemes do not challenge the solidarity matrix and social cohesion, but demand an enhancement of the system. In Latin America, on the other hand, right to social welfare has not been conquered yet. Social assistance is still something that does not occur systematically, which implies belonging to a certain type of clientele or target audience and it lacks institutionalization. The magnitude and intensity of poverty seem to doom welfare assistance as a universal right.

In this context, the role the cities play in the management of welfare assistance tools is increasing, be them in Europe or Latin America. Since the cities in both regions concentrate approximately 80% of the population, today the public authorities are confronted with this great challenge.

One of the major problems faced by local governments is the term "city", which does not express all the contradictions and setbacks materialized in this urban environment. The cities represent a "federation of territories" or "of places" that materializes relevant and diverse

contradictions, and they may hardly been visualized through the national government management tools. It is in the cities themselves that all effects of poverty and social exclusion become real. In this space, the results provided by the UN Human Development Report are clear-cut, as to income inequity (inequality and concentration), and to effects of non-universal access to primary services (health, education, urban security, appropriate housing, food safety, good quality water, garbage collection, sewage, among others). In other words, in the urban sector, poverty and exclusion acquire name, surname, race, colors, religion, nationality, age and gender. In sum, it is in this "federation of places" that the greatest and probably most serious challenge of humankind in this millennium has to be faced up to - that is, how to include half population of the planet in the formal system of human relations and consumption?

If it is true that poverty and social exclusion are materialized in this territory (thus enabling understanding and visualization of the multidimensional effects), it is possible to efficiently and effectively fight against them based on this same "space". If poverty and exclusion produce multidimensional results, tackling these issues could not be different. It is necessary to gather efforts by simultaneous public policy actions, assuring that all weaknesses and fractures of social relations produced and consolidated during exposure to poverty conditions be diagnosed, analyzed and dealt with.

In order to face this challenge, according to local and regional public policy managers (by means of reports on concrete experiences), and complemented by the diagnosis and recommendations of experts (who contributed to writing the Network 10 guide documents), the best "tool box" is to

build and operate the Social Protection Network (SPN). This is the result of all public policies in a certain territory, as a part of the federation of places named city. Its main objective is to exercise human rights in all scopes. The exercise to structure SPN allows visualizing the social parts of a territory (what is unequal), which are very often disregarded when submitted to supposedly democratic "equalitarian" access policies.

This (re)approach of the territory and its people enables establishing punctual strategies called "positive discrimination". This is a relevant aspect, since it is not possible to fight against inequalities and inequities accrued due to long and permanent exposure to poverty and social exclusion using "equal access" policies. When designing and building SPN, it is important to overcome prejudice, present in the history of public policies, in order to make universal access, gender equality, fair financing (who owns more, pays more) and democratic management feasible. Moreover, participation of citizens should be assured in all stages, from implementation, to assessment, control and correction.

Structuring the strategies to fight against poverty and to promote social inclusion should begin with a diagnosis, using a set of indicators in which income and Access to public utilities are some of the variables. In this strategy to territorialize cities, it is important to check the level of social exclusion/inclusion in each of the "territories". Taking for granted that the less services provided, the lower the quality and the more limited the Access, the more excluded are the people living in these territories. Thus, the guidelines to structure the intervention policies are set. There are good examples of local governments that are partners of Network 10 and have developed tools for this activity: Sao Paulo, Belo Hori-

zonte and Santo André, in Brazil; the Government of the Federal District, in Mexico; Rome, in Italy, among others. They may provide good sources of information. The greater the participation of society in making this diagnosis, the better the intervention strategy recommendations. Hence, several local governments have established community councils and some mechanisms, such as the Participatory Budget, in which local priorities are defined considering lack of resources.

It is also important to bear in mind that the designing, structuring and implementation of public policies should be operated in an integrated and articulated fashion. Ideally, the needs of the population residing in the territory should be detected, all governments sectors should act based on priorities established by the population, thus maximizing the use of resources, articulating programs and avoiding overlapping, and setting and applying strategies by intersectoral cooperation.

This conception does not make national government participation in establishing and applying strategies to face poverty and social exclusion weaker, or reduced; in fact, SPN management, coordinated by local/regional governments, enables optimization of a broad protection network, that may be included in a national strategy of a Welfare State model (previously described by comparing the European and Latin American contexts). In sum, the operation of SPN by local/regional governments allows optimizing funds included in the public budget. After identifying the needs of the territory, the several governmental sectors could act in an integrated and simultaneous fashion in order to raise income, and improve service standards and quality of life.

The local/regional governments are able to classify the strategies to be implemented,

since they are better equipped to prevent from space segregation, urban deterioration, isolation, narrowing the range of opportunities) and to foster re-socialization dynamics; both strongly territorialized issues. These governments are also better prepared to identify the various combinations leading to excluding processes, which are associated with:

- ✿ individual characteristics - gender, age, origin, ethnical group, educational level;
 - ✿ type of professional insertion or noninsertion;
 - ✿ types of town ownership and interaction among its inhabitants - housing location, type of transportation, leisure space, community participation, local welfare network, level of mobilization of civil society;
 - ✿ access to services and basic goods; and
 - ✿ town history - its place in regional division of labor, productive profile, forms of cooperation and values, among others.
- ✿ This general overview shows that it is up to municipalities and local governments, who are de facto accountable for fighting against poverty and promoting social inclusion, to provide answers for such questions, either if there is no universal frame of reference (Latin America) or in face of its weaknesses (EU).

2.2.2 The Role of Public Policies in the Composition of Social Protection Network

The public policies are related to public issues, to management of collective issues. They are demands of society, wills represented by vote and choice of who commands the State. They are manifested through politics, permeate all powers and all government levels. They are collective wishes transformed into laws, executed by governments and regulated by the judiciary

and society. The basic elements of policies are legal procedures, related to specific technical knowledge, and generate specific indicators that depend on general indicators. Moreover, they should be planned, strongly depend on cooperation (intersectoral) with other policies in order to strengthen and broaden their scope. The legal landmark is based on the national constitution, regulated by infraconstitutional laws that provide rights and duties, defining the reach and scope, financing, and control by society. It also defines the mechanisms and structure/forms to enforce, follow-up, supervise and control. In these structures, the existence (or not) of the role and scope of the social/popular planning, supervision, assessment and control councils (national and local/regional) is defined.

The public policy actions are directly related to achieving and exercising human rights, particularly by defining the scope of the Welfare State in each National State. Human rights comprise an undividable, interdependent unit, which is able to congregate not only civil and political rights, but also social, economic and cultural rights. These rights could be assured only if completely acknowledged. Therefore, if there is no strong and comprehensive network of public policies (basically the core of a Social Protection Network), which is defined and structured with broad participation of society, clear mechanisms to distribute responsibilities and competences into government levels (national and local/regional), as well as clear financing of actions, it will not be possible to achieve and exercise human rights.

2.2.3 The Social Protection Network at Institutional Level

The complete operationalization of the Social Protection Network does not

exclusively depend on good will of local/regional authorities because (as mentioned in Item 2.2.2) the scope of a Welfare State in each National State requires the institutions to develop rights, and particularly universal rights they exercise, such as democracy, access to goods and services that are universally and equally provided by public policies, transparent management, social control, financing mechanisms, and income distribution. The national constitution provides these elements, which are essential to fully achieve and exercise human rights.

At Institutional Level, it is fundamental to identify the duties and assignments of each government level in the legal procedures of each National State. This activity is crucial, since to tackle poverty it is necessary to establish the national coordinates and priorities, which could (and must) be reinforced and consolidated by local/regional authorities. Privileged partners in the fight against poverty that they are, the local/regional levels cannot, however, replace the National State. One cannot fight poverty without a national strategy, since winning over poverty means freeing up each individual, regardless of his or her place of origin, and regardless of the territory he or she chose to live in, and protecting this individual against deprivations which may threaten his or her existence or compromise his or her life. This implies redistribution of means, resources and income, to all individuals below what is construed as the minimum acceptable standard. Trying to deal with poverty only by using tools available at local level is simply innocuous. Overcoming poverty requires a commitment by the whole society.

On the other hand, exclusion, understood as the disruption of basic social ties and impoverishment not of individuals but of the relations that define his or her

place and his or her social identity, could be dealt with through local/regional inclusion strategies. If poverty is deprivation and may be estimated against a scenario of needs which evolves in line with the development levels of a given society, exclusion is tantamount to not belonging, that is, loss of identity, loss of the intrinsic value, de-socialization with remote chances of re-socialization. Local/regional governments are better equipped to prevent the disruption of the sense of belonging (space segregation, urban deterioration, isolation, narrowing the range of opportunities) and to foster re-socialization dynamics; both strongly territorialized issues. Local/regional governments are also better prepared to identify the various combinations leading to excluding processes since they associate a set of tools to identify several individual characteristics and the relations of the individuals with the territory.

2.2.3.1 Tasks to define and implement strategies to fight against urban poverty and to promote social inclusion

a) Structure of a Welfare State - in order to initiate articulations to establish strategies to fight against poverty and to promote social inclusion, it is necessary to define tasks. The authorities and policy makers must identify all task assignments related to this issue in all government levels (national and local/regional). It is important to know if there is any legal reference, any strategy that has been established in order to indicate directions. The public administrators should know "who does what?" In sum, it is essential to know if the task assigned to central government, if there is a national plan. What are the assumptions involved in the definition/structure of the plan? Ill other government

levels be assigned any tasks? Which? What are the mechanisms used to define, design, implement, assess and control the plan? Which indicators are used to plan and design the strategy? What are the goals to be achieved? What are the terms? And last but not least, what are the dialogue channels between the central government and other local/regional levels? Are there any capacity-building mechanism, and sharing management know-how and technology involved in the performance of the plan?

b) Essential social rights provided in/exercised by legal aspects - This is another key issue in designing strategies to fight against poverty and promote social inclusion. Here, the central element is to define the design, coverage, commitment and scope of the public policies in order to exercise human rights, as provided by the Welfare State the local/regional government is located.

c) Use of indicators - indicators are a vital element to establish strategies to fight against poverty and promote social inclusion. This issue was fully addressed in this document; therefore few considerations will be made. The central element to be developed is that the public authorities should adopt one indicator or a set of indicators in order to establish a strategy to fight against poverty. "Indicators are good when they make activities visible. They just point out - but do not replace - perception, sensitiveness, analysis of space, elements and players involved in the theme". It is important to emphasize that many university lecturers have debated about indicators, and such discussion should not be interrupted. It is relevant to adopt indicators and to monitor them while carrying out activities, in order to measure the impact of actions as well as to assure

evaluation tools and tools to help correcting implementation of public policies.

d) Structure to operationalize public policies - the operationalization of public policies demands a basic structure, in order to carry out tasks and activities and assure basic social rights according to legal provisions under the National State. Such structure is represented by a set of "equipment", composed of administrative structure (operational chart of the areas), human resources (sum of skills of all employees of the organization), financing capacities of the government level competences, flexibility to make diagnosis of problems and to establish intervention strategies for the needy population, vertical and horizontal dialogue (among the first sector - government, second sector - private and profit-making, and the third sector - non profit making) in setting strategies to develop and build networks to act and operate projects and programs. Other important elements include sensitive aspects to deal with gender equity issues and strengthening of citizenship in public administration.

e) Organization of public policies - as mentioned above, the basic elements of public policies are legal procedures, related to specific technical knowledge, which generate specific indicators that depend on general indicators, should be planned, strongly depend on cooperation (inter and intrasectoral) with other policies in order to strengthen and broaden their scope. The legal landmark is based on the national constitution, regulated by infraconstitutional laws that provide the operational structure of public policies at national level. They usually do not give many details (they only establish the main guidelines). The details should be provided by their own legal

reference, and their structures must comply with the concepts mentioned in the previous item, in order to better define the reach, scope and functionality of the Social Protection Network - SPN.

f) Inter- and intrasectoral cooperation between public policies - this is one of the major challenges the public policy makers/managers have to faced up with today. In Latin America, in particular, the pace to assure goods and services produced by public is irregular since there is no universal access. Even in states where universal access to goods and services produced by public policies is a fundamental right applied to all, the problem of inter and intrasectoral cooperation occurs. It is a process derived from the background structure of the professionals dealing with public administration and reinforced by "competition" for budget funds. In many cases, the disputes for funds in the annual budget are so heated that, depending on political maturity degree (even absence), they may be somehow schizophrenic. Inter and intrasectoral management and cooperation are essential for successful implementation of territorialized administration. Overcoming these problems is a crucial step in assuring efficient use of public funds and exercising human rights.

2.2.3.2 Operationalization of the Social Protection Network

The SPN is represented by the capacity of local governments (in compliance with the legal procedures of the National State) to guarantee the basic infrastructure needed for universal access to goods and services, and to exercise the social rights (human rights) established by the national constitution, regulated by infraconstitutional

laws and materialized by public policy articulation at local level. In sum, the national constitution defines the rights and their time scope, financing, access and social control; the infraconstitutional laws provide more details of the scope and assignments at government levels (issues not provide by the constitution), and the local/regional laws define the operationalization of all these rights as delegated by the legal reference. When defining the operationalization strategies of the SPN, it is important to identify the scope and reach of user rights (clients), if universalization is assured (or if there are "focusing" actions planned for several services), financing and social control systems, structures to produce and make available goods and services, productive and cooperative arrangements that may be designed, distribution of competences in all government levels, and which intermunicipal/regional cooperation may be organized in order to make service production feasible.

After carrying out this analysis and identifying the potentials and limitations of local/regional governments, it is relevant to organize and structure the operationalization strategies of policies controlled by each level. Even those not under local/regional control should have their performance checked and followed-up, because poor or no performance of one strategy may compromise responsibility. There are several policies playing an important role in the strategies to fight against poverty and promote social inclusion. The following are some strategies (from a more comprehensive list); it must be pointed out that their names might change among the diverse URB-AL Program regions

health
education
housing

sanitation (treated water and solid and liquid waste collection)
food safety
urban security
employment and income
access to culture
collective transportation
social welfare
environment
participation and social control

Based on the debated held, Network 10 has recommended to its partners to organize their strategies, and to try to tune local/regional government with the stages mentioned as follows:

Actions at institutional level:

- a) To identify and make local governments be members of city networks (or cooperative arrangements) that help designing methodologies to make competitive diagnosis, to access innovative programs, and to evaluate results in the fight against poverty and social exclusion. This activity aims at inserting cities in ongoing initiatives in Europe and Latin America in order to break "isolation" (applying and strengthening decentralized cooperation strategies) of local/regional authorities and encouraging them to operate in networks, to share knowledge, difficulties (specially mistakes made) successful strategies.
- b) Antipoverty strategies must be under responsibility of the organization as a whole (and not only of social policy administrators). They should be planned and incorporated to structural commitments of local governments, and should not be just punctual actions. They demand a structure and must be included in the set of commitments made by the government. The strategic element specially involves

establishing priorities, based on definition, organization and performance of budget management.

c) Generating employment and income is a fundamental condition to fight poverty. They should be generated (based on sustainability, equal opportunities and appropriate values) in adequate quantity, quality and opportunity to all those who need them. As above-mentioned, this action is strongly related to macroeconomic aspects, however local governments must draw attention to how they will demand macroeconomic actions from managers in order to create jobs and income.

d) Community participation is an essential challenge to structure policies to fight against poverty and promote social inclusion and could not be delayed. Social inclusion must be fostered and assured by establishing sustainable participatory structures, which guarantee making decisions about issues of interests to citizens. The strategies that identify, encourage and strengthen participation of youth groups and marginalized segments (immigrants, elderly, disabled, black, female heads of household, homeless, indigenous groups, among others) are vital in the fight to promote social inclusion.

e) Assuring and operationalizing public policies with transparency is paramount to democracy. However, to assure transparency by publishing data is not enough. It is necessary to assure the rights of citizens, as well as check figures achieved, to demand results and make the appropriate corrections.

At methodological plan:

b) To define a concept of poverty and social exclusion based on knowledge and mastering of the terms, and on what the operational structure of the local SPN is able to handle.

This concept should be periodically revised in order to incorporate new formulations and advances learnt while performing the activities.

c) Antipoverty strategies must be set taking into consideration and respecting the experiences accumulated by several agencies involved in the process, be them governmental or not. The governments should conduct the fight against poverty and not wait for or delegate this task to other institutions. Nonetheless, local governments should help and encourage commitment with the institutions involved in this process. Local governments should carefully observe and identify discrepancies in forces accumulated (by the institutions) in the historical battle against poverty. No acknowledgement of this element may lead to conflicts that difficult to solve.

d) With the purpose of creating a consistent database that allows comparability, it is important to define a set of basic (and specific) indicators that are common to all public policies comprising the local SPN. These indicators should include deprivation estimates and exclusion measurements. Moreover, they should be formulated to be applied by neighborhoods (territorialized) and enable visualization by administrative areas, highlighting the space differentials. They should not take into account only income, but also other assets (aggregating to the multidimensional aspect of poverty and social exclusion).

e) Concurrently with establishing a database, carry out some longitudinal studies; follow up the population benefited (and control groups) by national and local programs to fight against poverty and social exclusion. Hence, the macroeconomic effects could be separated from those resulting from local interventions, and their efficacy could be measured. The objective is to identify risk factors that lead to exclusion in society.

Therefore, the studies should include gender, age, race, housing and family structure.

At operational level

f) To assure definition, structuring and operationalization of the strategy, having the core element of inter and intra-sectoral cooperation among the public policies that comprise the SPN.

g) Universal access is a basic principle in structuring the policies related to fight against poverty (particularly related to low income or lack of income). The local governments have great responsibility in identifying the situations in which segments of the population are not provided by public policies, identifying some forms to assure provision. Other element is to guarantee that all people who need are given the benefited they are entitled to.

h) Another task is to establish a communication strategy. Not only does it assist and strengthen the bonds within the community involved, but also it assures regular and systematic reporting of indicators, and contributes to debate and reflexion.

i) Useful information, monitoring and evaluation of the impact and effectiveness of strategies to fight against poverty are key to the successful strategies. Follow-up reports systematizing the profile of the SPN and highlighting its performance should be prepared. These reports should include assessment of the process on how the tasks are carried out, as well as qualitative and quantitative assessments.

j) The objectives and goals should be established in order to check their achievement during the term, according to internationally recommended technical standards and to political habits of cities. These procedures should monitor the actions

and effects in both compensating and emancipating policies.

2.3 Community participation

The encouragement of community participation in the development and delivery of anti-poverty strategies is increasingly acknowledged as vital in developing and delivering effective anti-poverty strategies (Woods et al, 2000; Lowndes et al, 1998). This objective can be achieved by delegating power, decentralizing service delivery and establishing structures to empower and give voice to those groups often marginalized within decision-making processes. The importance of harnessing local community commitment is increasingly acknowledged by European Central Governments (for example, SEU, 1998a).

2.3.1 Social capital

Several studies show the contrast between the perspectives of marginality of urban poor and the potentialities to face it by strategically using their assets, observing if its management interferes or not in family vulnerability and analyzing the institutional factors that exclude them. Although the factors that motivated establishing social networks among urban poor have changed, since community cohesion has decreased due to more mature infrastructure in the cities, they are still very important.

The definition of social capital remains relevant since it is the sum of resources accumulated by individuals based on the long-lasting and somehow institutionalized networks of knowledge and mutual recognition. The combination of values, confined solidarity and trust is the basis of this capital, which is a source for migrant's economic activities and represents a resource

for establishing and developing small-sized companies⁴⁶ and other similar initiatives, to the extent that some do not dare talking about an economic neoinstitutionalism⁴⁸.

2.4 Establishing Local/Regional Development Strategies

The local development policies are important to ascertain a complementary strategy in the fight against urban poverty and, particularly, in the process of social inclusion. The SPN when operated in its full amplitude plays a Herculean task in two fronts (fight against poverty and promoting social inclusion). However this task has not been completed yet. It is necessary to articulate "new spaces" to involve society, so that the re-socialization process has a broader meaning (mostly under exclusive responsibility of public authorities, specially local/regional government). This scenario is complemented by adopting local/regional development strategies. However, they must take into account that the current economic model does not generate employment to everyone. For this reason, alternatives for a better quality of life may be sought, with no formal employment, by means of social security networks, and other alternatives, such as production and consumption cooperatives, small-sized business and other similar activities.

According to Network 10, setting a local development Project implies strengthening democracy and encouraging involvement of all players from all government levels, together with entrepreneurs and civil society, in order to make room for permanent debate on development in a certain city/region. Despite difficulties related to the concepts of the theme, they are natural to occur, especially due to involvement of social, economic and political issues, which should be tackled and solved. Thus,

the "permanent debate" should provide some special elements to become a reliable alternative to those engaged in social inclusion and community participation strategies:

- ✿ To make feasible a permanent local/regional representation forum to discuss issues related to development.
- ✿ To gather the most varied forces that interact in the region to be represented. Their composition should be balanced regarding three main blocks: the public sector, composed of government representatives (First Sector), entrepreneurs (Second Sector) and the organized civil society (Third Sector).
- ✿ Participation of representatives of the very poor population should be encouraged.
- ✿ The traditional obstacles, such as excessive formalism inducing bureaucracy and discouraging participation of literate and and/or semiliterate leaders, should be avoided and, whenever identified, should be immediately removed.
- ✿ The atmosphere should not be contaminated by political variables, mainly those related to term-in-office.
- ✿ It should be understood that the basic concept of development, when corroborated by the logics of sustainability, and arranged in public policies and program and project strategies, goes beyond the terms-in-office.
- ✿ It must be structured through organizations, and these should be supported by by-laws and/or internal regulations, so that the operational rules are clear, establishing mechanisms to solve conflicts and controversies.
- ✿ To strengthen the mechanisms that enable rotating leadership.
- ✿ It is necessary to establish "leveling-building" strategies so that the process agents understand the basic concepts of development and be informed don what it

means, how does it work, and the role played by the public authorities (who represent the State and operate on its behalf), private initiative (whose interests are set by market logics) and the civil society.

- ✿ The intervention strategies at local and regional levels should provide the most varied horizontal, vertical and interinstitutional cooperation arrangements.

- ✿ The diagnosis should address the local and regional aspects and their inter-relations, effects and causes of the local reality. It must be made with broad participation of the group so that all concepts and pieces of information are understood by everyone. It must comprise the study of some problems and phenomena, such as Demographic Dynamics, Education, Culture, Health, Agriculture, Cattle Raising, Fishery, Tourism, Power Generation, Sanitation, Environment, Economic Dynamics, Infrastructure, Map of Social Conflicts, among other variable appropriate for each region. Moreover, the studies should comprise the productive and value chains. This activity will enable a broad vision, besides "domestic" interests, and provide a regional reading and conceptual bases to define "priorities".

- ✿ Making diagnosis public is a vital element to make the population of the area collectively understand and identify themselves in this diagnosis in order to perceive the problems reported.

- ✿ Setting up a database to ascertain organization of basic information accessed by everyone. When available, these data should provide a vicious cycle of organization and information: data are made available, collectively understood, inconsistencies are corrected, the base is re-fed, and a new cycle starts again.

- ✿ The public agents involved in the process should be trained in order to organize their

services, so that they could better perform the mission delegated by the legal procedures in force in the country.

- ✿ According to Network 10, the basic guide for discussion should go through the following stages: Consolidation of the movement and the instrument to coordinate the activities; Establishing a pact of priorities to act in the region, based on the diagnosis; Definition of (local and regional) priorities and the levels of responsibilities among participants; Training the participants of the process; Agreeing on a local and regional intervention pact, establishing priority-oriented plans, programs and projects and appointing those responsible for implementation, coordination and follow-up; Defining the implementation strategies and follow-up mechanisms (evaluation indicators and the tools that will guide corrections).

What really matters in this activity is that the participants will be able to discuss some issues, such as: what is development? How does it occur? What are the requirements for development? What are the ideal contexts? Which agents act in the process? In which conditions could development take place? How is it produced and how are results understood? Who benefits from this process?

The discussion model may vary much from one country to another; however, what is really important is that participants understand the concept of development as a tool to fight against urban poverty and promote social inclusion.

2.5 Decentralizing debates and access to information

A great challenge to Network 10 is to deepen the debate among several cities that are covered by URB-AL Program. Traditionally, sharing decentralized

cooperation strategies with local, regional and national governments involves efforts, intensities and beliefs that are often discrepant.

The Network strategy includes carrying out debates, apart from the three annual meetings scheduled in the official programming of the project. The Network is willing and the efforts indicate the need to establish a set of strategies that assure comprehensive debates, so that the small cities and/or regions with not much tradition with the topic could take part in the discussions, as well as integrate and contribute to fight against urban poverty and promote social inclusion.

2.6 Thematic axes for actions

According to Network 10, fighting against poverty is part of the human rights. And this

battle should be based on several areas/policies, thus making a true social protection network.

2.7 Encouraging cooperation among governments, private initiative, NGOs, teaching and research institutions

This document addresses the need to integrate activities against urban poverty carried out by local, regional and central governments. Furthermore, collaboration with the third sector, the teaching and research institutions and corporations. The Network has sought partnership with universities, and particularly with specialists in urban poverty in multilateral organizations since the Launching Conference and its base documents. Now, it is time to encourage even more the participation of other players, so that urban poverty will stand out within a social development strategy for a fair world.

The City of São Paulo

The main characteristic of the city of São Paulo is the fact it received, particularly in the past century, migrants from all Brazilian regions and from many countries. There are European, Oriental and Asian descendents in more than a hundred neighborhoods. According to Aldaíza Sposati, in the book *Cidade em Pedacos [A City in Pieces]*, "São Paulo is known as the largest Italian city outside Italy, as the largest Japanese city outside Japan, as the largest city of Minas Gerais or Bahia outside these those Brazilian states. São Paulo has the English, French, Italian, and Portuguese Streets. It also has the Armenian Underground Station, one among much homage paid to its multiculturalism".

3.1 The City in Figures

The second largest city in Latin America has 10.4 billion people (data of 2001) in its territorial space. It represents over one quarter of the population of the State of São Paulo and more than 6% of the country's inhabitants. Its Gross Domestic Product, GDP, represents 36% of the wealth produced in the State and 13.7% of what is produced in the country. It accounts for 28% of the national industrial product, as per data available in the book *Desenvolvimento, Trabalho e Solidariedade - Novos caminhos para a inclusão social* [Development,

Work and Solidarity - New paths for social inclusion], organized by Marcio Pochmann.

Its population is distributed in a 1,509-km² area, divided into 96 administrative districts. Its urbanization rate achieves 95%, as compared with 81.2% in Brazil. The Brazilian Population Census, carried out in 2000, indicated 589,100 heads of household in the city that are poor, representing 19.7% of total households. As concerns to population aged over 10 years, approximately 52% are illiterate or have not concluded primary school. The city has roughly 3 million people living in cortiços (bedsits), favelas (shanty towns) or irregular plots of land. According to *Base Cartográfica Digital das Favelas* [Digital Cartographic Base of Favelas] of the city of São Paulo, prepared by the Secretariat of Housing and Urban Development, the total population residing in favelas is 1.16 million inhabitants, in 286.900 households and 2,018 areas considered as favelas.

According to the survey Employment/Unemployment by Dieese/Seade, in February 2003, the total unemployment rate in the Metropolitan Region of São Paulo included 19.1% of the working force, that is, approximately 1.785 million people. In January, the mean income of those with an occupation was R\$ 873 (approximately 280 euros) and, of wage earners, R\$ 918 (slightly over 290 euros).

According to the *Mapa da Exclusão*/

Inclusão Social da Cidade de São Paulo [Exclusion/Inclusion Map of the City of São Paulo], using more comprehensive criteria than poverty lines, and relating people to where they reside, in 73 (86%) districts of the city, the major situation is social exclusion (approximately 8 million people, 81% of the population). Only 1.8 million live in areas where inclusion prevails, in 23 districts (data of 1996).

3.2 Strategies of the City of São Paulo to fight urban poverty and promote social inclusion

During these two years of the current administration, the local government launched several programs to fight social exclusion that are described below. There are 260,000 families taking part in the programs, representing one million people, slightly more than 40% of the 600,000 families below poverty line. A total sum of about R\$ 314 million has been invested so far. In the second semester of 2001, the strategy was to provide the first of 13 poorer and more violent districts. Approximately R\$ 10 million/month were invested in these districts. The outcome was a reduction by 44% in school dropout rates, by 10% in number of death by violent causes and an increase by 11.2% in service tax collection (ISS). In the following year, the programs were implemented in more than 37 districts, achieving 50 out of 96 districts. In that year, R\$ 48.4 million (20% of the amount invested) returned in taxes and funds saved from other areas.

The programs to fight against poverty are linked to the Secretariat of Work, Development and Solidarity and are divided into three axes. The first axis gives priority to income redistribution actions, citizenship awareness and capacity building for work.

The following programs are included: Renda Mínima [Minimum Income] (monthly grant of up to R\$ 220 for families who keep children aged 7-15 at school), Bolsa Trabalho [Work Grant] (monthly grant and benefits of R\$ 146 regarding school attendance, capacity-building courses and community activities for adolescents aged 16-20), Começar de Novo [Start Again] (grant and benefits of R\$ 180/month for unemployed aged over 40, are related to professional qualification courses), Operação Trabalho [Work Operation] (provides jobs in the administration for unemployed aged 21-39, earning a minimum salary, transportation and food allowances).

In the second axis, there are the excluded emancipation programs, based on income and job generation, concession of credits and encouraging efforts and cooperatives. Among these programs, Oportunidade Solidária [Solidarity Opportunity] (trains for and encourages new initiatives), Capacitação Ocupacional [Occupational Capacity Building] (offers courses to prepare for work), Central de Crédito Popular São Paulo Confia [Popular Credit Center - São Paulo Trusts] (credit lines with low interest rates to expand and open new businesses).

The third axis is designed for local development actions in two programs. Desenvolvimento Local [Local Development], acting with partners, such as trade unions and companies that support recovering links in the productive chain and bankrupt companies, and investments in cooperatives. São Paulo Inclui [São Paulo Includes], which organizes the job market with labor allocation, acting as business intermediates and certifying grantees and social programs.

The Secretariat of Social Assistance is in charge of several programs, divided into four categories. Shelter policies, which assure meeting basic human needs in

society, such as food, clothes, shelter. Approximately 6,000 people are served in hostels (street population), shelters (children and adolescents in the street and in special situation, such as women with children and those in need of convalescence care), sheltering (population in the streets), provisional housing (population in the streets and elderly), *Estação Cidadã* [Citizenship Station] (children and adolescents at risk), *Casas de Acolhida* [Sheltering Homes] (children and adolescents at risk), and *Sentinela* [Sentinel] (children and adolescents who are victims of violence).

There are also the Living Together programs aiming at socialization and relationship among different age groups. More than 76,000 people have been to *Espaço Gente Jovem* [Young People Space] (children and adolescents aged 7-14), *Casa de Convivência* [Living Together House] (population in streets, Centros e Núcleos de Convivência [Living Together Centers and Nuclei] (children, adolescents and elderly) and Social and Educational Projects in open areas (providing leisure, documentation, psychotherapy, art education and notions of rights for adolescents).

Transferring benefits/income is another axis serving more than 33,000 people. It includes *Restaurante Popular* [Community Restaurant] (population in streets), *Refeição sobre rodas* [Meals on Wheels] (elderly), *Centro de Referência da Assistência Social* [Social Assistance Reference Center] (population in vulnerable situation), *Emergência* [Emergency] (providing for victims of disasters), *Programa de Erradicação do Trabalho Infantil* [Program to Eradicate Child Work] (together with the Federal Government) and the *Programa Fortale-*

cendo a Família/Programa Renda Cidadã [Program Strengthening Families/Citizen Income Program].

The last axis comprises the programs *Travessia/Autonomia* [Crossing/Autonomy], such as the *Habilitação and Reabilitação Social and Preparação para o Trabalho* [Social Habilitation and Rehabilitation and Preparation for Work] (for handicapped), *Inserção na Rede Sócio-assistencial* [Insertion in Social Care Network] (integration of handicapped children and adolescents in daycare centers and *Espaço Gente Jovem* [Young People Space]), *Prestação de Serviços à Comunidade* [Rendering Services to Community] (youth and adults serving social and educational penalties) and *Qualificação Profissional* [Professional Qualification] (youth and adults). These programs serve more than 14,000 people.

There are municipal housing policy programs to improve life conditions of the non-included population. Among these programs, we have *Bairro Legal* [Cool Neighborhood], which intends to improve living conditions in degraded areas. It acts in urbanization and regularization of favelas; resettlement of favelas; recovery and preservation of protection areas of *Guarapiranga* and *Billings* reservoirs; urbanization and regularization of plots of land; qualification and regularization of estates and housing improvement.

Another project is *Morar no Centro* [Living Downtown] that aims at recovering the region as a housing space. Among the policies adopted, there is integrated rehabilitation in limited perimeters; supply of new or refurbished facilities for social rent; partnership in supply of refurbished facilities for residential leasing. They care for dwellers in degraded areas, *cortiços*, *favelas* and estates in the central area of the city.

Appendices

This document comprises the model and the questionnaires answered by the cities for the Launching Conference, available for search at www.urbal10.sp.gov.br; in addition to the base documents prepared by the experts

David Gordon, Gustavo Riofrío and Lena Lavinás, and the texts prepared as a contribution by the city of Santo André and by Prof. Antonio Elizalde, from Universidad Bolivariana.

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