La pobreza y las políticas sociales en México. Intervención de los albergues infantiles en Ciudad Juárez, Chihuahua

The poverty and social policies in Mexico. Intervention of children's shelter in Ciudad Juárez, Chihuahua

Pobreza e políticas sociais no México. Abrigos de intervenção infantis em Ciudad Juarez, Chihuahua

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Resumen

Este artículo tiene la finalidad de analizar las políticas y los programas sociales que se han desarrollado en México a través de los últimos sesenta años, ya que existen poblaciones que se encuentran en pobreza y vulnerabilidad, por lo que requieren la atención del Estado. Aunque se llevan a cabo programas sociales, estos no han sido suficientes para combatir la pobreza, así que las organizaciones de la sociedad civil juegan un papel importante en los diferentes contextos. En este caso, se analizan y se reflexionan las aportaciones de la mesa de albergues en Ciudad Juárez, quienes contribuyen en el cuidado de la infancia en situaciones de vulnerabilidad, vinculados con el Sistema para el Desarrollo Integral de la Familia.

Palabras clave: políticas sociales, programas sociales, pobreza, sociedad civil, albergues.

Abstract

This article aims to analyse the policies and social programs that have been developed in Mexico over the past sixty years, since there are people who are in poverty and vulnerability, requiring the attention of the State. Although social programmes are carried out, these have not been sufficient to combat poverty, so that civil society organizations play an important role in different contexts. In this case, is analyzed and is reflect the contributions of the table of hostels in city Juarez, who contribute in the care of the childhood in situations of vulnerability, linked with the National System for Integral Family Development (SNDIF or just DIF by its name in Spanish).

Key words: Social policies, Social programs, Poverty, Civil society, Homeless shelter.

Resumo

Este artigo tem por objetivo analisar as políticas e programas sociais que têm sido desenvolvidos no México ao longo dos últimos sessenta anos, porque há pessoas que estão em situação de pobreza e vulnerabilidade, exigindo, portanto, a atenção do Estado. Durante a realização de programas sociais, estes não têm sido suficientes para combater a pobreza e que as organizações da sociedade civil desempenham um papel importante em diferentes contextos. Neste caso, eles analisar e contribuições da tabela de albergues em Ciudad Juarez, que contribuem para o cuidado das crianças em situação de vulnerabilidade, ligados ao Sistema para o Desenvolvimento Integral da Família refletir.

Palavras-chave: políticas sociais, programas sociais, pobreza, abrigos da sociedade civil.

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Introduction

The State of welfare and welfare State

Welfare State refers to the protection of the population of the various sectors, whereas social rights focused on housing, education, and protection for those in formal and informal employment sectors, as well as social services to all those people who are in situations of vulnerability and poverty. It can be considered that each country has the capacity to cope with the needs and demands of the society, that federal, State and municipal governments should provide access to basic goods and services, as well as the fact that the nation and the State include the democratic elements to progress, but not in all cases is that way.

Zygmunt Bauman (1998) develops eI concept of Welfare State, in which encompasses the factors and the obligations that has the State to guarantee to the populations "a welfare with dignity", this understood from each sector, and to ensure the survival of all individuals based on the financing of the State Institutions. In the context of this welfare State, imposed the responsibility to meet the welfare of all populations which, in some way, should be seen and identified by all through political and economic mechanisms for the benefit of the society.

In the case of Mexico, it can be considered that we have gone through a continuous process, from a Welfare State to a neo-liberal State (Herrera, 2009). The Welfare State assumed the social development of the population and a better quality of life, while the neoliberal state was centralized in a foreign market and the privatization of services. Throughout this course, poverty and marginalization have not been put aside, but on the contrary, speeches and projects are handled by various government levels looking to generate social programs to reduce poverty.

Poverty and evaluation in Mexico

To study poverty, there are several ways theoretical and methodological in accordance with the lines of research, whether local or national, as well as the interventions of dependencies. In the case of Mexico, there is the National Council for the Evaluation of Social Development Policy (CONEVAL by its name in Spanish), which generates information about the situation of the social policy and the measurement of poverty in Mexico.

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The guidelines and criteria for the definition, identification and measurement of poverty (2010) reported: "The definition of poverty considers the living conditions of the population from three areas: the economic, the social rights and the territorial context "(p. 12). These three areas or spaces are considered in social policies, but in a general way, through a study all vulnerable sectors to recognize what poverty are. The territorial context is that, in a way, requires further analysis because the differences between urban and rural sectors are evident as well as the needs of the populations are different.

Poverty brings consequences that hurt those at risk, because, for scarce income, stocks fail to meet their basic needs of food, housing, health services, access to education and, in the future, decent pension system. Ideally, a person with all these aspects provided by the State was found out of poverty, with well-paying jobs and access to education systems, as well as an entire social protection.

The problem is that the political prospects have distorted the real needs of the population, making them a welfare vision where a resource considering passive people and only recipients, without any reflection to eradicate sustainably poverty, is granted and this in some cases, it continues to cause dependence of individuals to the state. Also, targeting errors and lack of coordination in urban and rural areas make social and social development policies fall into situations of corruption and implications associated with political parties, as well as suspensions of resources in the elections.

Social welfare policies and approach in Mexico. period 1910-1970

In the case of Mexico, economic, social and political issues have been shaping for over 60 years, where social movements and neoliberal processes have broken the models of economic growth, import substitution, development inward and mixed economy (Franco, 2001). At this point, politics has played (and still plays) a transcendent role, in which we no longer see the influence of civil society to bring about change through the motions, as the final decisions down from a structure and process political dominated by government authorities. In any democratic government, policies should be in the interest of citizens through a dialogue with the different social sectors and authorities, although this, at times, is not reflected in the policy process.

According to the above, the policies lead a process in which solutions to the problems facing the populations are sought. All those actions are generated both government sectors and civil society and in some cases private sectors. In the case of social policies we see that their processes influencing the advancement of societies that are at an optimum level of development.

Cecchini and Martinez (2011) describe the social social policy as all that process that includes monitoring, implementation, financing and evaluation, in order to improve the quality of life of the population of a country, region or locality, considering community organizations and . Also, the components of a social policy consider social promotion, sectoral policies and social protection. All this rooted economic policies that provide resources to improve living conditions. Social policy is understood as the action process should be systematic and strategic from the federal, state and local level, with all those sectors that can influence. All social policy, apart from focusing on a welfare form, requires improve social conditions, improve quality of life, contribute to social participation, generate local and sustainable development, and perform the work of recognition and exercise of social rights of each individual.

In Mexico, this type of social assistance began from a perspective of charity. Guadarrama (2000) takes a historical overview of social assistance in Mexico, considering it as a state public responsibility and as a State project that begins to form in the mid-nineteenth century. In this period, it begins to exist by the liberal Mexican state responsibility to ensure the welfare population in poverty. The Church played an important role in the care of disadvantaged populations, attending different sectors: childhood, old age, widows, the sick and all those who require assistance. Seeing these responsibilities in religious institutions, the state began to take over some almshouses through the national government, the states and municipalities. Catered social assistance to the homeless, widows, the sick, orphans and some poor. Both the welfare of religious institutions and government try to meet the needs of the population.

Social policies are part of public welfare and instruments considered to combat poverty; also seeks to promote and generate actions for vulnerable populations are benefited with programs and support actions. This focus on social policy requires several configurations to improve social protection and services offered. This is taken up in studies focused on the evaluation and exercise of public policies and analysis of social policies aimed at combating inequality and welfare of the Mexican population (Agudo, 2015; Barron, Gomez and Orozco, 2015).

In the historical overview of Mexico from several areas of political and social changes are observed. On the one hand we have government influence. Between 1910 and 1970 it can be analyzed that brought revolutionary contexts inclusive for all those requiring improvement in their quality of life approaches: jobs, fair wages and, in some way, avoid social inequality. From this event, the State made an opening to ensure social protection in order to assist workers through unions, was invested in infrastructure for trade and production of handicrafts and agricultural food was produced to improve conditions in the country. The state began to generate projects and programs in order to promote growth in society, social policies but did not have a great significance at this time; Only the Mexican Social Security Institute (IMSS) and the Institute of Security and Social Workers (ISSSTE) Services were the two union bodies for the protection of the most outstanding workers. In Mexico it was founded in 1977 the System for Integral Family Development (DIF), which aims to promote social welfare. At the national level is the institution that is responsible for promoting actions that promote some public welfare policies in order to strengthen families and community programs in coordination with state and municipal systems (Berumen, 1997). Here social policies, through the agencies and organizations, showed a welfare and rights approach, so, in a way, contributions populations were visible.

Paradigms of social policies and social programs. period 1980-2014

Despite the few advances that were obtained between 1980 and 1990 reductions in social policies and their resources for poverty reduction they were. In this period two paradigms of social policies were characterized: considering the state as the dominant paradigm exercised, and through social agencies an emerging paradigm (Franco 2001). These paradigms play an important role because the state can be considered all those government institutions that exercise social policy and actions to exercise them, and the emerging paradigm organizations that promote the welfare of society through philanthropic and informal projects.

In the term of President Miguel de la Madrid, specifically in 1986, they began to insert the forms of organization regarding the administration of social spending for social assistance in order to provide and improve care for populations with social backwardness. He also envisaged the need to reconfigure the welfare of children by focusing on what the National System for Integral Family Development (DIF), promoting care and care for the homeless. To improve the living

conditions of the entire population opened an overview of assistance and left background for new delegates to the presidency. From the National Solidarity Program (Pronasol), retaken by Carlos Salinas de Gortari, began to generate a linchpin to eradicate poverty, seeking to develop the country in its economic, cultural and social aspects focused on a wide reform to modernize the country. Care programs sectors in situations of vulnerability and poverty, until the end of the eighties, generated actions to address the populations in health, housing, better working conditions from urban areas to rural, providing services basic. The link between the state and the community was more consistent; Community participation was reflected to the state, and this corresponded to the needs of the sectors. Pronasol had an approach to social welfare, production and regional development (Rojas, 1992).

Over the years, this program has been shaped with their names and approaches as Progresa-Oportunidades in the 2000s and Levy (2006) points out that this program, as well as support with food subsidies, transportation and basic services, also income transfers monetarily. Also, attention in health of beneficiary families has increased and have been detected situations that endanger the health of people living in rural areas, as before the program is not required to attend it had to workshops and medical care.

The program features on logistics have improved in each entity. The main axes of this social policy relating to health, food and education. In every six years it took shape the form and provision of social programs, up to a neoliberal era which has seen an increase in inequality and persistently high levels of poverty (Treteault, 2012). This program reconfigured has had scope in terms of attendance of children to primary, secondary school and, where appropriate, school: the more children you have the beneficiary of the program, more scholarships received, because each child is awarded a scholarship to continue their education to the high school level, since after completing their studies, the scholarship program and does not cover their preparation for a university system (this targeted towards households).

Approaches government agencies require community participation to improve the conditions of inequality and poverty. Programs aimed at generating social protection, as Pronasol, Progresa in 1997, Oportunidades in 2002 (Hevia de la Jara, 2009) and Prospera in 2014, have been focused on certain populations, but the relationship between communities and the participation has

decreased because the state took in some way the responsibility to serve the citizens, but aside several important for the development of a democratic and participative society areas.

The General Social Development Act (LGDS) 2004 identifies two major approaches that analyze the multidimensional nature of poverty: the focus of welfare and rights approach. In the wellness approach it can be considered freedom for people to freely develop skills sufficient resources, and the rights approach is the welfare of individuals through participation and exercise of their rights. But these issues, those in poverty, and even those who are not in this situation, are difficult to see because we are in a lack of resources to develop capacities to make out of the vulnerability and marginalization. Despite the implementation of the aforementioned social programs, still not seen, even in the statistical data, progress to reduce poverty.

"In the case of Mexico increases one percentage point poverty and destitution 0.4. One of the issues to be resolved in Mexico is the minimum wage because it is below the poverty line. This has to have a more structural solution", (Vicenteño y Gazcón, 2016, s/p).

It also exercises participation and advocacy we see increasingly alienated purchasing power; we constantly see that the poorest populations are manifested to acquire, achieving only repression by the state. If social policies are designed to improve the conditions of people living in poverty and to achieve social development and citizen participation, and the data show us other perspectives, then, from where to position ourselves to change course of our country, which is declining in social issues?

In this section you can see the approach of social policies and their development through focusing on populations in poverty programs. It is shown that the state has taken the responsibility to promote actions to improve conditions for vulnerable sectors, but we see that the problems go beyond just implementing programs, because more than anything else, the government structure in which we live requires changes in public policy processes. Just as we see the needs of the general population, it is also necessary to focus the needs of those without full social protection and with the participation of the private sectors to improve living conditions.

Children and young people in poverty, with systems linking protection and assistance

The people living in extreme poverty and social inequality in cases of infants, youth, women and elderly widows, also require state protection. Social policy and social rights for these sectors focused on a welfare perspective, where subjects who had no protection and the possibilities of access to health services, education, housing and food required the support of religious bodies and groups civil society. Extreme poverty and marginalization also arise these needs of children, and we both past and present, increasingly repercussions that affect their development.

Poverty is closely linked to the practices of discrimination and social exclusion; in the case of minors, we see the high degree of vulnerability. We can see that, through social programs, there is attention for those who are in a stable family environment, as we see in the support of scholarships, food resources and monetary support to all those who are part of social programs, but where are those sectors that are in distress? In the case of children who are not part of a stable family environment and they need to bring government attention to social security, there is a link in the private assistance.

This sector plays an important role, since social policies are guided by a specific government system through its dependencies, but in this case, private social assistance has much weight to ensure the care and attention of children. Already in the dialogue and intervention within the governmental sphere, are absent these relationships to the organization and planning of social programs focused on children and youth. And state intervention through social programs shown, it is also necessary that private sectors together to improve social conditions, not only as a linkage mechanism, but also being participants of the decisions and implementations generated a whole democratic and participatory process. Unfortunately, government agencies do not give opening to generate that work together.

In each state, there are laws and reforms that seek to address the needs of vulnerable populations. In this paper, the case of Chihuahua and Ciudad Juarez is a link to the social and political approaches.

The Social Assistance Act Public and Private for the State of Chihuahua expressed by the State Congress (2015) Article 3 defines welfare as:

The set of actions taken by the government and society, aimed at people in vulnerable situations and his family, to further their skills and exercise their rights and achieve equal access to opportunities (p. 2).

In this same law it is considered public welfare focused on the action taken by the entities and dependencies of the different government agencies and private social assistance and action by individuals or entities not for personal gain or identified profit.

Social assistance is part of and is associated with the service provided by the company to improve the quality of life of those in situations of distress, to those who require care for their basic needs or to those who are in disaster-risk situations, lack of housing, food or health care.

In matters of care for minors in protection systems, both public and private, social assistance is part of the protection system for the comprehensive care of those in shelters. Kurczyn (1997) mentions that in the case of Mexico, the assistance is exercised through three entities: -the two secretariats of State for Health and Development Social- and decentralized agency-the National System for Integral Development the Family (DIF) -. In the latter case, the prosecuting attorney for the Defense of Children and Family are part of the legal aid, family and social orientation. These play an important role in children who are at risk because they are channeling infants organizations of civil society, in this case the private social assistance.

Function and care System for Integral Family Development (DIF). Care for children in Ciudad Juarez

The prosecutors depend on the state DIF and communication with the national DIF; this is done through liaison offices and subprocuradurías found in several entities to express situations that endanger the integrity of minors. These government agencies serve the problems of children who are staying in shelters or foster homes, trying to solve their situation to reintegrate with their families and, in extreme cases, them up for adoption (Berumen, 1990).

Now, actions to improve the conditions of children who are publicly assisted through the DIF require the support of civil society; in this case, they are considered the institutions and organizations of private social welfare (group homes and shelters) where communication

between the DIF and these organizations should be the best possible way to solve the problems of children in care, in this case "tutored".

"The tutelary conception arises as a measure of control and interaction between families and the state on members considered not responsible for their actions and comes from the appointed paradigm of illegally entering deep contradiction when it comes to rights, participation and social subjects" (Gómez y Zanabria, 2010, p.483).

These children who are in the DIF are under the tutelage of the State, which is responsible for the care of the child, and the full, legal and physical custody. DIF national system has some control of the situation of minors in their care, as it has several group homes and agreements with private institutions. Each state of the republic has its own approach, forms of intervention and monitoring for cases of minors. Some characteristics of these institutions demonstrate excessive responsibilities, work, lack of personnel, actions, programs and specific public policies for the restoration of family life, of the child population that requires care from their parents (Rodriguez, 2016).

Although the DIF system has social policies that aim to meet the needs, in the case of children in vulnerable situations, this action goes together with organizations of civil society, in this case the shelters, providing the right to health, education and food.

We can see that organizations have a welfare approach, but within the political and generations of social plans and programs frames participation is limited by lack of opportunities to interact with government level.

In a way, the resources that children receive through every social program, in this case the resource support from DIF towards organizations called shelters, group home or orphanages, are a way in which the States show fulfillment of child rights. However, public social spending on children hardly can see, because most governments only shows figures by sector without any breakdown of their programs.¹

¹ Esto se puede analizar a través de la página transparencia presupuestaria para consultar la cobertura de los programas sujetos a reglas de operación, donde el Programa de Fortalecimiento a las Procuradurías de la Defensa del Menor y la Familia, S-250, muestra la distribución de los recursos para las dependencias del Sistema DIF.

In the case of Ciudad Juárez, certainly there is linkage between the state DIF system, the headquarters of the Office of the attendance of the child and family, as well as private organizations and institutions, but without the link that commit to work from the government.

The study by Dominguez Gallardo, Soroa, Moreno, Arzate and Suarez (2016) on the diagnosis of hostels in Ciudad Juarez shows the participation of 33 shelters in the table shelters. All hostels are regulated by the DIF also minors are bound by this dependence to shelters. Hostels table organizes regular meetings each month among all managers of organizations and institutions. Of the 33 shelters registered in the Bureau, only 21 participated in the study. The shelters that participated reported having a capacity to serve 1,013 beneficiaries. These shelters serve 748 children and young people today. The age ranges ranging from 3-18 years. This study showed that 9 out of 10 children residing in shelters have access to formal education, and according to the answers to questions about education and contributions as a shelter made, consider that children have better opportunities than they experienced before entering the hostel. Some of the speeches show that under the conditions of poverty in which they were generated poor diet, lack of medical care as well as formal jobs for their parents. Moreover, from the point of view of managers and directors, minors have access to comprehensive training.

It also stresses that the social contribution made by these organizations to the municipality corresponds to 3.1% of the municipal budget of 2015. These figures show the magnitude and importance, in economic terms, the role performed by these organizations of civil society support the growth and development of children and youth. The value of services in areas of social service, health, philanthropic intermediaries and social development represents 77% of the total annual value of services. Organizations of civil society in this town cater directly to 269,832 people, a figure that indicates that 20% of the population of the city is the direct beneficiary of the civil society. This information shows investment, coverage, infrastructure, citizen participation and services that these organizations cover as well as the magnitude and importance in the juarense population that goes to meet basic needs, but also urgent for development of individuals and groups that are unable to satisfy themselves.

Conclusion

We can see that social policies from the government level have been shaped in the course of the years, and that the influence of society to improve the living conditions contributed their time to bring about change in the country. State intervention has focused on a welfare system where social programs sometimes lose focus, in this case the eradication of poverty. It seems important to consider the active role that the organizations of civil society. In the sixties we saw the rise of a conformist society through social movements, but now it no longer has much weight issues repression of a state that has put aside the exercise of rights of citizens. Now we see that civil society is manifested in different ways, trying to improve conditions for vulnerable populations. The case of Ciudad Juarez and hostels table shows the actual performance to meet this child and youth population that requires specific public policies to combat situations of vulnerability. These organizations produce a combination of public and private, where the first focuses on state affairs and the second reflects the accomplishments of individuals and groups that do not seek to satisfy their particular interests, but those of solidarity, citizen participation and equity Social. We live in a country where poverty and inequality levels have threatened the deepening of democracy. We do not know if there is such opportunity to confront visions and seek commonalities between the government sector and civil society organizations, to make sense of ever innovative social actions and projects that unite these two sectors to improve our quality of life at some point. Moreover, by leaving the DIF for several years responsible for designing and implementing policies aimed at children, people with disabilities, families and community development, the priority has been the welfare and not a social policy based rights to allow full development. If we consider it from the perspective of human rights, the State has the obligation to ensure the effectiveness of programs and policies from the dependencies for all those who, through no fault of their own volition situations, are vulnerable and hard to cover It needs education, employment, health, housing and, in general, social security. At the moment there is only find a way to express ourselves by different means in order to contribute to the analysis and discussion of the locations served in situations of vulnerability and poverty.

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