



## **Social agenda**

# **Public policies and programmes for families in Latin America**



## Introduction

**A**t its thirty-first session, the Economic Commission for Latin America and the Caribbean (ECLAC) recommended to the region's countries that a new social protection covenant should be established to enforce social rights in a context of integral solidarity combining contributive and non-contributive mechanisms.

According to the Commission, the main reason for rethinking institutionalized solidarity mechanisms for the purposes of social protection is that the labour market has not shown an inclusive tendency in terms of generating decent employment or with regard to levels of contribution. Employment cannot be expected to be the only way that most people have of accessing social protection in the short and medium term, at a time when the pressure on social protection systems is also being heightened by demographic and epidemiological transition and changes in family structures and relationships.

This new social covenant is based on three key elements: (i) explicit, guaranteed and enforceable rights; (ii) well-defined levels and sources of financing (solidarity mechanisms); and (iii) social institution building. These proposals seek to build bridges between social rights and policy decisions aimed at strengthening the enforceability of those rights by improving levels of access, financing and solidarity.

Given that changes in family structures are a major consideration in this new social covenant, this chapter provides an update on those shifts and a review of policies and programmes for families in the region<sup>1</sup> based on replies to a survey that ECLAC sent out to official national agencies. Answers were received from Bolivia, Chile, Colombia, Cuba, Dominican Republic, Honduras, Mexico and Peru.<sup>2</sup>

The countries' replies pointed to the fact that family heterogeneity was not only continuing but also rising at a faster pace, with a higher number of one-person households, single-parent families with a female head of household and also (to a much lesser extent) male heads of household. There has also been a reduction in two-parent nuclear families with children and in extended families, in addition to a decrease in the proportion of traditional family units with the male as main breadwinner.

In Latin America, there are two sociodemographic phenomena that have prompted a rethink in family policies: the increasing ageing of the population as a result of increased life expectancy and the drop in fertility, which will combine to transform population structures by increasing the proportion of households including older and female residents. The demographic transition of Latin American countries is also reflected in shifts in family life cycles, as the later stages of children leaving the nest and older couples living alone take precedence over the initial and middle stages of family life with younger children.

Problems remain in terms of redistributing functions within the home. Although the large-scale influx of women into the labour market is now a well established phenomenon, the need for a redistribution of

<sup>1</sup> The same exercise was carried out in 2000 (see ECLAC, 2000).

<sup>2</sup> See table 1 of the annex for a list of countries, institutions and representatives that replied to the questionnaire.

domestic chores needs greater recognition both in public policy and in the family domain. Time–use surveys carried out in Latin America show major inequalities in the way time spent on caring for children, the sick and older adults and on domestic work is distributed between the sexes. There has also been an increase in the number of female heads of household, many being one–parent families with no partner to share the domestic and caring responsibilities.

This situation calls for a new approach for policies and programmes for families. However, the State institutions responsible for family issues seem to be losing prominence in favour of programmes that view the family as the locus of intervention. This is a cause for concern, inasmuch as it creates coordination problems among government bodies (ministries, councils, etc.) and among regional and local institutions, while also duplicating efforts and reducing efficiency in terms of spending targeted at families.

This chapter is divided into five sections. The first assesses family transformations both quantitatively and from the point of view of government authorities. The second section outlines the main changes to the legal framework regarding families in Latin America, while the third evaluates the institutions responsible for family policy and programmes. The fourth section analyses the financing problems of family policies and programmes, while the final one summarizes the agreements and recommendations arising from the thirty–first session of the Commission, the main theme of which was social protection.

## A. Changes in families in Latin America

Government authorities recognize changes in family structures, including increased heterogeneity amidst the growing number of single-parent families (especially with female heads of household) and consensual unions. There are fewer traditional nuclear families, and the functions of families and households have been changed by the fact that most women now work and other cultural changes in the modern world. These shifts associated with demographic, cultural and economic changes in the region demand that public policies adopt a new approach that ensures the well-being of people unable to care for themselves such as children, dependent older adults and the disabled. It is therefore vital for the State to design a public care policy that serves to link and regulate a network of public, private and mixed bodies to provide a service infrastructure that meets society's demand for care. Policies aimed at linking family life and the working life of men and women are therefore a fundamental part of this vision.

### 1. Transformations in family structures

**T**he family is still a major institution and people continue to consider it a vital part of their lives, as shown in various opinion polls carried

out in Latin America.<sup>3</sup> However, this is not the traditional stable nuclear family of the past: its structure and functions have altered. There have also been changes in the range of families at various stages of the family life cycle, and their needs and aspirations have changed accordingly.

<sup>3</sup> The World Value Survey 2000 carried out in 11 Latin American countries found that 91% of those surveyed considered family to be the most important aspect of their lives (Inglehart and others, 2004; Sunkel, 2004).

The main concern of governments in terms of the family relates to its structural transformations: different types of family and recognition of such diversity (Chile, Colombia and Peru); the decrease in nuclear families and their size (Cuba); changes affecting the nuclear family such as the increase in single-parent households (Colombia, Honduras) or extended families (Honduras, Dominican Republic) (see table IV.1).

This information backs up the trends identified in ECLAC studies in terms of the many types of household and family in Latin America (see box IV.1 and annexes IV.3 and IV.4), a diversity that increased considerably between 1990 and 2004. During that time, nuclear families remained the norm but their percentage dropped from 63.1% to

61.6%, mainly owing to the increase in non-family households,<sup>4</sup> especially in the form of one-person households that increased from an average of 6.7% to 9.5% throughout the region (see figure IV.1). Most one-person households are located in the urban areas of Uruguay and Greater Buenos Aires. The increase in the number of people who choose not to live as part of a family is a reflection of modern individualization processes and is more common among younger people or older adults with sufficient economic resources (Arriagada, 2004). The reduction in two-parent nuclear families with children (from 46.3% to 42%) is partly attributable to the fact that the same families have become single-parent families with children (mostly with a female head of household). There was a slight reduction in the number of extended families and

Table IV.1

LATIN AMERICA (7 COUNTRIES): MAIN CHANGES CONCERNING FAMILIES, ACCORDING TO THE RELEVANT AUTHORITIES			
Country	Changes concerning families		
	Most important change	Second major change	Third major change
Bolivia	Violence prevention and care	Access to integrated legal services	Access to services that protect the rights of children and adolescents
Chile	Incorporation of women into the labour market	Recognition of family diversity	Low birth rate
Colombia	Family as national priority in Development Plans during the two most recent presidential periods	Changes in marriage: one-parent families in urban areas, consensual unions, etc.	Change from the traditional concept of complete nuclear family to a recognition of different types of family
Cuba	Changes in gender relations within families	Changes in the number and average size of family nucleuses and in the structure and composition of households	Extension of family networks as a strategy for tackling financial problems
Dominican Republic	Smaller family size	Diversification in family composition (increase in extended family)	Increase in the number of female heads of household
Honduras	Change from nuclear families to single-parent families	Change from one-parent families to extended families	Family break-ups and dysfunctional families
Peru	Increased family participation in the management of social programmes and recognition of the role of women	Existence of new types of families other than the nuclear family Capacity building within families, especially to promote their own development	Some families have escaped poverty and extreme poverty

**Source:** Economic Commission for Latin America and the Caribbean (ECLAC) on the basis of the countries' responses to the ECLAC survey on policies and programmes for families, 2006.

<sup>4</sup> For the purposes of statistical measurement, non-family households were divided into two types: (i) one-person households and (ii) households of people living together but with no spousal nucleus, i.e. not people living as a couple or parents/children, although there may be other family ties (see box IV.1).

composite families during the period in question. In Cuba, there are now more nucleuses per dwelling (dwellings with more than one family nucleus), which is a reflection of arrangements whereby

nuclear or extended families live with non-relatives or two or more unrelated people live with each other. This is due to accommodation problems and points to possible overcrowding.

Box IV.1

#### TYPES OF HOUSEHOLDS AND FAMILIES BASED ON HOUSEHOLD SURVEYS

Information from household surveys is used to distinguish the following types of household according to the family ties surrounding the declared head of household:

- One-person households: consisting of one individual;
- non-nuclear households: those in which there is no conjugal nucleus or a father/mother-son/daughter relationship, although there may be other kinship relationships.

Other types of family:

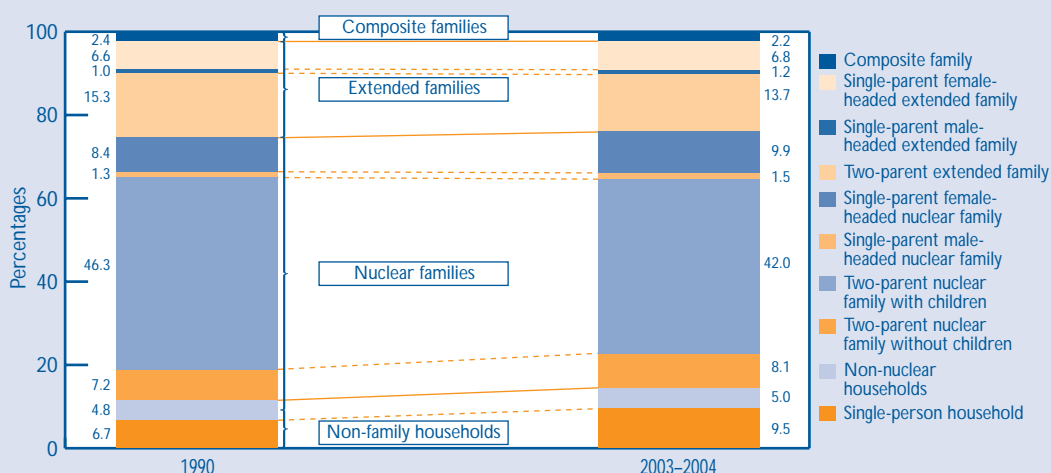
- Nuclear families: one or both parents, with or without children,
- Extended families: one or both parents, with or without children, with other relatives,
- Composite families: one or both parents, with or without children, with or without other relatives, and with other non-relatives –not including live-in domestic help and their relatives.

Other types include *two-parent* families (a couple, with or without children) and *one-parent* families (one parent –usually the mother– and children).

There are other types of families not detectable from the household survey information, such as joint families (individuals in a second union, with or without children of their own), migrants with families in different geographical areas, large families not living in the same home, and so on.

Figure IV.1

#### LATIN AMERICA (16 COUNTRIES): CHANGES IN TYPES OF HOUSEHOLD AND FAMILIES, URBAN AREAS, 1990–2004<sup>a</sup> (Percentages)



**Source:** Economic Commission for Latin America and the Caribbean (ECLAC), on the basis of special tabulations of data from household surveys conducted in the relevant countries.

<sup>a</sup> The values are simple averages of the countries.

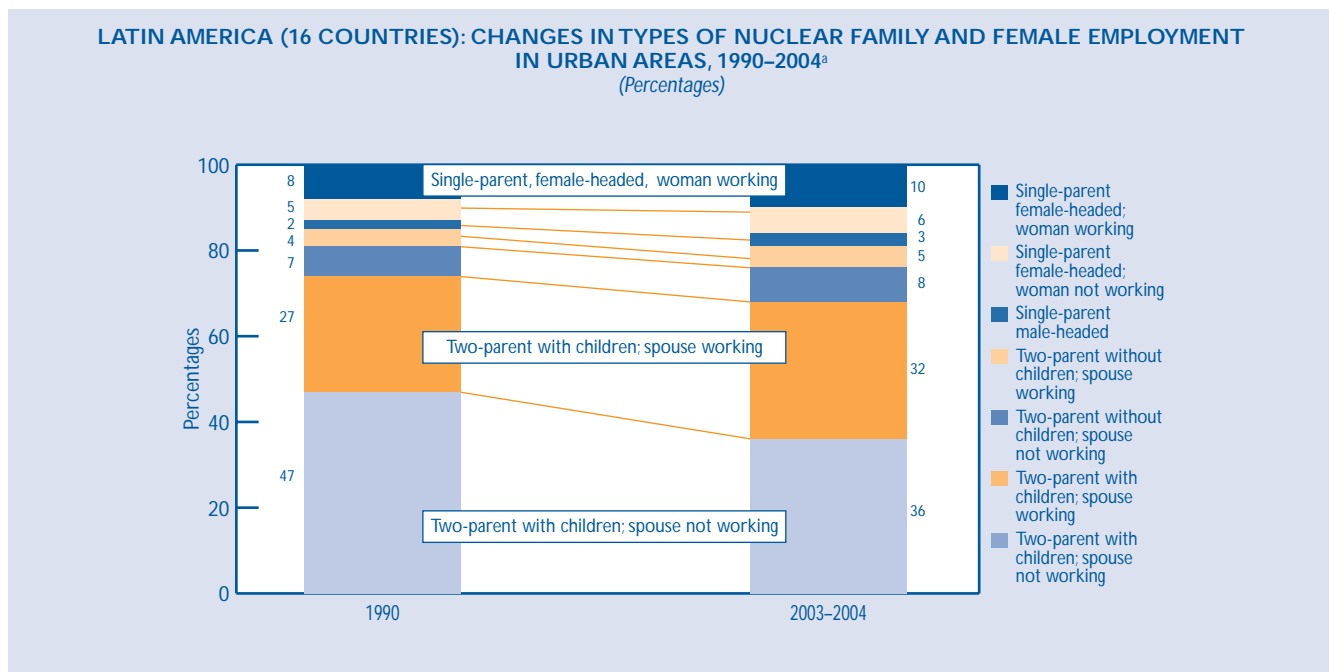
Several countries surveyed (Bolivia, Cuba, Dominican Republic and Peru) mentioned the increase in female heads of household, especially in urban areas, where 19% of households and families are headed by women. Some 11.4% of households and 13.1% of nuclear families are headed by single parents; of the latter, 86.8% are female-headed and 13.2% are male-headed. Couples without children account for 13.1% of nuclear families and couples without children where both members work account for 5.5% (see figure IV.2). Information from the 1990s shows that the traditional nuclear family has not been the most common situation in Latin America since the beginning of that decade (except in Chile and Mexico).

The increase in female heads of household has gone hand in hand with women's greater incorporation into the labour market, a process that

intensified between 1990 and 2005 as a growing number of women entered paid employment. Access to economic resources that enable self-sufficiency is a key factor in the establishment of one-parent families and households. Between 1990 and 2005 in Latin America, the female labour force participation rate in urban areas in 18 countries rose from 45.9% to 58.1% (ECLAC, 2006a).

Another key element of family transformation has been changes in the institution of marriage, which has lost ground to consensual unions (Colombia). In Chile, the number of marriages fell from 67,397 to 54,724 between 2000 and 2005; in addition, the number of marriage annulments increased. Other countries make mention of family changes due to increased access to comprehensive legal services and the protection of the rights of children and adolescents; family participation in

Figure IV.2



**Source:** Economic Commission for Latin America and the Caribbean (ECLAC), on the basis of special tabulations of national household surveys.

<sup>a</sup> The values are simple averages of the countries.



the management of social programmes; and the priority given to families in development plans (Bolivia, Colombia and Peru). Only two countries (Honduras and Bolivia) mentioned domestic violence as a growing phenomenon affecting families in Latin America.

## 2. The need to rethink family policies

In terms of family structure, there is an increasing diversification in the paths families follow, as a wide range of options (one-person households, single-parent households headed by men or women, and young and older couples that form two-parent nuclear households without children) have arisen in the stead of the conventional family unit. This stems from the fact that the reproductive stage of their family life (initial, expansion and consolidation phases) represents a relatively shorter proportion of their lifetime.

Family transformations in terms of economic and social situations and stages in the life cycle must be taken into account in the formulation of public policies. Failure to take these factors into account has marred some social programmes. A painstaking analysis of demographic and epidemiological projections is essential if we are to map out the population's care requirements. Political agendas have not yet fully taken on board the importance of formulating policies aimed at ensuring that domestic and caring tasks are shared out and redistributed, while the unequal responsibilities of men and women in the private sphere is an issue that remains outside public debate.

In addition, formulating policies for the family is a complex matter when the interests of the family

members are different or even conflicting. Policies targeting all family members may benefit some more than others, given the unequal power distribution within families based on factors such as financial contribution, gender and age.

There are several entrenched myths that impede the proper design of policies for families: the myth of the nuclear family as an exclusive model, with both parents married, intending to live together in the long term, all their own joint children and with a rigid role distribution. Another myth is the harmonious family organized around the division of roles in which the man provides economically for the household while the mother only carries out domestic tasks. Despite the fact that most Latin American women are engaged in gainful employment –as are many children and young people– policymakers hold on to the image of the traditional family, where the mother is the sole agent of socialization for the children.

Changes in public social welfare systems and social and family policies have been varied according to countries and circumstances, but all have been in response to the major family and demographic changes witnessed in the recent past. However the public provision of social welfare remains based on some very specific assumptions regarding the characteristics and dynamics of family life. In other words, the family is still the main focus for social protection: from income guarantee mechanisms to the provision of social services (Meil, 2005). However, welfare systems should take into account the current situation with the increasing complexity and heterogeneity of households and families and shifting relationships within each family as a result of modernization, individualization and democratization.

It is therefore vital for the State to design a public care policy that serves to link and regulate a network of public, private and mixed bodies to provide a service infrastructure that affords a solution and guarantees the financing required to meet society's demand for care (Arriagada, 2006). The regulation of social protection for dependents also remains pending in Latin America. Very few countries in the region provide for formulating care policies for dependents including children, older adults and the disabled. In most cases, caring falls on what is known as family solidarity, which overburdens women and leaves insufficient coverage for pre-school children, older adults and the disabled. Since the countries in the region are at different stages of sociodemographic transition, countries should vary their emphasis in terms of care of dependents to focus on: children in countries in full demographic transition, older adults in advanced demographic transition and the disabled in countries that have experienced armed conflict.

The growing diversity of family structures including the rising number of female heads of household and the increasing participation of women in the labour market reinforces the importance of policies and programmes designed to reconcile work and family life under a gender-equity approach, with a view to establishing a more balanced consensus in terms of the bases for well-being: State-market-family-community. A central part of this consensus is to acknowledge that motherhood and raising children is a social responsibility and that the costs should not be borne exclusively by women. The aim is to formulate

conciliatory citizenship policies in the framework of different types of State and welfare systems and to assess existing incentives for women to work in equal conditions and the incentives for them to remain in domestic (especially maternal) care activities (Draibe and Riesco, 2006). This will call for the design of public policies and corporate social responsibility policies as well as efforts to bring about legislative changes in production and labour organization.

These new policies and programmes should be rolled out in three directions (Arriagada, 2005). The first corresponds to the organization of work time (flexitime, part-time work, job-sharing, compressed work schedule, shorter working day, annual hours contracts, flexibility, teleworking over the Internet, etc.); the second relates to the organization of family time (supporting family and domestic needs by providing more day-care centres and nursery schools for pre-school children, social security and home assistance to care for the infirm; parental leave when children are born or fall ill; and other measures to help men and women fulfil their responsibilities or leave the workplace in a family emergency; and the third direction concerns timesaving in caring and support for domestic chores (services implemented or partly or fully subsidized by the State, companies and workers themselves, such as: day-care centres and nurseries within or outside the workplace; care services for dependent older people; reserved places in nearby colleges or other domestic services (shopping, transport, restaurants, sports centres, etc.).

## B. Regulatory framework, reforms and legislative changes regarding families in Latin America

A new regulatory framework has gradually been established for domestic family law to incorporate international guidelines on human rights. Latin American countries are making progress towards eliminating the use of discretionary criteria in family matters. Within national legislation, the status of the family has been transformed through reforms of family codes and specific social legislation. Also, family members (women, children, adolescents and older adults) are beginning to be protected by specific legislation aimed at reducing domestic and family violence. Very few countries have laws on reconciling family life and non-domestic work. Recent changes to legislation in Latin American countries are therefore a reflection of two simultaneous processes: (i) they are raising the profile of family violence and family care as public issues; and (ii) they are pushing back the boundaries of State intervention in what has traditionally been considered the private sphere of the family.

### 1. Eliminating the use of discretionary criteria in family matters

Latin American countries are gradually working towards eliminating the use of discretionary criteria in family matters (Acosta, 2005). For a long time, families were a private area in which the State could not intervene, and there was no appropriate regulatory framework for the changes under way within families. Within national

legislation, the status of the family has been transformed through reforms of family codes and specific social legislation. Also, family members (women, children, older adults) are beginning to be protected by specific legislation (see table IV.2 and the table IV.5 in the annex).

In several countries, the constitution recognizes the family and its members as being rights-holders. In Brazil, the importance of the family is recognized by the Constitution of The Federative Republic of

Brazil (1988), known as the Citizens' Constitution, which refers to the family as the basis of society and provides special State protection for the family. Also, the Statutory Law of Social Welfare transformed social welfare into a public policy in the area of social security and provides a social safety net. The maternal role is a major part of the national social welfare policy, which establishes that families' independence and access to social rights need to be guaranteed in order to prevent problems and protect and include its members in a relation of social equity (Carvalho Lopes, 2005). In Peru, the family is protected, supported and promoted by general policy within a framework of respect for its rights, recognition of its duties and equal opportunities.

In Chile, the new government intends to implement a social safety net funded up to 2010, to provide for a follow-up to the needs of family members throughout their various life cycles. In Cuba, discussions are currently under way on the proposed amendments to the Family Code, which was initially adopted in 1975 following a broad public debate in all communities and families. The Dominican Republic is currently drafting a family

code and in Peru, legislative reforms implemented in recent years have been geared towards the implementation of the national family support plan 2004–2011, supported by the family reinforcement act. It is interesting to note that Honduras reported no legislative reforms on family matters in the last five years.

In Colombia, the 1991 Constitution enshrines the primacy of inalienable human rights; the protection of the family as a basic social institution; and the promotion of equal rights and opportunities for men and women and special support for pregnant women and female heads of household. Colombia's political constitution therefore establishes the State's obligation to provide integral protection to the family. It also stipulates that all children, regardless of whether they are born inside or outside marriage, adopted, biological or artificially conceived, shall have equal rights and duties. The law also regulates responsible parenting. A partner has the right to make a free and responsible decision on the number of children and must support and educate them while they are young or disabled. The law also establishes the primacy of the fundamental rights of boys, girls and adolescents.

Table IV.2

LATIN AMERICA (12 COUNTRIES): MAIN ISSUES CONSIDERED IN REFORMS, 2000–2006												
Issues	Argentina	Bolivia	Brazil	Chile	Colombia	Costa Rica	Cuba	Dominican Republic	Ecuador	El Salvador	Peru	Uruguay
National reforms												
Constitutional reforms		X										
Reform of family codes		X					X <sup>a</sup>	X <sup>a</sup>				
Social welfare			X		X							
Social security systems								X				
General health act (national health insurance)			X					X				
National education			X				X					
Priority for female heads of household					X							
Law to strengthen families											X	
Information systems (birth records)		X						X				

Table IV.2 (concluded)

LATIN AMERICA (12 COUNTRIES): MAIN ISSUES CONSIDERED IN REFORMS, 2000–2006												
Issues	Argentina	Bolivia	Brazil	Chile	Colombia	Costa Rica	Cuba	Dominican Republic	Ecuador	El Salvador	Peru	Uruguay
Family care and rights of family members												
Maternity leave	X			X		X	X		X	X		X
Child-care facilities	X			X	X	X			X	X		X
Disabled					X		X					
Ageing and older adults			X		X			X				
Children's and adolescents' rights			X		X		X	X				
Regulation of cohabitation and common-law marriage					X							
Divorce law				X								
Family courts				X								
Smuggling of migrants and trafficking in persons								X				
Legislation on domestic and family violence												
Sexual and other abuse of children		X		X	X			X			X	
Sexual harassment	X			X		X			X	X		X
Family violence		X		X	X			X			X	
Legislation on reconciling work and family												
Maternity rights	X			X		X			X	X		
Paid maternity leave	X			X		X			X			X
Paternity leave	X <sup>a</sup>				X	X <sup>a</sup>	X					
Prohibition of dangerous work during pregnancy				X		X			X	X		X
Quota law									X			
Property of female head of household					X							
Business development for women and employment				X	X							

**Source:** Economic Commission for Latin America and the Caribbean on the basis of the countries' responses to the ECLAC survey on policies and programmes for families, and L. Pautassi, E. Faur and N. Gherardi, "Legislación laboral y género en América Latina: avances y omisiones", Políticas hacia las familias, protección e inclusión social, *Seminarios y conferencias series*, No. 46 (LC/L.2373-P), Irma Arriagada (ed.), Santiago, Chile, Economic Commission for Latin America and the Caribbean, 2005. United Nations publication, Sales No. S.05.II.G.118.

<sup>a</sup> Draft legislation.

In short, the idea of social welfare is giving way to a wider concept of rights-based social protection. Despite this gradual progress, however, countries are far from making entitlement to these rights effective.

To make these rights enforceable and applicable, resources need to be increased and public capacity and institutions made more efficient.

## 2. Recent legislative changes

The information from the survey on policies and programmes for families in Latin America shows up at least four trends in the legislation that has come into force in the past five years: constitutional changes; legislative changes relating to the care of various family members, legislation on domestic and family violence and reconciling family life and non-domestic work (see tables IV.2 and annex IV.6). Public policies that seek to resolve the tension between working and caring attempt to balance three elements: time for caring, money for caring and childcare services (Ellingstaeter, 1999, p. 41).

### (a) Constitutional changes

General constitutional reforms were implemented in the area of social welfare (Brazil and Colombia), social security (Colombia and the Dominican Republic) and health (health insurance in Brazil and the national health act in the Dominican Republic). Only three countries (Argentina, Colombia and Dominican Republic,) mentioned initiatives aimed at mainstreaming gender issues in State institutions, although some initiatives may lack an overall legislative framework and operate only on an institutional level or limit the gender issue to a specific sector. Legislative changes were also introduced in education (Brazil and Cuba) and in information and birth registration systems (Bolivia and the Dominican Republic). Lastly, the Dominican Republic also implemented reforms on trafficking of migrants and people in general.

### (b) Legislative changes relating to the care of family members

Current legislative changes concerning family care are just beginning to distinguish caring from domestic work in terms of family policies. There is

growing concern about who should care for dependents (children, older adults and the disabled) within families.

Examples include traditional maternity benefits such as child allowances, maternity leave, measures to facilitate breastfeeding. Many of these issues affect linkages between the productive and reproductive spheres, but not all have a direct effect on women's entry into the labour market being compatible with their reproductive role. Analysis of legislation brings to light two interesting phenomena. First, measures are concentrated on pregnancy, birth and breastfeeding, while measures relating to childcare in other stages of the life cycle are few and far between. Second, provisions on parental leave and day-care and other childcare facilities are almost exclusively designed for the rights of women (in their double role as mothers and workers) and hardly ever refer to men. Maternity leave begins weeks before the birth date, with a minimum total maternity leave of 12 weeks in Argentina, Ecuador, El Salvador and Uruguay. Maternity leave is longer in Costa Rica (four months) and in Chile (18 weeks) (Pautassi, Faur and Gherardi, 2005).

The provision of services for the care of children, dependent older adults and the sick –both at the individual and institutional levels– is a little-developed field in Latin America. In terms of childcare, there are national differences in arrangements for day-care and nursery facilities. In Argentina, Chile and Ecuador, the law obliges employers to provide childcare facilities based on the number of workers. There is no such rule in El Salvador and Uruguay, although the former does have relevant targeted programmes (Pautassi, Faur and Gherardi, 2005). In Costa Rica, there is a law that regulates the use of day-care centres and, in Colombia, detained mothers have the right to day-care centres and receive special support in terms of house arrest.



Another key issue in family care relates to measures promoting assistance for the disabled (Brazil, Colombia and Cuba). In 2004, Cuba implemented a special care programme for families of physically, mentally or sensorially disabled children or adults and legislation was passed providing for the State to pay the salary of people who care for older people and mothers of disabled children who have to leave their jobs, all of which is a demonstration of how domestic work is valued in that country. In Colombia, vulnerable groups are protected by a law stipulating that any penalty will be increased by up to three quarters if physical or psychological abuse is inflicted upon children, women, older adults, physically or sensorially disabled people or individuals unable to defend themselves. In Brazil, this concern is dealt with in the programme for people with impairments (Carvalho Lopes, 2005).

As for legislation to protect older adults, amendments have been introduced in the area of social security (Brazil) and violence (Colombia) and in the form of an Ageing Act in the Dominican Republic. With regard to the protection of the rights of boys, girls and adolescents, legislative changes were recently introduced in Brazil, Colombia and the Dominican Republic.

### **(c) Legislative changes relating to domestic and family violence**

Some changes have been introduced in the area of interpersonal relationships within families through the protection of the human rights of family members. In terms of citizenship and rights, these measures relate to domestic and family violence (Bolivia, Chile, Colombia, Dominican Republic and Peru). In 2005, Chile amended the family violence act that classified violence against women, domestic and family violence as a misdemeanour and replaced it with another act that criminalizes such violence, and that also establishes 60 family courts set up to seek conciliatory solutions and compromises, with a view to reducing the time and costs for those involved and increasing the participation of parties

in the resolution of conflicts. Changes were also made in the area of sexual abuse and child abuse (Bolivia, Chile, Colombia and the Dominican Republic) and the recognition of the rights of children and adolescents.

In criminal law, offences against honour have been replaced by offences against integrity and sexual freedom. At present, rape is an offence inside or outside the family, and rape remains an offence even if the perpetrator marries the victim in an attempt to repair the damage to the family honour. Infanticide is not mitigated if committed by the mother or a member of the immediate family when the birth of the child is perceived to offend honour. Also, adultery has been decriminalized, mainly because the law provided for stronger sanctions against women than against men (Acosta, 2005).

However, although the State is beginning to take a hand in extreme situations, there are still legal gaps that hamper progress in terms of family violence. In cases where the family ceases to be a safe place for its members, the State tends to intervene through regulations that are different for women and children. Every effort is made to keep children in the home as they may only be taken out of the family with a court order. There is also a resistance to criminalizing family abandonment (mainly applicable to men who abandon their children).

Special mention should be made of sexual harassment, which is only explicitly referred to in the legislation of Chile, Costa Rica, El Salvador (in the penal code) and Uruguay. In Argentina, current regulations refer only to public-sector employment and are couched in terms of "psychological or other coercion". In other countries, this area is covered by expressions such as injurious behaviour on the part of the employer (Ecuador) or guarantees for the respect of workers where this might affect their privacy, private life or honour (Chile). This shows that not all countries in the region have managed to include appropriate legislation on sexual harassment (Pautassi, Faur and Gherardi, 2005).

#### **(d) Changes aimed at reconciling family life and non-domestic work**

A fourth recent trend observed in the region's legislation is a tendency towards reconciling family life and work outside the home. These measures attempt to indirectly or directly regulate the distribution of family roles, such as parental leave following birth and during nursing. This also includes legislation that attempts to reduce inequality in women's citizenship, reflected in the lack of recognition given to the economic value of domestic work and the problems women face in accessing employment, property and credit.

During pregnancy, there are two types of instruments that may be adopted to ensure that pregnant women remain in the labour market. One is to ensure that they are protected from being unfairly dismissed (maternity rights) and the other is the prohibition from carrying out tasks that may affect the pregnancy (which has often been the cause of discrimination against women in terms of employment).

These maternity rights exist in Argentina, Chile, Costa Rica, Ecuador, El Salvador and Uruguay. In Argentina, protection against dismissal lasts for seven and a half months following the birth, and there is a rule that protects female workers who get married. In Chile, women have this right during pregnancy and up to one year after the end of their maternity leave (15 months after giving birth), and this is supplemented by a law that makes it illegal to request a pregnancy test from a woman beginning a job. In Costa Rica, maternity rights apply until the end of the breastfeeding period (no duration specified). In Ecuador this period runs until the end of maternity leave (one year). In El Salvador and Uruguay, protection continues until the end of the

post-natal period, although in Uruguay there is no indication as to how long this should be (Pautassi, Faur and Gherardi, 2005). In Cuba, the maternity law was amended in 2001 to grant mothers maternity leave on 60% of pay from 12 weeks after the birth until the baby turns one. In Ecuador, maternity rights do not apply to domestic workers.

In several countries (Argentina, Chile, Costa Rica, Ecuador and Uruguay), maternity leave is in addition to wages received by the worker. In El Salvador, pregnant workers receive only 75% of their wages, with this being paid by the employer and not by social security. In terms of the States' financial commitment to protect these regulations, the Government of Costa Rica pays 50% of the maternity allowance through the Social Security Fund (Pautassi, Faur and Gherardi, 2005).

As far as paternity leave is concerned, there are few incentives for fathers to look after their children. Argentina and Costa Rica are discussing bills that aim to establish paternity leave of 15 days for fathers of adopted or newborn children. In Chile, paternity leave is only four days, but if the mother dies then the parental leave and protection against dismissal are passed on to the father. The law also grants the father or mother special leave during the child's first year of life in the event of serious illness. Paternity leave is three days in Brazil and only two in Paraguay. In 2003, Cuba adopted the decree-law on worker maternity, which authorizes paternal leave at the end of the breastfeeding period. The basis for calculating the financial allowance also changed: the father or mother of a physically or mentally disabled child may take two years' unpaid leave. In Uruguay, the leave is for only three days for public-sector workers or six consecutive weeks for salaried workers who adopt children.



The second type of instrument for regulating labour relations during pregnancy is the banning of any tasks that may affect how the pregnancy develops. This provision only exists in Chile, El Salvador and Uruguay. In Costa Rica, this rule is applied to all female workers (regardless of whether they are pregnant) and has often been considered a barrier to the economic participation of women.

In many countries in the region, there are strong tensions between welfare measures and protective

measures, between egalitarian provisions and those that entrench barriers to gender equality and between measures for the care of dependents and those regarding domestic work. However, legal progress is being made in terms of the protection of the rights of children, adolescents and women who suffer abuse in their homes. There is some concern (albeit to a lesser extent) over the care of sick and dependent older adults. In addition, there are the first signs of interest in adopting legislation on reconciling family life and work.

## C. Public institutions responsible for family matters

Many countries lack government institutions for family matters with the sufficient funding, human resources and authority to tackle the problems faced by families. The absence of bodies to oversee family issues in a cross-cutting way throughout the various government bodies leads to a lack of coordination and duplication in family programmes. In some countries, however, there is a move towards networking to coordinate family policies and programmes. Although this development promises to be beneficial in terms of the coverage, relevance, quality and sustainability of measures, there are major difficulties when it comes to implementation. According to the authorities, poverty remains one of the main problems faced by families in Latin America, along with family violence and the breakdown of the family unit in the wake of migration and forced displacement. Another concern is the demographic changes affecting families, particularly the ageing of the population and the problems of caring for older people that are aggravated by limited access to basic services.

A review of family-based policies and programmes indicates that there is no integral notion of the family, no up-to-date analysis of the needs of its members and no network of services to provide the family with adequate social protection. Governmental measures are usually

fragmentary, in the sense that they are targeted at certain groups or sectors with no comprehensive notion of the family. Although such partitioning of measures is part and parcel of implementation, it often leads to actions that are contradictory, thinly spread or of low social impact.

# 1. Public institutions in charge of family matters: perception of problems and networking to tackle them

## (a) Public institutions in charge of family matters

In Latin America, there is a huge variety of social institutions responsible for designing and

implementing policies for families: ministries for the family, secretariats, departments and councils attached to various bodies, foundations and institutes linked to the office of the first lady, independent organizations or even a complete lack of any specific institution (see table IV.3). There are also differences in the concept of family from the viewpoint of the relevant government entities and all other State institutions.

Table IV.3

LATIN AMERICA (18 COUNTRIES): FEATURES OF FAMILY INSTITUTIONS				
Country	Institution	Created	Institutional status	Answers to
Argentina	National Council for Childhood, Adolescence and the Family	1989	National Council	Ministry of Social Development, Office of the President of the Republic
Bolivia	Ministry for Development Planning	1997	Attached to Ministry for Development Planning	Office of the President of the Republic
Brazil	Secretary of State for Human Rights	1997	Secretary of State	Office of the President of the Republic
Chile	Foundation for the Family	1990	Foundation	Office of the President of the Republic, Social and Cultural Affairs
Colombia	Colombian Family Welfare Institute (ICBF)	1968	Institute	Ministry of Health
Costa Rica	National Institute of Women (INAMU)	1994	Institute	Independent
Cuba	Federation of Cuban Women (FMC)	1960	Federation	National Committee
Dominican Republic	National Population and Family Council	1968	Council	Secretariat of State for Public Health and Social Welfare (SESPAS)
Ecuador	National Institute for Children and the Family (INNFA)	...	Institute headed by First Lady	Office of the President of the Republic
El Salvador	National Secretariat of Family Affairs (SNF)	1989	State Secretariat	Office of the President of the Republic
Guatemala	Secretariat for Family Affairs (merging of the Secretariat of Social Works of the First Lady of Guatemala (SOSEP) and the Presidential Secretariat for Social Welfare)	2005	State Secretariat	Office of the President of the Republic
Honduras	Honduran Institute for Children and the Family (IHNFA)	...	Institute	Independent
Mexico <sup>a</sup>	National System for Integral Family Development (DIF)	1997	Public body	Secretariat for Social Development (SEDESOL)
Nicaragua	Ministry for Family Affairs (MIFAMILIA)	1998	Ministry	Office of the President of the Republic
Panama	Ministry for Social Development	1998/2005	Ministry	Office of the President of the Republic
Peru	Office of the Family and the Community	1974/1996	Ministry for Women and Social Development (MIMDES)	Office of the President of the Republic
Uruguay <sup>b</sup>	National Institute for Family and Women's Affairs	1992	National institute	Ministry of Education and Culture
Venezuela (Bol. Rep. of)	National Autonomous Service for Comprehensive Child and Family Care (SENIFA)	...	Independent	Ministry of Health and Social Development

Source: Economic Commission for Latin America and the Caribbean (ECLAC), on the basis of information from each office.

<sup>a</sup> In 2001, the system was moved from the Secretariat for Health to the Secretariat for Social Development.

<sup>b</sup> Until 2005, family affairs came under the National Institute for Family and Women's Affairs, which was attached to the Ministry of Education. With the change of government however, the Institute was renamed Institute for Women and now answers to the Ministry for Social Development (with no

In some countries of the region, agencies responsible for developing and coordinating family policies have disappeared. Despite the profound changes in family structure and functions and the wide range of types of family that would require differential treatment from the institutions created to support them, not many of the region's countries have specific bodies designed to formulate, link and consolidate integral public policies for families.

Family matters are still implicitly or explicitly associated with women's or gender issues. In several countries, the agency responsible for family matters is also in charge of women's and children's issues, thereby reinforcing the model of the family based around the mother-children combination and ignoring the father's existence. Although almost a third of households in the region are headed by women (mostly in the absence of a father), the aforementioned model does not fit in with other sectoral policies targeting mainly men (fathers and heads of household).

A general overview reveals that the ministries and offices responsible for family matters have different notions of social development, families and gender equity compared with other government officials. This results in discrepancies between discourse and bureaucratic practices and hampers the implementation of policies and programmes. There are also differences between conventional approaches to family matters by sectoral agencies (such as ministries of health and housing) and the less traditional approaches of new State entities working in the area of gender and family. Even these new bodies are sometimes ambivalent and contradictory in terms of the importance attached to family issues or unequal gender relations, a phenomenon that is even more common when separate bodies are responsible for the two areas. The tension between entities responsible for gender issues and those in charge of family matters has resulted in a strengthening of the former to the detriment of the latter (Arriagada, 2006).

The work of various agencies and bodies therefore overlaps, with no coordinated service provision for family members with acute needs. This increases inefficiency in the use of scarce resources as family members are considered as isolated individuals who must be helped (children, female heads of household, the poor, etc.). This shows that it is not family type but family functions that need to be strengthened by appropriate policies. Different ways of supporting family functions have been devised, and each country needs to adopt them in accordance with their own appraisal of the situation of their families, the coverage and quality of their services, the relative emphasis on prevention or dealing with problems detected, among other aspects (Arriagada, 1998). It therefore seems of vital importance for countries to have a centralized coordinating body for policies targeting families and their members.

## **(b) Networking**

In many Latin American countries, bodies responsible for family policies work with other ministries and social services, mainly those in the areas of health, education, housing, employment and justice. In Chile, for instance, the bulk of actions targeting families are coordinated through the National Children's Service (SENAME), the National Women's Service (SERNAM) and the Ministry of Justice. Other measures are coordinated by the Foundation for the Family. In Bolivia, ombudsmen for children and adolescents and integral family services work with ministries, prefectures and municipalities. The Programme to Strengthen the Family is conducted in coordination with the foundation of the Social Services Department (SEDEGES), parent associations and school boards. In Mexico, all programmes are coordinated by the National System for Integral Family Development. In the Dominican Republic, networking for implementing programmes involves, *inter alia*, the following sectoral institutions: the Secretariat of State for Public Health and Social

Assistance (SESPAS), the Secretariat of State for Education (SEE), the Presidential Council on HIV/AIDS (COPRESIDA), the Social Cabinet, the National Technical and Professional Training Institute (INFOTEP), the Civil Society Consultative Council (CCSC) and the Central Electoral Board (JCE).

In Cuba, national programmes and measures involving the family are planned and implemented through many institutions: the Ministry of Public Health, the Ministry of Education, the Ministry of Labour and Social Security, the Ministry of Finance and Prices and the Ministry of Culture; the National Institute of Physical Education and Recreation; the Cuban Institute of Radio and Television; National, Provincial and Municipal People's Assemblies; and the Federation of Cuban Women. The body that monitors and oversees the activities carried out by the various government agencies responsible for the Government's family programmes is the People's National Assembly (Parliament) and the

Commission on Children, Youth and Equality of Rights for Women.

In all countries, family institutions coordinate their efforts with non-governmental organizations (NGOs) (especially those that work to combat family violence or in the areas of education and training) and with United Nations specialized agencies and general cooperation bodies (see table IV.4). In Colombia, although all programmes are coordinated by government agencies (the main example being the Families in Action Programme coordinated by the Presidential Agency for Social Action and International Cooperation), other programmes are implemented in coordination with national and local NGOs (National Political Plan ("Make Peace"), Food Security Network (RESA) and assistance for families from ethnic minorities) or involve other international NGOs or local bodies such as the National Plan for Aid to Persons Displaced by Violence and the Aid Programme for Families in Emergency Situations.

Table IV.4

LATIN AMERICA (7 COUNTRIES): INSTITUTIONS THAT COORDINATE POLICIES TARGETING FAMILIES						
Country	Ministries or under secretariats for family matters	Non-governmental organizations	Foundations	Combination	Province-level coordination	Other
Bolivia		X	X			
Chile	X		X			
Colombia						
Cuba	X <sup>a</sup>				X	X
Dominican Republic	X	X	X	X		
Honduras	X					
Peru	X	X				

**Source:** Economic Commission for Latin America and the Caribbean, on the basis of replies to the ECLAC survey on policies and programmes for families in Latin America (2006).

<sup>a</sup> In Cuba, the coordinating institution is the Federation of Cuban Women.

In Peru, programmes such as the Supplementary Meal Programme, Programme for Mother and Child Health, Education and Preventive Nutrition, "Together" programme are coordinated by the following institutions: Ministries for Women, Health and Education, local governments and some NGOs such as the National Conference on Social Development (CONADES), Care International, Caritas Internationalis (International Confederation of Catholic Charities), Projects in Information Technology, Health, Medicine and Agriculture (PRISMA), Adventist Development and Relief Agency International (ADRA) and the Adventist Philanthropic and Social Action Works (OFASA).

Entities that work with families cite the following advantages of such cooperation: optimization of the use of resources, increased legitimacy for their work and greater coverage, timeliness, quality and sustainability of their activities. According to the Governments that replied to the survey, networking provides an integral approach to measures targeting families, increases the commitment of institutions and teamwork and raises the level of political will within various institutions. Another advantage is increased coverage for vulnerable groups so that their basic needs can be met by providing food, health, nutrition and education in a complementary way. Institutional networks also enable access to various sources of financing.

The main disadvantages of networking mentioned were coordination problems due to the internal rules and structures of organizations, different approaches and care models and information systems that do not

show the amount of resources and services per family. Difficulties such as the increase in bureaucracy, problems in reaching consensus and rivalry among different entities far from facilitate the task of making the right decisions. In some cases, as many as four institutions are responsible for family matters, often working in competition with each other and not always in a coordinated way: family institutions, women/gender entities, offices of the first lady and, more recently, local bodies carrying out programmes in this area (Arriagada, 2006).

### **(c) How authorities perceive the problems facing families**

According to the relevant authorities, one of the main problems of families in Latin America is poverty (Bolivia,<sup>5</sup> Colombia, and Honduras) (see table IV.5). Certain phenomena are particular to rural areas of Peru and Colombia.<sup>6</sup> This situation is closely linked to the characteristics of employment in the region. According to ECLAC, although the Latin American growth rate picked up pace from 2004, job creation did not absorb unemployment prior to that. Unemployment therefore remained in double figures as more people entered the workforce for the first time. In addition, employment growth up to 2004 occurred in the informal labour market in terms of low-quality, low-productivity and low-income jobs (Uthoff and Ruedi, 2005). Regional analysis shows two asymmetries. One relates to how the poverty rate rises more in crisis periods than it drops in boom times. This is related to patterns of formal employment, whereby dips during crises are not followed by increases when the economy recovers.

<sup>5</sup> In Bolivia, 21.7% of families nationwide live in indigence, 2.7% face marginality and 24.8% are around the poverty line, which is a trigger factor for family violence (survey of Bolivia, 2006).

<sup>6</sup> In Colombia, 62.2% of the population is poor and 27.5% live in extreme poverty. This means that the country has approximately 22 million people living in poverty, of whom 7.4 million are indigents (survey of Colombia, 2006).

Table IV.5

LATIN AMERICA (7 COUNTRIES): MAIN PROBLEMS FACED BY FAMILIES, ACCORDING TO THE RELEVANT AUTHORITIES			
Country	Three main family problems		
	Main problem	Second problem	Third problem
Bolivia	Economic difficulties	Family break-up	Family violence
Chile	Childcare for working mothers	Family violence	Care of older adults
Colombia	Poverty	Forced displacement	Family violence
Cuba	Limited materials to build and repair housing	Limited household support services	Ageing of the population
Dominican Republic	Family violence	Family break-ups due to separation or divorce	Family break-ups due to migration
Honduras	Extreme poverty	Family break-up	Social problems within the home
Peru	High percentage of rural families whose income is insufficient	Lack of knowledge or information on health and nutrition	Prevalence of family violence

**Source:** Economic Commission for Latin America and the Caribbean (ECLAC) on the basis of replies to the ECLAC survey on policies and programmes for families in Latin America (2006).

The survey also showed an increase in family violence (Bolivia, Chile, Colombia,<sup>7</sup> Dominican Republic, Honduras and Peru), which has become a public health issue variously classified by the law as: physical abuse; psychological abuse; sexual abuse; neglect and abandonment; and economic violence (see table IV.2 and annex IV.5). Recent research based on the demographic and health surveys (2000) conducted in around nine countries (including Colombia, Dominican Republic, Haiti, Nicaragua and Peru) confirms that most violence is perpetrated against women, that violence is not usually reciprocal, that domestic violence occurs in all its forms (physical, sexual, psychological) and that it is a serious danger to the health and well-being of women and their children (Kishor and Johnson, 2004). Furthermore, women subjected to domestic violence were more likely to have been married more than once (among separated and divorced women). This is not surprising, given that such violence is a major cause of divorce and separation. Similarly, there was a higher incidence of violence among

women who had married young and had several children and among women who were older than their husbands. In all countries studied, there is a positive relationship between violence against women and alcoholic husbands and a family history of domestic violence among parents. With reference to the multiple causality of family violence, ECLAC has stressed how poverty interlinks with domestic violence and the need to improve indicators for measuring and assessing policies aimed at reducing domestic violence (ECLAC, 2004c).

A third trend observed is the break-up of families (Bolivia, Colombia, Honduras, Dominican Republic) sometimes due to migration, especially among women (Peru). In Colombia, the phenomenon is linked to forced internal displacement. According to Colombia's unified record system, 402,944 households are displaced. This means a total of 1,784,626 displaced people,<sup>8</sup> 35.9% of whom are under the age of 18.

<sup>7</sup> In Colombia, cases of child abuse reported to the Colombian Family Welfare Institute can be broken down as follows. For physical abuse, there were 13,261 cases in 2003, 13,685 in 2004 and 20,211 in 2005 (i.e. an increase of 52% between 2003 and 2005). As for psychological abuse, there were 2,496 cases reported in 2003, 2,994 in 2004 and 4,090 in 2005 (i.e. an increase of 64%). As far as sexual abuse is concerned, 1,451 cases were reported in 2003, 2,182 in 2004 and 3,301 in 2005 (i.e. an increase of 127%).

<sup>8</sup> Unified record system for displaced population (Social Action, the Office of the President).



Concern was also registered about demographic changes affecting the family, especially population ageing and the problems of caring for the elderly (Chile and Cuba). Studies show that as many as 20% or even 30% of households include at least one older adult. At the end of the past century, one in four households included an older person (ECLAC, 2002b) and there was a significant link between the number of households with older people and the number of older people overall, which is a key indicator of population ageing. According to ECLAC, in 1997 in urban households, 8 in 10 older persons lived in multigenerational homes according to 1990 censuses (and at least 2 in 3 according to household surveys). According to the Surveys on Health, Well-Being, and Aging in Latin America and the Caribbean (SABE), a high percentage of older people (between 40% and 65%) live with their children, with even higher percentages recorded in capital cities such as Havana, Mexico City, Santiago, Buenos Aires and Montevideo.

The increase in the number of older adults in the family poses new problems for social policies, such as covering higher social security costs, providing more retirement pensions and developing suitable care facilities for older adults and geriatric and gerontology specializations. In other words, guaranteeing access to material resources and services.<sup>9</sup> There is also a social duty to integrate older people into the community and value their active role in the family.

Other countries describe as insufficient the social services provided nationally: home help and health

services, communication and information services (Peru), childcare services and services for older adults living with family (Chile and Cuba).

Country replies show that the aforementioned sociodemographic changes mainly affect poor and extremely poor families (Bolivia, Chile, Colombia, Dominican Republic, Honduras and Peru). In the Dominican Republic, the greater impact on the poor is attributable to the predominance of consensual unions, which makes for more fragile relationships in this social stratum. In Colombia, although problems of forced displacement affect the general population, they are more common in rural areas and among ethnic minorities.

In most countries, all these problems tend to impact higher income families less as they are in a better position to tackle economic and social adversity (Peru) and have better control mechanisms (medical, psychological and psychiatric) (Honduras). Chile was the only country to state that family violence affects non-poor groups to a greater extent.

In Cuba, these problems started with the economic crisis in 1990, which in turn was prompted by the economic embargo and measures such as restricting recipients of remittances and parcels to the immediate family of Cubans resident in the United States and reducing the visits the latter could make to Cuba from once a year to once every three years (and then only for immediate family).<sup>10</sup>

<sup>9</sup> In Chile, discussions are under way on reforming the pension and health systems.

<sup>10</sup> A study carried out in Havana on the socioeconomic and demographic characteristics of families showed that the main feature of vulnerable families was the heavy demographic burden posed by the presence of children and older adults or the fact that all family members were elderly or chronically ill. These families tend to have a higher proportion of people carrying out domestic work. Such families also have the highest concentration of unemployed people, and those that do work receive low wages. They also have inferior living conditions, especially in terms of housing, which also has implications for family instability (survey of Cuba, 2006).



## 2. Policies and programmes for families in Latin America

### (a) Various family policy and programme approaches

As a result of the profound changes in social, family and labour relations, the family is a locus for social policy intervention that makes it very complex for countries to formulate a social agenda. As with gender policies, family policies come up against the stumbling block of the high sensitivity-value of issues relating to families. This is an obstacle to the first step in designing public policy –identifying the issue to be resolved– and manifests itself in a lack of analysis of how families actually function.

Several typologies have been designed to make sense of the maze of programmes and measures targeting family members. The typology put forward by Goldani (2005) stresses the level of inclusiveness of family policies by making a distinction between family policies, policies relating to the family and public policies targeting the family.

One way of classifying family policies in the region is to distinguish between those that are for families –all the measures that impact indirectly on this social unit by operating from sectoral spheres– and focused measures that operate on the family nucleus as a whole or that tailor care to individual family members (see annex IV.7).

The survey results point to the coexistence of various approaches to family policies. First, although some countries have attempted to mainstream gender equality, few have tried to mainstream the issue of the family. This shows that there is still no integral notion of the family or of the welfare requirements of the family unit or its members.

### (i) Policies and programmes targeting specific family groups

#### *Conditional transfers for poor families*

The first type of family policy is based around programmes targeting poor families. In countries such as Brazil and Mexico, this involves a high proportion of families. The social programmes are intended for vulnerable groups, with the family as the focus of intervention. Here are a few examples: Families for Social inclusion (2006) in Argentina; the Bolsa Familia household grants programme (1995–2003) in Brazil; Chile Solidarity (2002) in Chile; Families in Action (2001) in Colombia; Solidarity Network (2005) in El Salvador; Family Allowance Programme (PRAF) (1990) in Honduras; "Opportunities" Human Development Programme (formerly Progresá) (1997) in Mexico; and the "My Family" Social Protection Network (2000) in Nicaragua (see annex IV.6).

In Argentina, the Families for Social Inclusion programme began life in March 2006 as a key part of the social protection strategy adopted by the Government. The overall objective is to reduce the intergenerational transmission of poverty by expanding and strengthening a programme of targeted subsidies for the poorest families. The specific aims are: implementing and strengthening the programme so that conditional monetary transfers can be efficiently and effectively granted to all eligible families; capacity-building to enable the recipient families to access social services with a view to strengthening their human, social and family capital; and reinforcing and consolidating the programme's management capacity. At an estimated cost of US\$ 2 billion, the programme will be implemented in two phases over some seven years, and will be coordinated by the social income department of the Ministry of Social Development.

In Brazil, the Family Grants programme is a government priority and is coordinated by the Ministry for Social Development. The programme aims to guarantee permanent access to quality food and preserve the family nucleus and family values. This conditional income transfer programme is the lynchpin of social policies in Brazil. Financial allowances are granted to families with a monthly per capita income of up to US\$ 100 in exchange for commitments from the family in terms of their basic social rights in health and education: keeping their children in school and adhering to the family health calendar including vaccinations and periodic visits to basic health centres and check-ups for pregnant and breastfeeding women. The programme coordinates intersectoral policies geared towards social inclusion in areas such as literacy and food and nutrition security (Carvalho Lopes, 2005).

Chile also has psychosocial intervention strategies offering support to extremely poor families, in particular the Bridge Programme organized as part of Chile Solidarity. This programme is aimed at generating income above the indigence line so that families can activate the skills they need to participate in local networks. The basic concept of the Bridge Programme is that a family receives help from a professional helps (family support) to establish a personal relationship with the network of basic municipal and State services. Visits are carried out to the family home, with the frequency gradually decreasing over the two years that the programme works with each family. Family support is provided in six areas relating to quality of life: identification and vital records, health, education, family dynamics, liveability, work and income. Also, 53 indicators or requirements have been established as minimum standards of programme satisfaction including: an identity card for all family members, family registration with the Primary Healthcare Service, school attendance for children up to the age of 15, equitable distribution of domestic chores, a bed and basic facilities for each family member and registration with the Municipal Labour Information Office for any unemployed members of the family.

In Mexico's social policy, the family is the pillar of operation for social programmes. The main example is the Opportunities Programme, which selects those eligible according to technical criteria based on poverty indicators. The Programme's action lines are geared towards education, health and food. Support is conditional upon the family complying with their responsibilities, which include registering in health centres and showing up for medical appointments, turning up at monthly health talks and certification that children and young people are enrolled in and regularly attend school. Mexico also has programmes for ethnic families, such as the programme for out-of-school under-fives at risk, which offers support for children with some degree of undernutrition living in indigenous communities rural areas or marginalized urban areas. These measures are supplemented with resources for emergency situations (priority feeding and cookers in the event of disasters), and this is also the case with emergency assistance programmes in Brazil, Dominican Republic and Peru. In Brazil, there is a water-tank programme that supports the construction of water tanks for periods of drought and also provides health information. (Carvalho Lopes, 2005).

In Colombia, the Families in Action programme targets poor families classified as level 1 in the National Information System on Social Programme Beneficiaries (SISBEN) and grants a food subsidy for children under seven and a school subsidy for children between 7 and 18. All benefits are conditional upon the families' keeping to the commitments undertaken. Colombia has one of the widest ranges of programmes for various groups of families. The Forest-Ranger Families programme (Familias Guardabosques) supports peasant, indigenous or Afro-Colombian families living in environmentally important ecosystems that are either under threat or used for illicit crops. The programme offers families a monetary income and technical support (in social, productive and environmental activities) over a period of time so that they can undertake productive projects,

improve their organization and increase their participation in democracy. Also in Colombia, the programme for strengthening dispersed rural families promotes improvements in: the quality of family relations, school performance, a sense of belonging and territorial settlement and the use of rural practices and customs. Another focus of family policies in Colombia is humanitarian emergency aid and recovery assistance for families affected by natural disasters. This takes the form of food aid, psychosocial care and inclusion in existing municipal programmes suited to the situation in question.

### ***Policies geared towards protection from family violence***

Almost all countries (Bolivia, Chile, Colombia, Cuba, Dominican Republic, Honduras and Peru) are implementing programmes involving prevention and medical and legal assistance to protect victims' rights. In Bolivia, there is the National Public Policy Plan for Women's Rights (which establishes care standards for sexual violence) and the National Plan to combat Commercial Sexual Violence, which involves projects aimed at strengthening families, prevention measures and reestablishment of rights and the setting up of ombudsmen for children and adolescents.

In Chile, protection from family violence for children and mothers is channelled through the family courts, although these have collapsed under the deluge of proceedings as the number of reports for domestic and family violence almost doubled between 2000 and 2005 (from 53,545 to 96,404 according to police sources).

In Colombia, the national peace building and family coexistence plan "Make Peace" promotes the peaceful resolution of family conflicts and qualifies the provision of services to families and victims of family violence. Between 2003 and 2005, the Colombian Family Welfare Institute (ICBF) reported a 52% increase in the number of reports of

physical child abuse, a 64% increase in cases of psychological abuse and a 127% increase in complaints over sexual abuse. In 2005, the National Institute of Legal Medicine and Forensic Sciences in Colombia prepared 10,170 reports on cases of child abuse and 15,180 reports on sexual offences perpetrated against minors.

Cuba has a National Commission for the prevention of family violence chaired by the Federation of Cuban Women and comprising various bodies, social organizations and research centres. The Commission coordinates a series of activities including training, research, individual victim care and working with the media. At another level, the Federation of Cuban Women runs community programmes through guidance centres for women and family (COMF) that operate in every municipality to offer families free legal, psychological and educational advice. These centres have stepped up the fight for equal rights by organizing education activities and training courses within the community. This women's organization has also always included sexual education, family planning and reproductive health in its community programmes and activities.

In the Dominican Republic, the "No Violence" Programme has been involved in setting up information and crisis intervention areas, prevention campaigns, hostels and "women's friends" teams within the police. In terms of programmes aimed at strengthening self-management within communities, the Dominican Republic carried out actions through the Fund for the Promotion of Community Initiatives (Procomunidad) including the construction of basic services, decentralization of investment, support to local government and technical assistance for the community.

### **(ii) Policies relating to families**

A second group of programmes are implemented by sectoral public agencies that, within their sphere of action, work with issues relevant to families. They

may involve long-term measures such as education, health and employment policies. However, actions aimed at families are often biased by these sectoral viewpoints and involve many fairly unrelated measures, some of which are initially set up by one administration and implemented by another.

## **Health**

Many countries have food assistance programmes (Cuba, Colombia, Dominican Republic, Mexico and Peru) as part of their health services. These programmes have different features depending on the country: food subsidies (Cuba); productive projects so that mainly families vulnerable to displacement can provide their own food and improve their living conditions (Colombia); children's breakfasts and recovery of nutritional status (Colombia and Peru); workshops and promotional material for dissemination of information on hygienic food handling and proper eating habits (Mexico).

In the area of maternal and child health, the region has a series of programmes covering pre- and post-natal care (Chile, Colombia, Cuba, Dominican Republic, Honduras and Peru). As for reproductive health, programmes have been implemented on reproductive rights and family-planning for couples (the latter in Chile, Colombia, Cuba, Dominican Republic and Peru).

Lastly, several governments have attempted to step up actions in primary health care (Argentina, Brazil, Chile, Colombia, Costa Rica, Dominican Republic, El Salvador, Nicaragua, Peru and Uruguay). Special efforts have been made in connection with sexually transmitted diseases (in Argentina, Brazil, Chile, Costa Rica, Dominican Republic, Ecuador, El Salvador, Paraguay, Peru and Uruguay). These programmes include free laboratory testing, diagnosis and treatment, distribution of medicine for HIV/AIDS and syphilis, distribution of condoms and preventive material (ECLAC, 2005a).

Other public health initiatives include national health information systems, which include violence indicators in the Dominican Republic and registration of births in Bolivia.

## **Education**

The action lines for programmes geared towards schools are: violence prevention (Bolivia), schools for parents (Colombia, Cuba, Honduras and Peru), school attendance incentives (Dominican Republic), school breakfasts for pupils in public primary schools (Colombia, Mexico and Dominican Republic) and free primary and university education (Cuba). Cuba also provides a range of education programmes via educational television. In Colombia, family strengthening programmes include a family educator and a school for families where community leaders act as mediators in family conflicts and offer support.

## **Social security**

Certain countries have reorganized their social security systems in order to extend coverage to immediate family members and children (Chile, Peru and Dominican Republic) or have implemented programmes to extend the coverage of family allowances and subsidies (Honduras and Dominican Republic). Some of the main examples are income transfer programmes in Brazil, such as the Continuous Cash Benefit Programme (BPC), which guarantees a minimum monthly wage. This is a non-contributory welfare benefit for poor people aged 65 or over. In the sphere of employment, the Dominican Republic has a programme to promote corporate development.

## **Housing**

In Chile, the main housing access programme is "A neighbourhood for my family", which is aimed at the poorest groups and seeks to offer an alternative to conventional housing programmes. The aim is

that, in addition to a home, homeowner families also receive the tools necessary to become an integrated part of their recently established community and also of the neighbourhood that was already there. The programme includes the chance to access public and private social welfare networks, compete for grant funds, benefit from advice and training on how to improve and maintain housing and common areas and learn from the promotion of the basic rules of community living through new methodology including community mediation and networking. The programme also supports the various stages of integrating the family into their new home: the period prior to moving; moving out; settling into the new home; and beginning life in the community. The programme organizes workshops for individuals, families and the community. The duration of the programme depends on the action plans for each settlement, although the average is estimated to be around five months (Maurás, 2005).

Lastly, Cuba runs a housing programme that offers an attractive payment system to buy homes, which includes a set of home appliances at subsidized prices. There is also an audiovisual programme that includes the installation of solar panels for families living in settlements with no electricity. The Government of Cuba is also trying to increase the number of building programmes to include the construction of 100,000 new homes per year from 2005.

### (iii) Policies and programmes geared towards specific family members

#### **Children**

Many countries have programmes for children that work towards the recognition and enforcement of children's rights (Bolivia, Chile, Colombia, Cuba, Dominican Republic, Honduras and Peru). In the Dominican Republic, the National Council for Childcare Centres (CONDEI) provides hostels and support programmes for abused and exploited minors, and created the network against child abuse.

The Supreme Court created a Department for Childhood, Adolescence and the Family. Other countries such as Honduras and Colombia (hogares Gestores) provide intervention and social protection programmes and foster homes or welfare centres for children at serious risk or in danger.

Other children's programmes include educational ones like the "Educate your child" programme in Cuba, which targets pre-school children who do not attend any educational establishment. In the Dominican Republic, day-care centres have been set up. Other issues that now form part of national agendas are child sex abuse programmes or programmes that protect the rights of children at social risk (Bolivia, Chile, Colombia, Dominican Republic, Honduras and Peru).

#### ***Young people and adolescents***

In most countries, there is a dearth of specific policies geared exclusively towards young people. Most countries describe actions within targeted and universal programmes, which are seldom aimed specifically at the youth population. Some legislation and programmes sometimes treat young people as part of the adult population, while other consider them as children.

Many countries are implementing employment programmes that are often based on qualifications and labour intermediation in an attempt to tackle high levels of unemployment (Bolivia, Chile, Colombia, Costa Rica, Dominican Republic, Guatemala, Mexico, Panama, Peru, and Uruguay).

Education programmes are a second government priority, especially in terms of scholarships and financing for study purposes (Argentina, Chile, Colombia, Costa Rica, Cuba, Dominican Republic, Honduras, and Peru), dissemination of new technologies (Chile, Cuba and Colombia), sex education (Mexico, Nicaragua and Panama), etc. (ECLAC, 2005a)



Countries are also making efforts to increase the range of health services targeted specifically at younger people. In addition to strategies aimed at extending access to health services in almost all countries, other measures implemented aim to resolve problems related to: teenage pregnancy and sexually transmitted diseases (STDs) (Panama); HIV/AIDS (Dominican Republic and Panama); and prevention, support and control of drug addiction (Chile, Colombia, Dominican Republic, Mexico and Nicaragua,). There are also integral health programmes for children and adolescents in Chile, Costa Rica, Cuba, Dominican Republic and Peru, while only Colombia offers mental-health programmes geared towards young people.

Much has also been achieved in the area of information campaigns on the rights and duties of young people and youth legislation (Argentina, Costa Rica, Ecuador and Nicaragua,). These initiatives serve to strengthen youth organizations, provide training for public officials on current legislation and to place youth issues on the political agenda at the sectoral level. Other less well-developed issues include environmental conservation and education (Mexico, Cuba), social peace and projects to combat youth violence (Colombia, El Salvador, Nicaragua and Peru,), legal support for young people (Guatemala and Mexico), ombudsmen for children and young people (Bolivia and Dominican Republic) and prevention and control of the sexual exploitation of children, adolescents and young people.

In terms of youth initiatives, there is a surprising lack of measures targeting young women and especially those who have children at an early age. Only Cuba, among its new revolution programmes, mentions education centres for pregnant adolescents in conflict with the criminal law and comprehensive self-improvement courses for young people who have dropped out from school and who are unemployed (63.4 % of whom are women). Between 2000 and mid-2005, Cuba incorporated more than 6,000

single mothers into the workforce. The Ministry of Labour and Social Security and the Federation of Cuban Women provide orientation to these mothers through social workers they can see at guidance centres for women and family.

## **Women**

Several countries have implemented employment policies that directly benefit women, not only in terms of their entry into the labour market but also in relation to accessing the professional training that will help them find better jobs (Chile, Cuba, Colombia, Dominican Republic and Peru). Since 2000, Cuba has been running its National Employment Programme, which involves specific measures aimed at incorporating women into the labour market and is implemented by the Coordinating Commission for Female Employment. The Commission comprises representatives from the Ministry of Labour and Social Security, the Central Workers' Union and the Federation of Cuban Women. In the Dominican Republic, the programme on access to vocational training targets female heads of household. Similar programmes exist in Chile, Colombia and Peru. The Cuban authorities have also endeavoured to incorporate the gender perspective into teaching and research by creating 25 professorships on women in institutes of higher education and universities.

Other programmes targeting women relate to protection from violence and sexual exploitation (Bolivia and the Dominican Republic) and integral guidance on family and reproductive matters (Cuba and Honduras).

## **Older adults and the disabled**

Only three countries (Chile, Colombia and Cuba) mentioned programmes for older adults. Colombia has two support programmes for older adults living in poverty and indigence that provide an economic subsidy or supplementary food. These

are implemented with the participation of regional agencies, religious organizations, local NGOs and the community. In Cuba, the National Care Programme for Older Adults is geared towards providing health services and offering support to families through day-care facilities for seniors and arranging for older adults who live alone to receive meals from works canteens.

Brazil, Colombia, Cuba and Mexico all have special State care programmes for families with disabled children. In the case of Cuba, the relevant programme pays the wages of the head of household for two years.

An overview of policies and programmes for families shows that most countries do not yet have an integral notion of the family or the welfare requirements of the family unit or of individual family members. Measures implemented by national and local agencies therefore become fragmentary actions targeting population groups with a focus on categories of individuals (women, children, young people, older adults, the disabled) or sectors (housing, employment, health). All this lacks an integrative concept of the family as a collective unit. Although such partitioning of measures is part and parcel of implementation, it implies that the realities and requirements of family groups are not clearly understood and leads to actions that are contradictory and thinly spread. The measures end up being diffuse both in terms of their content and their target population, while experience indicates that the existence of specialized family institutions does not usually guarantee coordination among the agencies implementing social policies or programmes.

Programmes focusing on the family tend to be welfare programmes for groups with various

exclusions. Despite the fact that family policies have been recognized as being an integral and cross-cutting part of social policy, in practice, family policy actually consists of a set of unrelated welfare and emergency measures of fairly low social impact.

In many countries, social policies have moved towards targeting resources at the poorest groups. This creates low-quality programmes that not only stigmatize and discriminate against beneficiaries but also perpetuate poverty. Furthermore, some such programmes place little emphasis on the family group and continue to target women as being solely responsible for family well-being.

In addition, the objectives of targeting and protecting the family, children, young people, older adults, the indigent and the disabled involve so many agents, components and aims that resources are spread too thinly and actions are duplicated.

Although most countries are implementing policies to increase the employment of women, there is a lack of initiatives that take into account time-use factors and reconciling work and family for both sexes. Difficulties remain in terms of redistributing functions within the home, and in terms of distribution of time, domestic work and caregiving tasks within the family are very unequally divided between men and women. It is mainly women who shoulder these responsibilities in addition to their work outside the home (Aguirre, 2003). It is therefore vital to develop family policies from a gender perspective, so that domestic and caregiving tasks can be shared and redistributed. Family policies need to be redefined in accordance with measures aimed at reconciling remunerated and non-remunerated work for men and women.

## D. Programme financing and coverage

It is difficult to estimate the amount of funding destined for family welfare, as programmes geared to families are spread out among various ministries and programmes. Yet the region does have some family programmes with extensive coverage, mainly in the form of the conditional transfer programmes that are coordinated by institutions other than those responsible for family matters. Among the main financing problems that authorities cited for family policies were limited resources, lack of institutional commitment to programmes and little coordination and linkage among them.

The range of resources and beneficiaries varies considerably in the programmes described. Peru and Colombia are the countries that channelled the largest proportion of social spending into family programmes, while Peru also destined a higher percentage of GDP to family programmes (see table IV.6).

In Brazil, the coverage of the Family Allowance programme has been considerably wider than that of previous similar programmes. According to official data, the programme covered 11.2 million families by 2005. A year and a half after being introduced in 2003, the number of families benefiting rose from 3.6 million to 7 million, which is the equivalent of 28 million people and US\$ 30 per family (which represented 0.28% of GDP in 2003). Funding for the programme stood at US\$ 2.55 billion in 2005, almost double the 2004 figure (US\$ 1.31 billion). The

goal for 2005 was to reach all poor families, as the programme is decentralized throughout almost all the country's 5,562 municipalities. Also in Brazil, the Continuous Cash Benefit Programme (BPC) covers older adults whose per capita household income is less than US\$ 30 (one quarter of the minimum wage) and who are not covered by social security. The BPC also helps to protect disabled people and the children and grandchildren of the older person. Beneficiaries of the minimum wage now number 2,150,000, which represents a transfer of 7.6 billion reais from the Ministry for Social Development. The water-tank programme has successfully built 70,000 water tanks for families of five to seven people and planned to build 40,000 additional tanks by the end of 2005. Lastly, the Food Procurement Programme (PAA) successfully reached 735 municipalities, which means constant follow-up for a total of 1007 households or 270,000



families. The programme is projected to reach 1,000 new families every year.

In Colombia, average investment in family programmes in the period 2003–2005 was US\$ 307,037,547,<sup>11</sup> with 64.8% of this channelled into the Families in Action programme that provides assistance to families classified as level 1 in the National Information System on Social Programmes Beneficiaries (SISBEN).<sup>12</sup> The Forest–Ranger Families programme (Familias guardabosques) supports

peasant, indigenous or Afro–Colombian families who live in environmentally important ecosystems and are either trapped by or under threat from illicit crops that they wish to eradicate in order to start growing legal crops. The Food Security Network (RESA) is for families involved in food security projects. The family strengthening programme, family educator and school for parents programmes target families who are vulnerable, suffering a crisis or in conflict and are linked to the services of the Colombian Family Welfare Institute (ICBF). The

Table IV.6

LATIN AMERICA (4 COUNTRIES): RESOURCES AND COVERAGE FOR PROGRAMMES TARGETING FAMILIES <sup>a</sup>							
Country	Year	Programme	Coverage	Financing			
				Per programme		Total	
				US\$ from year 2000	Percentage of social spending	Percentage of social spending	Percentage of GDP
Colombia	2003–2005	Families in action	494 480	192 198 531	1.35		
		Forest–ranger families	33 598	72 210 198	0.51		
		Food Security Network	319 039	15 485 141	0.11		
		Support for the social and cultural strengthening of the family (ICBF)	642 283	5 291 125	0.04		
		Hogar Gestor (family assistance system)	1 166	724 637	0.01		
		Strengthening dispersed rural families	122 702	6 007 101	0.04		
		Support for ethnic groups	169 516	2 155 298	0.02		
		Support for families in emergency situations	284 550	2 194 392	0.02	2.08	0.30
Honduras	2005	Social protection and intervention	...	1 793 985	0.19		
		Family welfare	...	1 700 037	0.18		
		Retraining and reintegration into the society	...	1 251 781	0.13	0.50	0.07
Mexico	2006	Social Assistance and Food to Families Programme (4 programmes)	1 615 125 (average families per month) 5 995 102 (children per day)	292 770 524	0.48		
		Different community		1 066 942	0.002		
		Food, meeting and development facilities		1 283 892	0.002		
		Productive units for development		5 088 834	0.01	0.49	0.05
Peru	2005	Supplementary Food and Nutrition Programme	...	109 344 062	2.10		
		Mother and Child Preventive Health, Education and Nutrition	...	1 655 782	0.03	2.13	0.17

**Source:** Economic Commission for Latin America and the Caribbean (ECLAC) on the basis of the countries' responses to the ECLAC survey on policies and programmes for families in Latin America (2006).

<sup>a</sup> The 2005 implicit GDP deflator was used to obtain figures in local 2000 values except in the case of Colombia for which the 2003–2005 average deflator was used. The average annual exchange rate for 2005 was then applied and the values expressed as a percentage of 2005 GDP and of the most recent figures available for social spending (2003 for Colombia and Peru, and 2004 for Honduras and Mexico).

<sup>11</sup> In Colombian pesos, this is 800,080,171,576 (2003–2005).

<sup>12</sup> The figures for beneficiaries correspond to the maximum number of families to have received the subsidy during the period in question and the amount of investment corresponds to closed-out investment.

Hogar Gestor programme is for children and adolescents in extremely poor families unable to satisfy their basic needs. Priority is given to families with disabled children who have no access to enablement and rehabilitation services. The programme for strengthening dispersed rural families is geared towards economically and socially vulnerable families with infants, children, adolescents and pregnant or breastfeeding women. The welfare programme for families from ethnic minorities covers indigenous, Afro-Colombian and Raizal families. Lastly, the programme for families in emergency situations is for those affected by natural disasters.<sup>13</sup>

In Cuba most of the resources allocated to national family programmes come from the State budget, which is approved by the National Parliament on a yearly basis. International cooperation funds received through United Nations agencies are used for specific projects with budgets defined in accordance with the strategic objectives of national programmes. Coverage of employment, care and social security policies in Cuba has risen, while the State's budget for wages, and social security and welfare benefits was increased by 25.8%. In terms of income, the minimum wage was more than doubled, the retirement pension almost tripled and social welfare benefits increased substantially. The rise in the minimum wage combined with other increases throughout the year to increase average worker income from 354 pesos to 398 pesos (an increase of 12.4%), while the minimum social security pension tripled from 55 pesos to 164 pesos and welfare benefits rose by 96.7% from 62 pesos to 122 pesos. These measures directly benefited 5,111,267 citizens.

In Honduras, the Honduran Institute for Children and the Family (IHNFA) operates with national funding from the Ministry of Finance. Honduras also receives financial support from international cooperation agencies such as the United Nations Children's Fund (UNICEF) and the

United Nations Educational, Scientific and Cultural Organization (UNESCO) and from embassies that finance infrastructure projects. There are three family care programmes that run alongside childcare initiatives: the Social Protection and Intervention Programme for children aged 0 to 18 at social risk; the Family Well-being Programme that does preventive work with children aged 0 to 6 and holds vocational workshops for adolescents; and the Retraining and Social Reinsertion Programme for law-breaking adolescents aged 12 to 18. All these programmes began in 1997, when the National Council for Social Welfare (JNBS) became the Honduran Institute for Children and the Family (IHNFA).

In Mexico, the Family Food Assistance Programme (PASAF) was launched nationwide in 1983 and involved the National System for Integral Family Development (DIF) sending provisions for rural and urban populations through the relevant State systems. A restructuring process initiated in 2001 resulted in the creation of the following two programmes in 2003: the Food Assistance Programme for Vulnerable Families and the Food Assistance Programme for Vulnerable Individuals. There is also a breakfast programme and the programme for out-of-school under-fives at risk. The four food programmes operate with resources from the fifth Fund, line item 33, which are then transferred to State systems within the National System for Integral Family Development (DIF). Resources are allocated in accordance with State system priorities, as the only compulsory scheme is the School Breakfast Programme. The Different Community Programme was launched in 2002 with urban and rural coverage and the Programme for Food, Meeting and Development Facilities was also launched in 2002 for children, pregnant or breastfeeding women, older adults and disabled people in rural areas. Lastly, there is also a programme on Productive Units for Development, targeting older adults and the disabled.

<sup>13</sup> The data for Colombia represent accumulated average figures for assistance between 2003 and 2005.

In Peru, programmes are implemented with resources from the Ministry of the Economy and Finance and the World Food Programme (WFP). There are two programmes: the Supplementary Food and Nutrition Programme and the Programme for Mother and Child Health, Education and Preventive Nutrition.

The difficulty of evaluating spending on families in Latin America is due precisely to the fact that programmes are dispersed among various ministries and schemes. Although family programmes are funded by the national budget in most of the region's countries (Brazil, Bolivia, Chile, Colombia, Cuba, Dominican Republic, Honduras, Mexico and Peru), they also receive input from other ministries such as the ones responsible for health (Peru), education (Peru), social development (Brazil), the economy (Peru) and justice (Chile). Other sources include international funding that is either reimbursable (Colombia) or non-reimbursable (Bolivia, Cuba, Dominican Republic, Honduras and Peru), combined resources (Bolivia), local resources (Colombia), NGOs (Colombia) or foundations (Chile, Colombia) (see table IV.7).

In the Dominican Republic, mother and child health programmes are financed from the national

budget and non-reimbursable funding from the Pan-American Health Organization/World Health Organization (PAHO/WHO), other organizations such as the Inter-American Development Bank (IDB) and the International Bank for Reconstruction and Development (IBRD) and the United States Agency for International Development (USAID). Resources for training and labour modernization come from the International Labour Organization (ILO) and funds for child and youth programmes are provided by the United Nations specialized agencies. Financing for the Promotion of Community Initiatives comes from other institutions such as the Credit Institute for Reconstruction (KfW), the German Agency for Technical Cooperation (GTZ) and the German Development Service (DED).

According to the replies given by governments, the main problem in terms of financing policies and programmes for families is the lack of budget allocation (Colombia, Cuba, Dominican Republic and Honduras). This can lead to what is quoted as the second problem, which affects financing modalities for the programmes: a lack of coordination in the management of a single budget (Chile). The third concern relates to the lack of institutional coordination (Bolivia, Dominican Republic and Honduras) and the absence of

Table IV.7

LATIN AMERICA (7 COUNTRIES): SOURCE OF RESOURCES USED FOR PROGRAMMES TARGETING FAMILIES							
	Bolivia	Chile	Colombia	Cuba	Dominican Republic	Honduras	Peru
National budget, Ministries or Offices of the Under-Secretary for family affairs	X	X	X	X	X	X	X
Other ministries		X					X
Reimbursable international funding			X				
Non-reimbursable international funding	X			X	X	X	
Non-governmental organizations	X		X				
Foundations		X	X				
Combination	X						
Local resources			X				

**Source:** Economic Commission for Latin America and the Caribbean (ECLAC) on the basis of the countries' responses to the ECLAC survey on policies and programmes for families in Latin America (2006).

continuity in policy financing (Chile and Peru). Other problems include the lack of education or awareness-raising for families with regard to family support, resulting in limited institutional commitment and low participation on the part of social organizations (see table IV.8).

Programmes for families are therefore plagued by financial insecurity and their survival is always under threat from changes of government, especially when the new administration is of a different persuasion.

In brief, ECLAC proposes that policies for families should tackle family welfare problems from their root causes (poverty, unequal income and sociocultural aspects) as well as in terms of the consequences. As part of a rights-based approach, family policies should be democratic, universal, equitable and based on solidarity. The functions of service delivery, financing and regulation need to be effectively coordinated in a cross-cutting and intersectoral way; resources need to be used more

efficiently; service coverage needs to match the target population; and the services provided should be of a high quality and regulated.

There appear to be four key areas for improving the welfare of families and their members: changing the legal frameworks to bring legislation up to date with new realities and existing diversity; directing policies towards the care of family members (especially those unable to fend for themselves); tackling family violence; and reconciling family and work responsibilities (which are at present being disproportionately shouldered by women). All of these issues should be taken into account in the design of policies for extremely poor families, in order to increase the sustainability and impact of such policies and especially to avoid the stigmatization of the poor population and provide a network of quality services that will effectively meet their requirements in an integral way. In this sphere, the State and its institutions are essential in welfare provision.

Table IV.8

LATIN AMERICA (7 COUNTRIES): MAIN PROBLEMS IN FUNDING POLICIES AND PROGRAMMES TARGETING FAMILIES, ACCORDING TO THE RELEVANT AUTHORITIES			
Country	Main problem	Second problem	Third problem
Bolivia	Lack of institutional commitment	Lack of institutional coordination and contacts	Limited participation of social organizations
Chile	Lack of coordination of a single budget	Lack of follow-up and continuity	Limited participation of social organizations
Cuba	Budgetary constraints	Intensification of economic embargo	International economic environment characterized by inequality between rich and poor countries, which causes a shortfall in available resources
Colombia	Budgetary constraints	Partial funding with external credit	Inflexible budget
Honduras	Budgetary constraints	Lack of institutional commitment	Lack of coverage
Peru	Unfamiliarity with the results of previous interventions	Lack of policy continuity due to change of government and institutional instability	Resources are used for infrastructure and not for family capacity-building
Dominican Republic	Limited economic resources	Lack of clarity of the objectives of other stakeholders and institutions that complement programmes for the family	Lack of coordination among institutions

**Source:** Economic Commission for Latin America and the Caribbean (ECLAC) on the basis of the countries' responses to the ECLAC survey on policies and programmes for families in Latin America (2006).

## E. International agenda

The thirty-first session of ECLAC was attended by around 300 delegates from 33 member and associate member States, as well as by representatives of United Nations specialized agencies, non-governmental organizations and special guests. The session of the Commission is held every two years and is the opportunity for member States to examine the progress of activities during the previous biennium and adopt the programme of work for the next two-year period. The session is also the a forum for analysing the major development issues for the region's countries. At the thirty-first session, the main theme was social protection and the ECLAC proposal for a new social covenant designed to safeguard social rights.

The thirty-first session of the Commission held in Montevideo (Uruguay) was attended by Mr. Tabaré Vázquez, President of Uruguay, and Ms. Michelle Bachelet, President of Chile, who expressed her government's interest in interregional cooperation and acknowledged the historic role played by ECLAC in the region.

The government delegates adopted the programme of work for the ECLAC system for the 2008–2009, biennium with the following priorities: gradual consolidation of macroeconomic stability, improvement of the region's positioning in the world economy, increase in social cohesion, greater production potential, refinement of sustainable development policies, mainstreaming of

the gender perspective in public policies and the strengthening of global institutions.

The main governmental agreements resulting from the session include the Montevideo resolution endorsing the document *Shaping the Future of Social Protection: Access, Financing and Solidarity*, which had been prepared by ECLAC (see box IV.2). The document stresses that the reforms initiated in the 1990s did not solve the financing and coverage problems of social protection systems. This was because the design of the reforms did not match the realities of the region's labour markets, a problem compounded by limited and volatile growth, slow job creation and the increase in informal employment.

The session document promotes policies to generate more and better jobs. However, for the majority of the population, employment cannot be expected to be the only way of accessing protection in the short and medium term. It is therefore vital to strengthen solidarity mechanisms and non-contributory protection. The latter is limited by scarce fiscal resources, which leaves wide sectors of the population outside formal protection systems. Also, demographic and epidemiological transition and changes in family structures and relationships increase the pressure on social protection systems. It

is therefore vital for such systems to strike a better balance between incentives and solidarity. Social protection should include contributory mechanisms (based on wage contributions from workers or employers) and non-contributory mechanisms (financed from national revenues).

The document also stresses the importance of raising efficiency in the use of resources in order to increase the coverage and quality of services, especially for low-income groups. It also reviews support programmes for the poorest sectors of society.

Box IV.2

### THIRTY-FIRST SESSION OF THE COMMISSION

Date and venue:	20–24 March 2006, Montevideo, Uruguay
Participants:	33 representatives from ECLAC member and associate member States, 18 representatives of the ECLAC secretariat and United Nations specialized agencies, funds and programmes, 11 intergovernmental organizations, 14 non-governmental organizations and special guests.
Organized by:	ECLAC
Background:	The thirtieth session of the Commission had adopted resolution 612 (XXX) on productive development in open economies.
Aims:	A more in-depth analysis of social protection with a view to increasing coverage and adopting solidarity-based criteria as part of the efforts to improve social cohesion.
Agreements:	Resolution 626 (XXXI) Montevideo resolution on Shaping the Future of Social Protection: Access, Financing and Solidarity

The session requested that the Executive Secretary disseminate widely the document *Shaping the Future of Social Protection: Access, Financing and Solidarity* and promote its review in the region's political, social, academic, business and civil-society circles, as well as among international organizations active in different areas of economic and social development.

The session called for a more in-depth analysis of:

- (i) Countercyclical public finances, bearing in mind the Millennium Development Goals;
- (ii) Reforms of the financing of social policies, with special emphasis on the integration of sources and the incorporation of solidarity mechanisms;
- (iii) In the health sector, the creation of solidarity mechanisms to permit equitable access to services for the entire population;
- (iv) In the area of pensions, the necessary mechanisms for progressing in terms of coverage, solidarity and financial viability; the on-going review of best practices to provide universal coverage that guarantees a minimum income for all low-income older adults;
- (v) With respect to the foregoing, assessing the impact of reforms on gender equity;
- (vi) Ways of complementing short-term programmes for alleviating poverty with the elimination of its more structural causes;
- (vii) Best practices applied in social programmes;
- (viii) A social institutional structure and authority that will lend forcefulness and technical and political viability to social programmes and the adoption of fiscal norms to ensure that these programmes have the necessary resources and;
- (ix) Methods that could be used to ensure that public policies contribute to social cohesion;

The session also requested the Executive Secretary to carry out a thorough analysis of these issues, study successful initiatives in these areas and, above all, formulate realistic proposals in keeping with the diversity of Latin America and the Caribbean as a priority contribution on the part of the Commission to the fulfilment of the countries' aspirations in terms of increasing equity, reducing poverty and reinforcing social cohesion.

**Source:** Economic Commission for Latin America and the Caribbean (ECLAC), resolution 626 (XXXI), Montevideo resolution on Shaping the Future of Social Protection: Access, Financing and Solidarity, thirty-first session, Montevideo, 20–24 March 2006.



ECLAC is advocating the formulation of a new social protection covenant that aims to enforce social rights and that considers inequalities and budgetary restrictions as obstacles that need to be acknowledged and tackled head-on.

The ECLAC sessional Ad Hoc Committee on Population and Development also met at this time, and presented the document *International Migration, Human Rights and Development in Latin America and the Caribbean. Summary and Conclusions* before approving a resolution on migration and development. The document provides the region's governments with guidance for facing the main challenges and opportunities that migration poses for development. Proposals are presented for a migration agenda that takes into account the specific characteristics of the region and that is based around the protection of migrants' human rights. The document stresses the need to promote and strengthen multilateral cooperation as a legitimate means of facilitating the contribution of international migration to the development of countries in Latin America and the Caribbean.

The resolutions adopted included an endorsement of the agreements of the Presiding Officers of the Regional Conference on Women in Latin America

and the Caribbean. There was a call for the mainstreaming of the gender perspective throughout the ECLAC Programme of Work and for an analysis of women's non-remunerated work and contribution to social protection and caregiving. Member States also approved the agreements of the Presiding Officers of the Regional Council for Planning of the Latin American and Caribbean Institute for Economic and Social Planning (ILPES), as well as the report on the Institute's activities, programme of work for the 2006–2007 biennium and financial report.

In connection with the Millennium Development Goals, ECLAC was instructed to continue carrying out research and providing technical assistance to governments in conjunction with other bodies in the United Nations system and to produce joint annual regional reports and a regional interagency report summarizing progress made in the five-year period 2006–2010.

Japan was admitted as a member State of ECLAC and the Turks and Caicos Islands were admitted as an associate member. ECLAC now has 43 member States and 8 associate members. The next session will be held in Santo Domingo, Dominican Republic, in 2008.

LATIN AMERICA (8 COUNTRIES): INDIVIDUALS AND INSTITUTIONS THAT REPLIED TO THE SURVEY ON PROGRAMMES FOR FAMILIES			
Country	Institution	Position	Name
Bolivia	Office of the Deputy Minister for Gender Issues and Generational Affairs	Director General	Nancy Rodríguez M.
Colombia	Colombian Family Welfare Institute (ICBF)	Director	Beatriz Londoño Soto
Cuba	Federation of Cuban Women (FMC)	...	...
Chile	Foundation for the Family	Head of family violence prevention programme and child abuse and sexual abuse prevention programme	María Angélica Benavides
Dominican Republic	National Population and Family Council (CONAPOFA)	Executive Director of CONAPOFA	Cándido Rivera Francisco
Honduras	Honduran Institute for Children and the Family (IHNFA)	Technical assistance manager	Gladis Rodríguez
Mexico	National System for Integral Family Development (DIF)	Director of family and community development	Martha Aguilar
Peru	Office of the Deputy Minister for Social Development	Deputy Minister for Social Development Chief of Advisory Staff	Mario Ríos Espinoza Juan Sánchez Barba
	National Food Assistance Programme (PRONAA)	Social specialist	Victor Oré Farro





## ECONOMIC COMMISSION FOR LATIN AMERICA AND THE CARIBBEAN (ECLAC)

### SURVEY ON POLICIES AND PROGRAMMES FOR THE FAMILY IN LATIN AMERICA

Institution Identification: \_\_\_\_\_ Country: \_\_\_\_\_

Respondent: \_\_\_\_\_ Position: \_\_\_\_\_

Please describe briefly

1. The three most significant changes with respect to families in your country. List in order of importance:

1	
2	
3	

2. The three greatest problems faced by families. List in order of importance:

1	
2	
3	

3. Do these problems have a similar impact on all families regardless of social sector?

	Families in extreme poverty	Families in poverty	Families not in poverty
Yes / No			
Why?			

4. What have been the main legislative reforms concerning families in the last five years?  
(mention law number and year of adoption and entry into force)


5. What are the most important national policies, programmes and measures implemented to strengthen families?

	Policies	Programmes	Measures
In general			
For poor families			
For families in extreme poverty			

## 6. What are the most important national policies, programmes and measures implemented to strengthen the different members of the family?

Members <sup>a</sup>	Policies	Programmes	Measures
Father			
Mother			
Children			

<sup>a</sup> Examples: Paternity leave for fathers, protection from family violence for mothers and children, programmes for female heads of household, family reunification, etc.

## 7. What are the types, coverage, amount of resources and year of creation of your national programmes for families?

Type of programme <sup>a</sup>	Coverage (urban, rural, regional)	Resources		Year of creation
		Annual	Total	

<sup>a</sup> Examples: Employment programme for female heads of household, preschool childcare, maternal and child health, prevention and treatment of family violence, conditional transfers (reproductive health) social security cover for widows, orphans, etc.

## 8. Which institutions coordinate programmes for families and what is their target population?

Name of programme	Coordinating institutions				Target population (sex and age)	Other <sup>a</sup>
	Ministry for Family Affairs	NGO	Foundations	Combination		

<sup>a</sup> Such as older adults, poor/non-poor, urban/rural or ethnic groups.

## 9. What is the source of resources allocated to national programmes for families?

Name of programm	Source of resources						
	National budget, ministry or under secretariat for family affairs	Other ministries	International funding		NGOs	Foundations	Combination
			Reimbursable	Non– reimbursable			

## 10. What are the mechanisms for analysing, monitoring and assessing family programmes?

Name of programme	Mechanisms		
	Analysis	Monitoring	Assessment

11. What are the successful aspects of the programmes for families and which aspects need to be reviewed?

Name of programme	Successful aspects	Aspects requiring review <sup>a</sup>

<sup>a</sup> For instance: Unsatisfied demand, limited human resources, insufficient funding, discontinuity, geographical inequalities, etc.

12. With which other organizations do you work on the implementation of programmes and policies that target families?

Programme	Government organizations	Non-governmental organizations			Other
		international	national	local	

13. In the implementation of policies to strengthen the family, do you coordinate your work with specific ministries or sectoral offices? Which ones? What are the advantages and disadvantages of this type of networking?

Programme	Ministries or offices involved	Advantages	Disadvantages

14. The three greatest problems in financing policies and programmes targeting families.  
List in order of importance.

1	
2	
3	

ADDITIONAL PAGES MAY BE ATTACHED IF NECESSARY

Any additional information on national programmes for the family or indications as to how to access such information on the Internet would be welcome.

The completed questionnaire should be returned to:  
Irma Arriagada, Social Development Division, ECLAC,  
Casilla 179-D, Santiago, CHILE; fax: 56 2 210-2523 or 56 2 208-1946;  
e-mail: [irma.arriagada@cepal.org](mailto:irma.arriagada@cepal.org)

LATIN AMERICA (18 COUNTRIES): DISTRIBUTION OF HOUSEHOLDS BY TYPE, URBAN AREAS, 1990–2004 (Percentages)											
Country	Year	Total households	Types of household								
			Non-family households		Families						
			One-person households	No conjugal nucleus	Subtotal Nuclear families	Nuclear families				Other types of family	
Nuclear no children	Two-parent nuclear with children	Single-parent nuclear (male head)				Single-parent nuclear (female-head)	Extended	Composite			
Argentina (Greater Buenos Aires)	1990	100.0	12.5	4.2	69.9	15.5	46.8	1.2	6.4	12.8	0.7
	2004	100.0	17.1	4.2	65.3	14.9	39.4	1.8	9.2	13.0	0.3
Bolivia (8 main cities and El Alto)	1989	100.0	5.5	3.0	72.4	4.2	58.8	1.7	7.7	17.4	1.7
	2002	100.0	8.4	3.9	71.1	5.2	53.2	1.7	11.0	15.8	0.7
Brazil	1990	100.0	7.9	3.9	71.1	10.0	51.6	1.2	8.4	16.0	1.1
	2003	100.0	10.6	4.1	68.6	11.3	45.2	1.3	10.7	15.8	0.8
Chile	1990	100.0	6.5	4.3	64.4	7.8	47.8	1.2	7.7	23.1	1.7
	2003	100.0	8.7	4.4	63.1	8.4	44.8	1.2	8.7	22.7	1.2
Colombia	1991	100.0	4.8	5.5	64.6	5.3	48.8	1.0	9.6	22.9	2.2
	2004	100.0	8.5	5.8	58.8	7.1	39.0	1.4	11.3	24.6	2.3
Costa Rica	1990	100.0	5.0	5.1	68.5	6.6	51.3	1.0	9.5	19.3	2.2
	2004	100.0	8.5	4.5	67.8	9.3	44.5	1.0	13.0	17.8	1.4
Dominican Republic	2002	100.0	9.4	6.8	56.6	7.4	36.4	1.5	11.3	23.3	3.9
	2004	100.0	11.6	5.2	60.1	8.2	42.5	2.3	7.1	21.3	1.9
Ecuador	1990	100.0	5.5	4.5	64.1	5.5	50.2	1.5	6.9	23.0	2.8
	2004	100.0	8.1	4.7	60.4	6.5	42.6	2.1	9.1	23.9	2.9
El Salvador	1995	100.0	6.1	6.2	55.0	5.5	38.1	1.2	10.2	30.3	2.4
	2004	100.0	9.3	6.3	56.4	7.1	36.3	1.3	11.7	27.3	0.7
Guatemala	1998	100.0	4.3	4.1	63.3	5.6	46.0	1.3	10.4	26.6	1.8
	2004	100.0	5.3	4.2	69.2	6.0	50.7	2.2	10.2	20.3	1.1
Honduras	1990	100.0	4.2	5.9	57.0	4.5	41.8	1.2	9.6	27.8	5.0
	2003	100.0	5.0	6.3	53.5	4.2	38.1	1.3	9.9	26.6	8.6
Mexico	1989	100.0	4.6	4.1	71.6	6.3	57.6	1.2	6.4	19.2	0.5
	2004	100.0	8.7	4.0	65.9	7.9	47.6	1.3	9.1	20.8	0.6
Nicaragua	1993	100.0	5.2	4.2	54.5	3.5	40.0	1.4	9.5	34.2	2.0
	2001	100.0	4.1	4.3	53.3	3.7	37.7	1.1	10.8	36.1	2.2
Panama	1991	100.0	8.4	5.6	60.3	7.0	41.8	1.8	9.7	23.5	2.2
	2004	100.0	10.6	4.9	59.0	7.9	38.4	1.7	11.0	24.0	1.6
Paraguay (Asunción)	1990	100.0	6.8	3.8	54.6	5.4	42.4	1.3	5.5	26.2	8.6
	2003	100.0	7.4	5.5	61.1	5.5	44.4	1.3	9.9	23.1	2.8
Paraguay	2000	100.0	8.4	5.6	57.0	6.0	41.0	1.4	8.6	25.8	3.2
	2003	100.0	8.2	5.4	59.7	6.3	42.0	1.3	10.0	23.7	3.0
Peru	2001	100.0	7.6	4.8	58.0	3.8	44.1	2.1	8.0	26.2	3.4
	2003	100.0	7.0	5.0	59.1	4.6	44.3	1.5	8.6	23.5	5.5
Uruguay	1990	100.0	13.9	5.6	64.3	17.0	38.9	1.3	7.2	14.9	1.3
	2004	100.0	18.3	5.3	61.0	16.1	34.0	1.7	9.1	14.5	1.0
Venezuela (Bol. Rep. of) <sup>a</sup>	1990	100.0	5.1	5.2	57.0	4.3	43.9	1.3	7.6	30.3	2.4
	2003	100.0	7.3	5.1	56.5	5.2	40.7	1.3	9.4	28.4	2.6
Latin America <sup>b</sup>	1990	100.0	6.7	4.8	63.1	7.2	46.3	1.3	8.4	23.0	2.4
	2004	100.0	9.5	5.0	61.6	8.1	42.0	1.5	9.9	21.7	2.2

Source: Economic Commission for Latin America and the Caribbean (ECLAC), on the basis of special tabulations of countries' household surveys.

<sup>a</sup> Nationwide total.

<sup>b</sup> Simple average of 16 countries.

LATIN AMERICA (18 COUNTRIES): TYPES OF NUCLEAR FAMILIES AND FEMALE EMPLOYMENT IN URBAN AREAS, 1990–2004 (Percentages)									
Country	Year	Two-parent nuclear				Single-parent nuclear			Total
		No children		With children		Female head		Male head	
		Spouse works	Spouse does not work	Spouse works	Spouse does not work	Female head works	Female head does not work		
Argentina (Greater Buenos Aires)	1990	6.4	15.8	23.5	43.4	5.4	3.8	1.7	100
	2004	8.4	14.4	28.1	32.2	9.5	4.6	2.8	100
Argentina	2004	7.4	13.2	29.5	31.8	9.8	5.3	2.9	100
Bolivia (8 main cities)	1989	1.9	3.9	36.2	45.0	7.7	2.9	2.4	100
	2002	4.5	2.8	44.7	30.1	12.0	3.4	2.5	100
Brazil	1990	5.3	8.7	27.2	45.3	6.4	5.3	1.7	100
	2003	7.9	8.7	33.0	32.9	8.9	6.7	1.9	100
Chile	1990	3.3	8.8	20.5	53.6	5.5	6.4	1.8	100
	2003	5.0	8.3	29.4	41.7	8.2	5.6	1.9	100
Colombia	1991	3.4	4.8	28.4	47.0	8.9	6.0	1.6	100
	2004	5.5	6.5	32.4	34.0	12.3	7.0	2.3	100
Costa Rica	1990	2.8	6.8	22.8	52.2	7.6	6.3	1.5	100
	2004	5.6	8.1	25.8	39.8	12.2	7.0	1.4	100
Dominican Republic	2002	5.6	7.4	27.9	36.3	11.1	8.9	2.6	100
	2004	3.1	10.5	20.7	50.1	5.4	6.4	3.8	100
Ecuador	1990	3.2	5.4	29.8	48.5	7.1	3.7	2.4	100
	2004	5.0	5.8	35.0	35.5	10.8	4.4	3.5	100
El Salvador	1995	4.7	5.3	34.7	34.5	12.6	5.9	2.2	100
	2004	6.2	6.3	35.3	29.0	13.8	7.0	2.3	100
Guatemala	1998	3.8	5.1	39.4	33.3	10.6	5.8	2.1	100
	2004	4.4	4.4	34.4	38.8	9.8	4.9	3.2	100
Honduras	1990	2.6	5.3	25.7	47.6	11.0	5.7	2.0	100
	2003	3.5	4.4	34.5	36.6	12.4	6.2	2.4	100
Mexico	1989	2.4	6.4	20.7	59.8	5.3	3.6	1.7	100
	2004	5.3	6.8	32.2	40.1	9.2	4.5	1.9	100
Nicaragua	1993	3.2	3.3	31.0	42.4	12.3	5.1	2.6	100
	2001	4.4	2.6	35.2	35.6	14.5	5.6	2.1	100
Panama	1991	3.1	8.6	23.3	45.9	8.5	7.5	3.0	100
	2004	5.9	7.5	29.5	35.5	11.0	7.7	2.9	100
Paraguay (Asunción y Depto. Central)	1990	3.4	6.3	32.6	45.1	5.6	4.6	2.4	100
	2003	5.1	3.9	37.6	35.0	10.3	5.9	2.2	100
Paraguay	2003	5.5	5.2	36.3	34.0	10.7	6.1	2.3	100
Peru	2001	3.0	3.5	42.1	33.9	9.5	4.3	3.6	100
	2003	3.4	4.4	41.2	33.8	9.8	4.8	2.6	100
Uruguay	1990	7.7	18.8	27.4	32.9	5.6	5.6	2.0	100
	2004	9.0	17.5	29.7	26.1	8.5	6.5	2.8	100
Venezuela (Bol. Rep. of) <sup>a</sup>	1990	2.5	5.1	24.5	52.4	7.2	6.0	2.2	100
	2003	4.3	4.9	34.8	37.1	10.5	6.0	2.3	100
Latin America <sup>b</sup>	1990	3.8	7.5	27.0	46.2	8.0	5.4	2.1	100
	2004	5.5	7.6	32.1	36.1	10.2	5.9	2.5	100

Source: Economic Commission for Latin America and the Caribbean (ECLAC), on the basis of special tabulations of countries' household surveys.

<sup>a</sup> Nationwide total.

<sup>b</sup> Simple average of 16 countries.

LATIN AMERICA (14 COUNTRIES): LEGISLATIVE CHANGES CONCERNING THE FAMILY, 2000– 2006			
Country	Acts, bills and decrees	Date	Legislative changes
Argentina	Law 25.632	2002	Criminalizes violence against women
Bolivia	Law 2.410	2001	Law on the need for constitutional reform
		2003	Law regulating paid domestic work Free registration of birth certificates
	Law 2.616	2004	Law on constitutional legal reforms
Chile	Law 20.066	2005	Law on family violence
	Law 19.968	2005	Law creating family courts
	Law 20.005	2005	Law on sexual harassment
Colombia	Law 575	2000	Partially amends Law 294 of 1996, seeks a more effective and immediate solution to violent situations by benefiting women and children, who are the main victims of such offences
	Law 599	2000	Updates the penal code, criminalizing violence against women and family/domestic violence
	Law 600	2000	Criminalizes violence against women, sexual violence and family/domestic violence
	Decree 1133	2000	Regulates Law 546 of 1999 and prioritizes female heads of household
	Decree 1214	2000	Regulates Law 446 of 1998 and refers to conciliation and arbitration centres
	Law 640	2001	Amends the rules on conciliation
	Law 742	2002	Approves the Rome Statute of the International Criminal Court (1998), criminalizes sexual violence, family/domestic violence and violence against women in armed conflict
	Law 750	2002	Grants special support in terms of house arrest and community work for female heads of household and sets up day-care centres for the children of detained mothers
	Law 755	2002	Grants the husband or long-term partner four days of paid paternity leave
	Law 765	2002	Approves the Optional protocol to the Convention on the Rights of the Child. Criminalizes violence against women and the sexual exploitation of children
	Law 790	2002	Creates a renewal programme for public administration, confers extraordinary powers on the President and creates the social protection programme that aims to guarantee job security for mothers who head households and the disabled
	Decree 652	2002	Regulates laws 294 (1996) and 575 (2000)
	Law 797	2003	Distributes pension between the long-term partner and the former spouse in proportion with duration of cohabitation
	Decree 190	2003	Regulates Law 790 of 2002
	Law 882	2004	Increased sentence for the offence of violence. The punishment will be up to three quarters harsher if the physical or psychological abuse is perpetrated against children, women, older adults, the physically or sensorially disabled people or any individuals unable to defend themselves
	Law 975	2005	Measures to guarantee truth, justice and reparation in the process of reincorporating organized armed groups. Criminalizes violence against women in armed conflicts
	Law 985	2005	Measures against trafficking in human beings and victim-care standards
Costa Rica	Law 8017	2000	Law on the use of day-care centres

LATIN AMERICA (14 COUNTRIES): LEGISLATIVE CHANGES CONCERNING THE FAMILY, 2000– 2006			
Country	Acts, bills and decrees	Date	Legislative changes
Cuba	Decree–Law N° 234	2004	Amendment of the maternity law
		2003	Decree–law on worker maternity
			Special care programme for the families of children with physical, mental or sensorial disabilities
			State payment of wages to carers or older people and the mothers of disabled children
			Amendment to the Family Code
Dominican Republic	Law 87–01	2001	Creates the Dominican Social Security System. Entry into force: 18 June 2003
	Law 42–01	2003	General Health Act. Entry into force: 17 October 2004
	Law 136–03	2003	Code for the protection system and the fundamental rights of children and adolescents. Entry into force: 1 January 2004
	Law 137–03	2003	Trafficking in migrants and people
	Law 88–03		Shelters for victims of violence
Ecuador	Regulation of law 103	2004	Violence against women and the family
Guatemala	Decree 831 Decree 668	2000	Regulation of the operation of 97–96 on family violence
Honduras	Decree 34–2000	2000	Law on equal opportunities for women, including the elimination of inequality within the family, health, education, credit, property and access to decision-making processes.
Mexico		2004	National family support plan
Paraguay	Law 1.600	2000	Domestic violence against women
Peru	Law 27.942	2003	Prevention of sexual harassment
	Supreme decree 005–2004–MINDES	2004	National Family Support Plan 2004–2011
	Supreme decree 011–2004–MINDES	2004	Establishment of the Directorate–General for the family and the Community
	Law 28.542	2005	Law on strengthening the family
	Supreme decree 032–2005–PCM	2005	Creates the "Together Programme", amended by Supreme Decree 062–2005–PCM
Uruguay	Law 17.292	2001	Six weeks of special leave for salaried workers who adopt children
	Law 17.514	2002	Criminalizes domestic, physical, psychological/emotional, sexual and economic violence

**Source:** Economic Commission for Latin America and the Caribbean on the basis of the countries' responses to the ECLAC survey on policies and programmes for families in Latin America, 2006, and L. Pautassi, E. Faur and N. Gherardi, "Legislación laboral y género en América Latina: avances y omisiones", Políticas hacia las familias, protección e inclusión social, *Seminarios y conferencias series*, No. 46 (LC.L.2373–P), Irma Arriagada (ed.), Santiago, Chile, Economic Commission for Latin America and the Caribbean, 2005. United Nations publication, Sales No. S.05.II.G.118.



## LATIN AMERICA (8 COUNTRIES): CHARACTERISTICS OF SOCIAL PROGRAMMES FOR POOR FAMILIES

Country	Programme and date of creation	Implementing agency	Aim	Target population	Programme benefits	Amount in benefits	Annual budget	Spending as % of GDP
Argentina	Families for social inclusion, 2006	Ministry for Social Development, Social Income Department	To promote development, health and school attendance, while avoiding family exclusion	Poor families with children under 19 or pregnant women who do not receive subsidies through other social programmes	Non-remunerative monthly income for the mothers of beneficiary families. Provides school support and training workshops, plus a partial economic benefit to reduce the barriers to access to skills and vocational training and to ensure completion of the educational cycle	The amount of the subsidy is directly related to the number of children or dependent minors, with a minimum of 100 Argentine pesos a month for families with one child or a pregnant woman, and 25 pesos for each additional child up to a maximum of 5 children, plus 200 pesos per family	US\$1 billion for 2006, including US\$ 300 million from the Government of Argentina	
Brazil	Family Grants, 1995–2003	Ministry for Social Development and Hunger Alleviation	To increase the time children spend in primary and secondary education and prevent child labour among poor families	Poor and extremely poor families with children	Monthly income for mothers, access to literacy, food and nutritional security and digital inclusion	Provides monthly capita income of up to US\$ 100 for families that receive less than US\$ 17 per capita per month. Moderately poor families with children receive income of between US\$ 17 and US\$ 34 per capita per month	3.36 billion reais in 2003 6.54 billion reais in 2005	0.28 % of GDP (2003)
Chile	Chile Solidarity	Ministry of Planning and Cooperation, 2002	To offer integral support to families living in indigence and severe poverty	Indigent families			US\$ 200 million (2003–2007), in the form of and external contribution from the World Bank (P078088)	0.10% of GDP in 2004
Colombia	Families in Action, 2001	Administrative Department, Presidency of the Republic (DAPR)		Poor rural and urban families with children aged 0 to 17 that do not benefit from schemes such as Community Homes and Jobs in Action	Food subsidy for families with children under 7. School subsidy for families with children aged 7 to 18	School subsidy of US\$ 6 for each child in primary school and US\$ 12 for each child in secondary school. Food subsidy of US\$ 20 irrespective of the number of children under the age of 7	About US\$ 100 million in 2004	0.12% of GDP

## LATIN AMERICA (8 COUNTRIES): CHARACTERISTICS OF SOCIAL PROGRAMMES FOR POOR FAMILIES

Country	Programme and date of creation	Implementing agency	Aim	Target population	Programme benefits	Amount in benefits	Annual budget	Spending as % of GDP
<b>El Salvador</b>	Solidarity Network, 2005	Office of the President (CASAPRES)	To improve the health and nutrition conditions of children 0–5 and pregnant and breast-feeding women; improve the conditions of extremely poor mothers; improve the education of children aged 6–14; reinforce the supply of basic services and promote citizen security for extremely poor families in municipalities and communities covered by the programme; provide the tools to enable households to sustain themselves economically through productive projects, training and microcredit	Extremely poor families	Food, vaccines and growth monitoring measures; training and direct support to increase children's consumption of nutritious food; and direct support for such families so that children can attend school regularly instead of serving as child labour and to cover the direct costs of attending school in rural areas;		37 million euros, Poverty relief programme for El Salvador (PAPES) of the European Union	
<b>Honduras</b>	Family Allowance Programme, PRAF, 1990	Office of the President of the Republic	To increase the human capital of children from poor families by helping them to break the cycle of poverty	Poor families with children aged 6–12 who have not completed the fourth year of primary schooling, with children under 4, with disabled children up to the age of 12; pregnant women and older adults over the age of 60	School vouchers, Mother and child vouchers and vouchers for older adults	School vouchers: US\$ 3 per child up to a maximum of 3 children per family for the 10 months of the school year; Mother and child vouchers: US\$ 3 per month for children under 3, disabled children up to 12 and pregnant women; vouchers for older adults: US\$ 3 a month for extremely poor adults over the age of 60	US\$ 10 million	0.2 % of GDP

LATIN AMERICA (8 COUNTRIES): CHARACTERISTICS OF SOCIAL PROGRAMMES FOR POOR FAMILIES								
Country	Programme and date of creation	Implementing agency	Aim	Target population	Programme benefits	Amount in benefits	Annual budget	Spending as % of GDP
México	"Opportunities" Human Development Programme (formerly Progresá), 1997	Secretariat for Social Development, SEDESOL	Capacity building for extremely poor families in the form of investment in human capital (food and health)	Families below the poverty line (18.9 pesos per person per day in rural areas and 24.7 pesos per person per day in cities) with: (i) children aged 8–18, enrolled in primary or secondary school, and (ii) babies aged 4–24 months, undernourished children aged 2–5 and pregnant or breastfeeding women	Educational grant for children between the third year of primary school and the third year of secondary school; basic health package for all members of the family; financial support for family food; food supplements for children aged between 4 months and 2 years, undernourished under-fives and pregnant or breastfeeding women	Food support of US\$ 15 per family each month	Around US\$ 1.86 million in 2002	0.32% of GDP (2001)
Nicaragua	"My Family" Social Protection Network, 2000	Emergency Social Investment Fund (FISE)	To promote the accumulation of educational, nutritional and health-related human capital in children from poor families	Children aged 0 to 13 from poor families. Children over 6 must be enrolled in primary education	Food vouchers for basic foodstuffs. Educational vouchers for households with children aged 6 to 13 attending first to fourth grade	Bimonthly food vouchers of US\$ 34; Bimonthly educational vouchers of US\$ 17 for households with children aged 6 to 13. Mothers receive US\$ 20 per year for each child enrolled	Around US\$ 5 million in 2002	0.021% of GDP

**Source:** Inter-American Development Bank (IDB), *Apoyo al programa Familias (AR-L1006). Propuesta de préstamo*, 2005; Ayala Consulting Co., "Taller sobre programas de transferencias condicionadas (PTCs): experiencias operativas", Informe final, Quito, World Bank, March 2003; World Bank, "Conditional cash transfers on trial. A debate on conditional cash transfers programs (SNS 2005) Course", *Summary Evidence*, 2 December 2005; Pablo Villatoro, "Los nuevos programas de protección social asistencial en América Latina y el Caribe", working document, Santiago, Chile, Economic Commission for Latin America and the Caribbean (ECLAC), 2005, unpublished; Latin American Economic System (SELA), "Estrategias y programas de reducción de la pobreza en América Latina y el Caribe", Caracas, October 2005; Ministry of Planning and Cooperation (MIDEPLAN), *Sistema Chile Solidario*, Santiago, Chile, July 2002.

## LATIN AMERICA (15 COUNTRIES): TYPES AND CHARACTERISTICS OF PROGRAMMES FOR FAMILIES

Type of programme	Area of intervention	Aim	Target population	Coordinating institution	Achievements	Difficulties	Financing	Country
Sectoral policies that affect the family								
Health	Public health	Food assistance	Newborns and children in general,  National coverage in urban and rural areas  Regional coverage Total population  Risk groups	Ministry of health  National, intermediary and local bodies	Increased investment in medicines  Prevention habits  Progress in standardization  Definition of a food security policy	Limited development and implementation of environmental health policy  Under-developed territorial management capacity	National budget  Reimbursable international funding  NGOs	Cuba Colombia Dominican Republic Mexico Peru
	Maternal and child health	Prenatal, childbirth, post-partum and newborn care  Postnatal care  Control of maternal and child morality  Prevention of vertical transmission of HIV/AIDS	Care for pregnant and breastfeeding women	NGOs  Foundations  National councils and institutions for the prevention of HIV/AIDS	Reduction in the maternal mortality rate  Discrete increase in institutional childbirth  Reduction in infant mortality rates  Reduction in infant undernutrition	Need for extended coverage of integral care and recovery in nutrition  Limited human resources  Lack of access and equity in the allocation of resources	National budget  Reimbursable international funding  Foundations  NGOs	Chile Colombia Cuba Dominican Republic Honduras Peru
	Reproductive health	Family planning  Dissemination of contraceptive methods  Prevention of genital and breast cancer	Reproductive-age population  Young people  Pregnant women	National health ministries  NGOs  Foundations	Defining priority action lines  Prevention of genital and breast cancer  Community training and the promotion of rights with a gender perspective	Need for improvement in sector coordination  Need to link benefit plans	National budget  Reimbursable international funding  NGOs	Chile Colombia Cuba Dominican Republic Peru
	Primary care	Health prevention  Improving primary infrastructure  Family doctors (only Cuba)	National coverage in urban and rural areas  Community	Ministry of health  National, intermediary and local bodies	Extended coverage  Prevention habits  Primary services  Extended coverage for early diagnosis and disease management	Budget deficit  Unmet demand  Lack of infrastructure	National budget  Reimbursable and non-reimbursable international funding  NGOs  Combination	Argentina Brazil Chile Colombia Costa Rica Dominican Republic El Salvador Nicaragua Peru Uruguay

## LATIN AMERICA (15 COUNTRIES): TYPES AND CHARACTERISTICS OF PROGRAMMES FOR FAMILIES

Type of programme	Area of intervention	Aim	Target population	Coordinating institution	Achievements	Difficulties	Financing	Country
Sectoral policies that affect the family								
	Extended immunization programme	National vaccination campaigns  Monitoring of various immunizable diseases	National coverage in urban and rural areas  Total population	National health ministries	New vaccines  Greater epidemiological monitoring	High operating costs  Weak information systems	National budget  Non-reimbursable international funding  Combination	Argentina Brazil Chile Colombia Dominican Republic Ecuador El Salvador Honduras Paraguay Peru
Education and culture	Sex education	Combating retrovirus, AIDS and other sexually transmitted diseases (STDs)  Prevention of the vertical transmission of HIV/AIDS  Community training and the promotion of rights with a gender perspective	National coverage in urban and rural areas  Regional coverage  Total population  Risk groups	Ministry of health  National, intermediary and local bodies  NGOs  Foundations  National councils and institutions for the prevention of HIV/AIDS and STDs	Increased investment in critical inputs for treatment of STDs  Prevention habits	High operating costs  Weak information systems  Low resources	National budget  Non-reimbursable international funding  Reimbursable international funding  NGOs  Combination	Dominican Republic
	School	Violence prevention  School education for parents  Incentives for school attendance  School breakfasts  Reduction in the number of pupils per teacher	Children and young people in school  Parents	Ministries for social development, health, etc.  National Council for Childhood, Adolescence and the Family  NGOs  Specialized family institutions	Reduction in school dropout rate  Improved nutrition for school pupils	Programme needs to be more decentralized  More programme monitoring and assessment processes required	National budget  Reimbursable and non-reimbursable international funding  Private enterprise  Combination	Bolivia Colombia Cuba Dominican Republic Honduras Mexico

LATIN AMERICA (15 COUNTRIES): TYPES AND CHARACTERISTICS OF PROGRAMMES FOR FAMILIES								
Type of programme	Area of intervention	Aim	Target population	Coordinating institution	Achievements	Difficulties	Financing	Country
Sectoral policies that affect the family								
Education and culture	Cultural dissemination	Creation of educational television channels Family library Cultural centre Training of social workers	National coverage	Ministries for social development, health, etc.  National Council for Childhood, Adolescence and the Family  NGOs  Specialized family institutions	Empowerment of social organizations  Institution building  Increase in civic participation  Incorporation of private enterprise  Forums for young people, children and older adults	Lack of integration and limited creation of community strategies		Cuba
Social security systems	Extending coverage to immediate family and children							Chile Dominican Republic Peru
Employment	Business development	Generation of production units and employment promotion	National coverage	Ministries of work and employment; social development; planning and cooperation; agriculture, etc.  NGOs  National trade promotion institutions  National Production Council	Job creation  Business expansion  Improved access to credit  Savings incentives  Incorporating and building bridges with the private sector	There needs to be a long-term prevention strategy  Coverage must be extended  Monitoring and assessment procedures required  Low impact	National budget  State and private banks  Reimbursable international funding  Non-reimbursable international funding  Private sector	Honduras
Policies and programmes targeting the nuclear family								
Programmes targeting types of family	Poverty alleviation	Social safety nets	Disperse rural families  Ethnic families  Families with disabled children  Poor families	Ministries of work and employment; social development; planning and cooperation; agriculture, etc.  NGOs  National and international agencies	Higher incomes  Stronger local networks  Protection of local culture  Community integration	Monitoring and assessment procedures required  Lack of continuity  Strategies are short term	National budget  Reimbursable international funding  Non-reimbursable international funding  Private sector Combination	Colombia Cuba Dominican Republic

## LATIN AMERICA (15 COUNTRIES): TYPES AND CHARACTERISTICS OF PROGRAMMES FOR FAMILIES

Type of programme	Area of intervention	Aim	Target population	Coordinating institution	Achievements	Difficulties	Financing	Country
Policies and programmes targeting the nuclear family								
Programmes targeting types of family	Emergency humanitarian assistance	Grass-roots social organizations (community kitchen and mothers' clubs)	Children not in school Families in emergencies Priority municipalities Vulnerable individuals	Ministries of health and of social development	Limited resources Programme management Lack of continuity in programmes	Welfarism Low coverage	National budget Non-reimbursable international funding	Brazil Dominican Republic Mexico Peru
	Family violence	Prevention campaigns Setting up shelters Ombudsmen for children and adolescents Family courts	Nationwide coverage, in urban and rural areas	Foundations Local or national agency specialized in children, adolescents, youth or the family	Preventive design Unmet demand Department for children, adolescents and the family set up by the Supreme Court	Inefficient information systems Lack of awareness among officials	National budget Reimbursable international funding Non-reimbursable international funding Combination	Bolivia Chile Colombia Cuba Dominican Republic Honduras Peru
Housing	Access to mortgages Subsidy	Housing repairs	Civil society Families	Ministry for housing and social development	Improved social infrastructure and quality of life	Insufficient budget	National budget	Chile Cuba
Policies and programmes targeting specific family members								
Children and adolescents	Recognition and enforcement of the rights of children and adolescents	Compliance in agreements for children Ombudsmen for children and adolescents Programmes to combat child labour	Children and adolescents nationwide	Local or national agency specialized in children, adolescents, youth or the family	Increased awareness Setting up of institutional departments Design of an action plan for children's and adolescent policies	Insufficient funding	National budget Reimbursable international funding Non-reimbursable international funding Combination	Bolivia Chile Colombia Cuba Dominican Republic Honduras Peru
	Day-care centres	Childcare while breastfeeding	Breastfeeding women	Ministries (of work) Local or national agency specialized in children, adolescents, youth or the family	Legislative changes	Similar labour regulations	National budget Combination Private sector	Dominican Republic Peru
	Sexual abuse against children	Networks to combat child abuse Hostels and support programmes	Vulnerable children and adolescents	Local or national agency specialized in children, adolescents, youth or the family Ministries of health, education or employment	Greater awareness	Unmet demand Lack of continuity in programmes	National budget Combination	Bolivia Chile Colombia Cuba Dominican Republic Honduras



## LATIN AMERICA (15 COUNTRIES): TYPES AND CHARACTERISTICS OF PROGRAMMES FOR FAMILIES

Type of programme	Area of intervention	Aim	Target population	Coordinating institution	Achievements	Difficulties	Financing	Country
Policies and programmes targeting specific family members								
Children and adolescents	Rehabilitation and social reintegration	Reintegration strategies for young people, adolescents and children at social risk	Extremely poor young people children and adolescents, drug addicts and those in trouble with the law	Ministries of education and/or culture  National Council for Childhood, Adolescence and the Family  National Youth Council  Official youth body	Reaching young people with less access to government programmes  Promotion of personal life plans  Human, individual and social development  Ensuring that young former inmates and drug addicts are reinserted back into society and the job market	Lack of inter-institutional agreements for permanent actions  A need to recommend the sustainability of measures implemented	National budget  Combination  Reimbursable international funding  Non-reimbursable international funding	Cuba  Honduras
Young people	Employment	Generation of production units and promotion of youth employment  Productive retraining  Employment training  Support for small and medium-sized enterprises	Unemployed young people  Productive organizations	Ministries of work and employment; social development; planning and cooperation; agriculture, etc.  NGOs  National youth institutions  National Production Council	Job creation  Business expansion  Extended access to credit  Savings incentives Incorporating and building bridges with the private sector	There needs to be a long-term prevention strategy  Coverage must be extended  Lack of development of microenterprises and self employment	National budget  State and private banks  Reimbursable international funding  Non-reimbursable international funding  Private sector	Bolivia Chile Colombia Costa Rica Cuba Dominican Republic Honduras Peru
	School or vocational grants	Grants and study credits	Youth organizations  Civil society  Young people	Ministries of education and/or culture, social development, justice, of the interior, etc.  National Council for Childhood, Adolescence and the Family  Official youth body NGOs Specialized family institutions Government science and technology institutions International Youth Organization	Putting youth on the political agenda  Promoting science	Programme needs to be more decentralized  Programme monitoring and assessment processes required	National budget  Reimbursable cooperation fund  State and private banks  Combination	Argentina Chile Colombia Costa Rica Cuba Dominican Republic Honduras

LATIN AMERICA (15 COUNTRIES): TYPES AND CHARACTERISTICS OF PROGRAMMES FOR FAMILIES								
Type of programme	Area of intervention	Aim	Target population	Coordinating institution	Achievements	Difficulties	Financing	Country
Policies and programmes targeting specific family members								
Young people	Comprehensive adolescent health programmes	Extending access to basic health care  Integral prevention and care on sexuality and addictions	Adolescents Children Young people Nationwide	Ministry of health NGOs  Decentralized official youth body  National Council for Childhood, Adolescence and the Family	Providing specialized health care to adolescents throughout the country	Monitoring and assessment processes required  Coordination needs to be improved in the system and for all interventions	National budget  Combination  Private sector	Chile Costa Rica Cuba Dominican Republic Peru
	Sex education and sexually transmitted diseases							Dominican Republic Panama
Women	Training and employment modernization	Educational retraining, access and vocational technical training	Young people out of touch with studying  Female heads of household	National or local women's agency  Ministries of health, education, work	Promotion of strategic partnerships  Strengthening of women's organization and links with local government	Need to extend promotion of and technical assistance to organizations  Coverage needs to be extended	National budget  Reimbursable international funding  Non-reimbursable international funding  Private sector	Cuba Dominican Republic
	Violence and sexual exploitation	Strengthening of rights	Women who are victims of sexual offences	National agency for family matters  NGOs				Bolivia Dominican Republic
	Family guidance	Strengthening of intrafamily relations  Legal, psychological and educational guidance  Sexual and reproductive	Mothers and family					Cuba Honduras
Older adults	Rest homes  Morbidity care	Social assistance	Older adults aged 65 or over (institutionalized or not)	National health ministries  National Council for Older Adults	Care policies and programmes	Lack of continuity in programmes  Funding deficit  Low impact	National budget  Combination	Cuba
Disabled	Special treatment	Payment of wages by the State	Disabled people and their families	National ministries of health or other relevant institution		Lack of awareness		Brazil Colombia Cuba Mexico

**Source:** Economic Commission for Latin America and the Caribbean on the basis of the countries' responses to the ECLAC survey on policies and programmes for families in Latin America, 2006 and *Social Panorama of Latin America 2004* (LC/G.2259-P), Santiago, Chile. United Nations publication, Sales No. E.04.II.G.148

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