



Julio Lozeco
Orlando Sotto
Julio Tealdo

Public Policies and Social and Solidarity Economy

SOCIAL AND SOLIDARITY
ECONOMY POLICIES INCIDENCE IN
THE MUNICIPAL ADMINISTRATION
OF THE GRAN SANTA FE
AGGLOMERATE



DEFENSORÍA DEL PUEBLO
Provincia de Santa Fe



UNIVERSIDAD
NACIONAL
DEL LITORAL

.....

Public Policies and Social and Solidarity Economy /
Julio Lozeco; Orlando Sotto; Julio Tealdo – 1st. Edition, adapted –
Rosario: Ombudsman Office - Province of Santa Fe, 2020.
Digital PDF Book.

Digital file: download and online
ISBN 978-987-47160-6-4

1. Civil Rights. 2. Social Economy. I. Sotto, Orlando.
II. Tealdo, Julio. III. Title.
CDD 323.0982

.....

© Defensoría del Pueblo de la Provincia de Santa Fe (Santa Fe Ombudsman Office)
Santa Fe, Argentina, 2020.

Copyrighted.
All rights reserved.

Eva Perón 2726 (3000) Santa Fe
(0342) 4573904 – 4573374
<http://www.defensoriasantafe.gob.ar/>

TRANSLATION INTO ENGLISH

Diana Kreimer

DESIGN AND LAYOUT

Tedetintas / tedetintas@hotmail.com

DGCV Martín Margüello / DGCV Pamela Nuñez

Authorities

Ombudsman Office – Province of Santa Fe

Dr. Raúl Lamberto

OMBUDSMAN

National University of the Littoral

Dr. Enrique Mammarella

RECTOR

Working team on

Public Policies and Social and Solidarity Economy*

GENERAL ACADEMIC COORDINATOR

BA Julio C. Tealdo

GRADUATES - TEACHING RESEARCHERS

BA Julio Lozeco

BA Orlando Sotto

* Document on National and Provincial Policies for Social and Solidarity Economy in the Gran Santa Fe Agglomerate, done by the research team of the Social and Solidarity Economy Outreach Programme of the National University of the Littoral, under the Master Agreement entered into by the Ombudsman Office of the Province of Santa Fe and the National University of the Littoral.



Contents

7	Foreword
9	Introduction
11	Chapter 1.
	Social and Solidarity Economy (SSE) and Public Policies
13	1.1 About the concept of SSE
15	1.2 Public management from the local governments' perspective
19	Chapter 2.
	The Gran Santa Fe Agglomerate (GSFA), the territory under analysis
21	2.1 The province of Santa Fe. Overview
23	2.2 GSFA description
28	2.2.1 Public and private labour force composition in the GSFA
29	Chapter 3.
	SSE Public Policies
32	Importance of the analysis
35	3.1 Public Policies to develop and foster SSE
35	3.1.1 National Public Policies (2016–2017)
35	• National Ministry of Labour, Employment and Social Security
40	• National Ministry of the Interior, Public Works and Housing
44	• National Ministry of Social Development
54	• National Ministry of Production
55	3.1.2 National Public Policies (2018–2019)
57	3.1.3 New national programmes and projects (2018–2019)
58	• National Ministry of Health and Social Development
62	3.1.4 Public Policies in the province of Santa Fe (2016–2019)
66	• Ministry of Production of the province of Santa Fe
71	• Ministry of Social Development of the province of Santa Fe
76	• Ministry of Reform and Government of the province of Santa Fe
77	• Ministry of Labour and Social Security of the province of Santa Fe
78	3.1.5 Public Policies in the province of Santa Fe (2017–2019)
78	• Ministry of Production of the province of Santa Fe
81	• Ministry of Social Development of the province of Santa Fe
83	• Ministry of Labour and Social Security of the province of Santa Fe

85	• Ministry of Science, Technology and Production Innovation of the province of Santa Fe
86	• Ministry of Health of the province of Santa Fe
86	3.2. Preliminary remarks
89	Chapter 4.
	Territorial analysis of the Public Policies for the GSFA
92	4.1 An introduction to SSE in the GSFA
92	4.1.1 Actions linked to Social Economy in the GSFA
93	• Municipality of Santa Fe
98	• Municipality of Santo Tome
99	• Municipality of Recreo
101	• Municipality of San Jose del Rincon
103	• Monte Vera Commune
103	• Sauce Viejo Commune
105	4.2 SSE Public Policies from the public agents' perspective
111	4.2.1 Results. Problem analysis
114	• Articulation capacity
115	• Management capacities
116	• Technical and administrative capacity
120	4.3. Beneficiaries' perceptions
127	Document synthesis
131	Recommendations
137	References
141	Annex
143	Legislation
143	1. National Legislation
144	• National Ministry of Social Development
144	• National Ministry of Labour, Employment and Social Security
145	• National Ministry of the Interior, Public Works and Housing
145	2. Provincial Regulatory Framework and Legislation
146	• Ministry of Production of the province of Santa Fe

Foreword.

Ombudsman Office – Province of Santa Fe

The work has always been linked to people's daily activities: their livelihood, that is, how they get their income, but also as a social integration instance, as the core where groups and community alliances are formed. The work blended the economic with the social, the individual with the collective, family life with material reproduction of life. The technical and economic progress enabled a sustained and increasingly faster improvement of production levels, goods, and services consumption while breaking down old links based on labour. The mechanization that started with the Industrial Revolution first turned men into simple machinery assistants and then, automation stopped needing men at all.

In a very suggestive work on the new capitalism culture, Reichard Sennet remembers the 90's, a turning point, when the micro-processors turned the old dream/nightmare of automation into reality, both in manual and clerical jobs: «In the end, says Sennet, it was cheaper to buy a machine than to pay workers' salaries». So, on the one hand, high tech industries, financial services, and the media were growing and, on the other hand, middle and low-class workers started to be overwhelmed by uncertainty and fear of the future. The Keynesian full employment times, welfare institutions, and work stability that allowed workers to start and complete their working life in one company were things of the past.

This «new spirit of capitalism» (as Luc Boltanski and Eve Chiapello call it), the counterpart of financial markets and corporations' growing power, stirred work flexibilization schemes: temporary hiring models, temporary labour, flexible work hours, and reduced compensations if terminated. Inevitably, as Loïc Wacquant states, social inequality resurged; affluence and poverty, luxury and extreme poverty growing hand in hand. A transformation of inequalities nature explains this unhealthy convergence —according to Pierre Rosanvallon. Inequalities within categories, that is, those emerging from internal group dispersions, now overlap traditional inequalities. There is a spectacular increase of higher incomes —high executives, finance tycoons, sports, and show business stars— while more and more families live on the threshold of poverty.

Economic and social global trends also affect peripheral countries, such as Argentina, where the trends are even more evident. As the one made by Agustin Salvia, researchers' surveys show the gaps between formal and informal workers, the inadequacies in education that do not guarantee an upward social mobility. Social origin, life trajectories, obstacles faced by youth to find a job and the persistent poverty that affect a large part of the population are clear and evident.

SSE is a renewed and creative theoretical and practical solution aimed to include —or re-include, if I may say so— into the world of work those workers who, due to different circumstances, have lost their source of income. Our Ombudsman Office has paid special attention

to this initiative, at the crossroads of Human Rights, since it is a condition of individuals and families' material reproduction.

This research paper on public policies linked to social and solidarity economy in the province of Santa Fe was carried out by professors led by Julio Tealdo. It results from the reciprocal cooperation agreement signed between our office and the prestigious National University of the Littoral. We are convinced that this paper will help disseminate and win the support of many people to develop a social economy initiative that is so necessary and valuable for the less favoured sectors of our people.

Dr. Raúl Lamberto

Introduction

This document results from the Master Cooperation Agreement entered into by the Ombudsman Office of the province of Santa Fe and the National University of the Littoral in September 2012. The agreement aims at the production of frequent public policy monitoring reports (whether national, provincial, or municipal) linked to Social and Solidarity Economy (SSE) from a human rights' perspective. It is a first contribution for the assessment, follow-up and analysis of the impact of public policies focused on SSE development, promotion and strengthening. The target territory is the Gran Santa Fe Agglomerate, AGSF, for short following its acronym in Spanish. While the discipline field is Social Economy, particular importance is given to Work Cooperatives, one of the main beneficiaries of the policies mentioned above.

The period of analysis runs from 2016 to 2019, four years that, on the one hand, witnessed a strong presence of different SSE programmatic lines supported by previous administrations and, on the other, 2018 was the year of an important institutional transformation, mainly at national level.

This report starts with a first chapter that provides the theoretical and conceptual framework of the research. The different theoretical angles and the notion of Social and Solidarity Economy are approached from a Latin American perspective as well as the implications of the public policy management, particularly by local governments.

Chapter 2 characterizes the Gran Santa Fe Agglomerate since it is the territory under analysis. First, a general characterization of the province of Santa Fe followed by the AGSF specific conditions.

Chapter 3 delves into the SSE public policies. National and provincial public policies to strengthen and consolidate SSE are collected, identified and described. This chapter provides detailed information on the number of policies, programmes and projects that focus on the specific sector under analysis. At the same time, there is the intention to list the institutional changes in those four years.

Chapter 4 focuses on policies at the local level. There is an analysis of the ties that the Gran Santa Fe Agglomerate's municipalities knit with the provincial and national policies and a first look at the management mechanisms involved in those policies as to their institutional capacity. This chapter includes the policy beneficiaries' perceptions. Since it is a sectoral case analysis, it considers Santa Fe working cooperative members perceptions, exclusively.

The report ends with recommendations for public management and paves the way to continue delving into the diverse aspects of the vast and heterogeneous universe of the interaction between social economy, public management and community wellbeing.



Chapter 1.
Social and Solidarity
Economy (SSE)
and Public Policies

1. Social and Solidarity Economy (SSE) and Public Policies

1.1 About the concept of SSE

The concept of Social and Solidarity Economy (SSE) is multidimensional. A diversity of representations and conceptualizations exists in such concept that, paradoxically, takes dissimilar approaches on the same word. It is therefore unavoidable to question what SSE is and includes, and outline three unique perspectives: that Coraggio (2013) summarizes as follows:

1. SSE AS A FRICTIONAL COMPONENT, mainly aimed at (re)insertion through employment, acting at microeconomic level. Its horizon is rooted in the capital company and the need to use SSE to promote the individuals' registration in the business fabric.

2. SSE AS A SUB-SYSTEM WITHIN A MIXED SOCIAL AND ECONOMIC SYSTEM, made by three sectors: the State, the capitalist business sector and the Popular Economy sector. The Solidarity Economy, in this context, is seen in the sectoral interface; «there are solidarity components in the popular economy, which not always is predominant nor solidaire. There are some, though, very important, in the public economy, especially in the relations of progressive redistribution. And there are some in the private business sector, too, even if it is a philanthropic and unilateral solidarity» (Coraggio, 2013, page 18).

3. SSE AS A PROPOSAL OF OTHER ECONOMY, that acts within a mixed economy but at systemic level, aiming at a transformation of the existing economic system where interventions are required at micro, meso and macro social levels; promoting a drastic change of the work relations system, the role of the state, citizen participation, etc. It implies a dispute of meanings economically, politically, culturally, socially and educationally.

Coraggio, Razeto, and Singer, three Latin American authors, made notable contributions to this view (Azerrad, Tealdo, & Lozeco, 2016). They claim that the need to understand the evolution of this new field together with the search for a wider meaning enables questioning this «new reality» and the transformation horizon of the current systemic structure, which would be an alternative and a more optimistic project. Coraggio, for instance, claims the need to go back and transform the current capitalist-based mixed economy into a plural economy where employment is preponderant and where actions are coordinated to change the existing logics and relations into an organically articulated economic subsystem: The Economy of Work (EW). EW is supported by the expanded reproduction of everyone's life into more equal and democratic societies. EW can be understood only as opposed to the economy of capital, where the system of interests is hegemonized by the general interest or by the interest of certain fractions of capitalists.

Luis Razeto explains the ties between economy and solidarity. He also explains the need to include solidarity in the economy, in the so-called «solidarity economy», as a form to practice solidarity in economic theory. This author suggests factor C (cooperation, collaboration, confidence) as a new production factor (consumption, distribution), that can work as a

methodological tool. Factor C has the capacity to create an economic value just like the other economic factors: work, land, and capital.

Paul Singer takes the concept of Solidarity Economy as a method for analysis and as a field of study. He considers Solidarity Economy a synthesis that overcomes capitalism hybridization, goods production and relationship closeness, trying to evolve towards a socialist society project, in a new context and with new agents. Singer believes that Solidarity Economy is an unprecedented means of production and distribution that working classes adopt when marginalized from work. Solidarity Economy joins the possession and use of the means of production and distribution through their socialization. «It is not anybody's intellectual creation (...) it is a continuous process of workers in their battle against the capital (...) it cannot precede industrial capitalism, it accompanies industrial capitalism as a shadow all along its evolution» (Singer, 2007: 62; quoted by Azerrad, Tealdo, & Lozeco, 2016, page 25).

In short, these perspectives, beyond certain peculiarities, aim at generating transformation processes that question the entire system. However, as explained below, it is not possible to build the Other Economy unless we understand the reality where it operates, the system of relations and ties that exist among the relevant actors. Particularly in the fabrics that different programmes and policies knit between the State and the popular solidarity economy.

While the concept of SSE is not new in Argentina, it has become relevant in recent decades due to different public interventions, especially after the crisis at the dawn of the 21st century, when workers' initiatives to recover bankrupt companies were complemented by the federal government decision to implement social policies focusing on social inclusion through employment, work cooperatives and self-managed employment promotion programmes.

From a territorial approach, SSE definition names an heterogeneous set of economic activities which evolution has been different from the typical capitalist company which mission is to maximize profits. SSE is established through entities and organizations that perform economic activities which main purpose is enabling social, material and symbolic reproduction of the life of individuals or groups of people (for themselves and for family ties or affinity relations), while, at the same time, contemplate organizational elements of associative and democratic self-management, and solidarity ties with their neighborhood or community (Pastore, 2010).

Thus conceived, it refers to a diversity of practices and life strategies carried out by different groups, independently from their socio-economic status. However, due to the dynamics of the capitalist predominant economic system, there is a strong tie between the economic trajectories of SSE and deficiencies, vulnerability, or¹ social exclusion. To understand the dynamics, it is interesting to revisit Coraggio's arguments (2009): he believes that the current economic system is a mixed system defined by three large sub sectors, the public sector, the business sector and the Popular Economy, this last one refers to:

¹. The notion of social vulnerability is commonly used in social sciences to identify social groups, homes and individuals who, due to a lower availability of material and non-material assets, are exposed to abrupt, significant changes in their standard of living when faced with changes in the employment or work status of their active members.

«The economy of workers, those members of society whose domestic units depend upon their work ability for earning their livelihood, combining work for the production of domestic consumption satisfactors with work to produce goods and services to be sold in the market under employers who hire workers as a labour force for a salary» (Coraggio J.L., 2009)

Thus defined, the field of the *popular* includes the practice of livelihood and reproduction of the most vulnerable sectors. Associative initiatives emerge, characterized by the generation of reciprocity links to improve the quality of life of the neighbourhoods or communities who constantly interact with the other subsystems. The business private sector comes into play with its fund of employment² and the State implements public policy actions to provide social assistance. Since 2004, Argentina has witnessed a social policies reconversion strategy. Different levels of government started to execute a vast number of programmes and actions focusing on the promotion of self-managed work, the creation of Work Cooperatives and the development of comprehensive policies to link job creation, social protection and community advancement.

When considering the social problematic, these interventions have moved SSE to center stage and have opened the debate on the implications of these policies in the traditional sectors of the Social Economy (cooperatives and mutual organizations) and of their capacity to improve the quality of living of their members.

1.2 Public management from local governments' perspective

Based on the authorized arguments of Subirats and Knoepfel, who claim that «public policies are made by a set of actions and decisions implemented by different actors with the purpose of solving a problem that is politically defined as public» Subirats (2008, page 125), it is possible to state that a correct interpretation of the problem allows decision-makers and analysts make a correct diagnosis of the reality to be intervened. Even though this diagnosis does not guarantee an efficient implementation, it eliminates future hurdles that can result from a partial and/or fragmented analysis.

Not every social problem becomes relevant in the design of policies, neither can it be maintained that public policies are just the solution to a certain problem. A problem can gain political dimension if it is sufficiently relevant to be worth of appropriation by governments. Said relevance is not exclusively associated to the feeling or pretense of citizens, it depends more on the deliberate decision of public administrators to include the problem in their priorities, to make it part of the government agenda.

2. Understood as «the set of work energies, abilities and capacities that their members can exercise under normal conditions» (Vazquez, 2010, page 88). The fund of employment can be made effective in different forms: Non pecuniary and/or pecuniary use. The first can be expressed from a double categorization. On the one hand, the work of reproduction aimed at the immediate satisfaction of members' needs. On the other hand, the reproduction of the transgenerational work capacity (of learning). As to the pecuniary use of work; generally quoted as mercantile, it is considered as: a) the work of exchanging work for money (salary relation); b) the different forms of association or joint organization that people have to strengthen their competitive capacity in the capitalist business sector: cooperatives, mutual organizations, voluntary associations, solidarity production chains.

Incorporating social problems in the agendas is somehow a conditioning decision. Once the decision is made to solve a certain problematic situation, the target group, the group suffering such situation is defined, as well as the causes, the responsible bodies, the eventual solution and the necessary elements to make it effective, thus establishing a «causal hypothesis» and an «intervention hypothesis» (Subirats et al, 2008, page 63). This last statement becomes more relevant in Hogwood and Gunn arguments. They claim that «the definition of problems (are) the processes through which a matter already approved and included in the agenda is studied, explored and organized by the interested parties who rarely act in the context of a definition of authority, temporarily acceptable in terms of its probable causes, components and consequences» (in Aguilar, 1993, page 52).

There is one more ingredient in the complex design and execution of the policies above mentioned: the necessary coordination in the intergovernmental dimension. In federal government systems, as in Argentina, this dimension is even more complex. According to Granato (2015:125) «typically formal relations in the Argentine federal structure are of subordination, Therefore, local systems and measures should adjust to federal regulations. Formal relations are also of participation, allowing some space for the collaboration of provinces in the federal government's decisions and coordination, thus restricting federal and provincial competences through distribution and apportionment.»

Communal or municipal local governments should manage public policies subject to the dynamics mentioned above and should put them into effect to respond to the demands and social problems that emerge in the territories. Citizens' demands present multiple angles and emergence patterns. Initially, though, every demand questions the local management. Therefore, each municipality should resort to the best possible strategies to give a response. Jordi Borja (2003) lists different agendas that local governments currently face, that are worth mentioning:

1. Reconvert the economic base, generating workplaces, human resources continuous education.
2. Formulation of comprehensive plans targeting vulnerable zones with urban problems.
3. Draw up sustainability, environmental quality, and public health programmes
4. Measures targeting vulnerable groups or others with specific issues.
5. Infrastructure development.
6. Develop citizens safety and social cohesion programmes
7. Citizens' protection or defense paid by the State in cases before other administrations or public utilities, and, generally, concerning users and consumers' interests.
8. Agreement and coordination with the State —and in some cases with economic entities— of the large communication, energy, technological, industrial or commercial infrastructures that have a big impact on the territory.
9. Create cooperation networks with other municipalities and supra municipal bodies to define common strategies and service provision.

Therefore, municipalities should play a more active role vis-a-vis local management and creation of mechanisms that allow detecting and meeting demands. The potentiality of municipal interventions is expressed in the frequently innovative institutional agreements: setting up alliances and synergy with schools, NGO's, community centers, parishes, companies,

trade unions, etc. The closeness of these institutional actors or organizations to local issues and their context allows them, at least in theory, to understand and adapt to the needs and expectations. Social and Solidarity Economy perceives a number of difficulties that hinder even more the development of sectoral policies:

1. First, as explained in later paragraphs, there is no consensus or clear demarcation of public agents—in any of the three levels— as to how to understand Social and Solidarity Economy. This difficulty is not peculiar to the agents themselves; it is the result of their own representations and interpretations of the concept.
2. Based on the SSE angle taken by public agents, it is possible to find spaces of dialog or estrangement. For instance, local spaces—especially in urban districts— commonly recognize that SSE can mitigate poverty while provincial or federal policies feature a more comprehensive angle. This dichotomy makes the scaffolding of interventions more difficult.
3. Last, policies on social and solidarity economy fostered by provincial and federal governments, generally show a direct link with sectoral organizations, without the intervention of municipalities. As it will be explained later in this document, local agents have no access to proper information about such policies and therefore, do not consider them in their agendas. An *asymmetric information* process emerges between the policies existing in the territory and their acknowledgment on the part of local agents.

Chapter 2.

The Gran Santa Fe
Agglomerate (GSFA),
the territory
under analysis

2. The Gran Santa Fe Agglomerate (GSFA), the territory under analysis.

Social and economic characterization

This second chapter intends to collect and show, as appropriately and systematically as possible, a set of social and economic indicators of the Gran Santa Fe Agglomerate. We will resort to contributions made by the provincial government in its Provincial Strategic Plan (Bonfati; 2012) and to reports and statistics collected by the National Institute of Statistics and Census (INDEC), the Provincial Institute of Statistics and Census (IPEC) and others gathered by private organizations such as the Santa Fe Board of Trade and the Argentine Chamber of Commerce. First, a general social and economic characterization of the province of Santa Fe. Then, a description of the AGSF based on a number of social and economic indicators.

2.1 The province of Santa Fe. Overview

Based on information furnished by INDEC (2010), the province of Santa Fe ranks third by population. The inter-census population growth rate is 6.5 percent, that is 7.9 percent of the total population in the country. Goods and services, measured by the geographical gross product³, explains the 7.6 percent share in the gross national⁴ product (Ministerio de Hacienda y Finanzas Públicas de la Nación, 2017). Santa Fe is the second most important province in the country for its total production of goods and services.

Strategically located in the centre of the country, the province is fertile and dynamic, featuring a great environmental diversity. The Provincial Strategic Plan, 2030 Vision (2012) regionalizes the province in five nodes or regions (pág. 41); a) the Reconquista Node in the northeast⁵ b) the Rafaela Node, to the northwest⁶; c) the Rosario Node⁷; d) the Venado Tuerto Node to the south, and⁸; e) the Santa Fe Node⁹, in the centre of the province. The AGSF, this report's object of analysis, belongs to the Santa Fe Node.¹⁰

3. The Geographical Gross Product is an synthetic indicator of the productive efforts in the provincial territory. It is the provincial equivalent to the country's Gross National Product (GNP).

4. The notion of Gross Domestic Product, also known as GDP, is used in macro economics to refer to the monetary value of all finished goods and services made within a country during a specific period of time. GDP is usually considered a basic indicator of the country's wealth.

5. Area 35,507 km², with a population of 241,463 and 37 municipalities and communes.

6. Area 40,211 km², with a population of 305,957 and 96 municipalities and communes

7. Area 18,335 km², with a population of 1,662,383 and 96 municipalities and communes

8. Area 12,772 km², with a population of 206,857 and 36 municipalities and communes

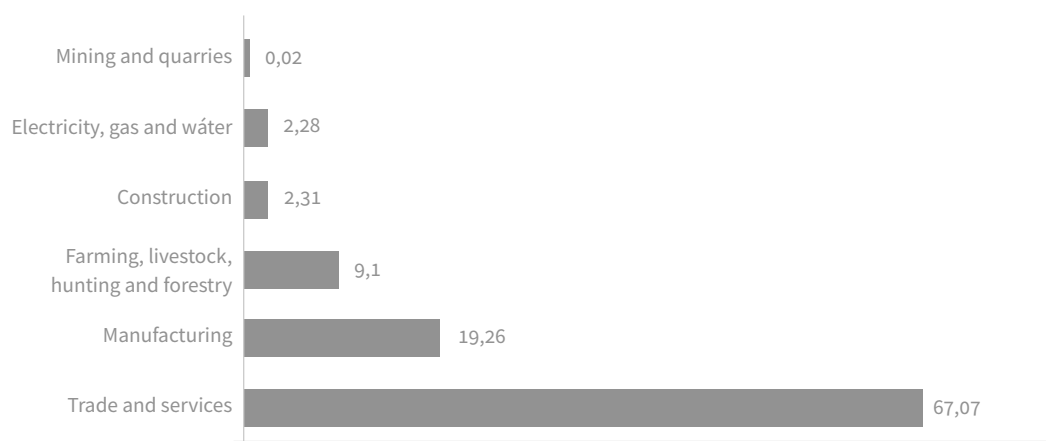
9. Area 25,813 km², with a population of 777,877 and 97 municipalities and communes

10. There is a detailed description of the Santa Fe regionalization in the Santa Fe Provincial Strategic Plan, pages 39 to 48. <https://www.santafe.gov.ar/archivos/PEP.pdf>

A distinctive characteristic of the provincial territory is its hybridization between the urban and the rural. Even though the population is concentrated in the big urban centres¹¹, the territory is mainly rural. The provincial production structure is grouped in five productive systems: 1) agrifoods and biofuels; 2) metalworking, chemical and other manufacturing industries; 3) technology-based companies; 4) tourism, commerce and services 5) the river, forestry and mining.

According to the Argentine Chamber of Commerce, Santa Fe share in the national GDP (2016), is 7.5 percent. A sectoral analysis of the 2013 geographical gross product shows a marked preponderance of retail and services (67.02 percent of the GDP) over manufacturing (32.98 percent). Besides, grain crops and cattle farming represent 15.6 percent of the total farm production in the country.¹²

GRAPH 1. GDP by industry in the province of Santa Fe. (IN PERCENTAGE, 2013)

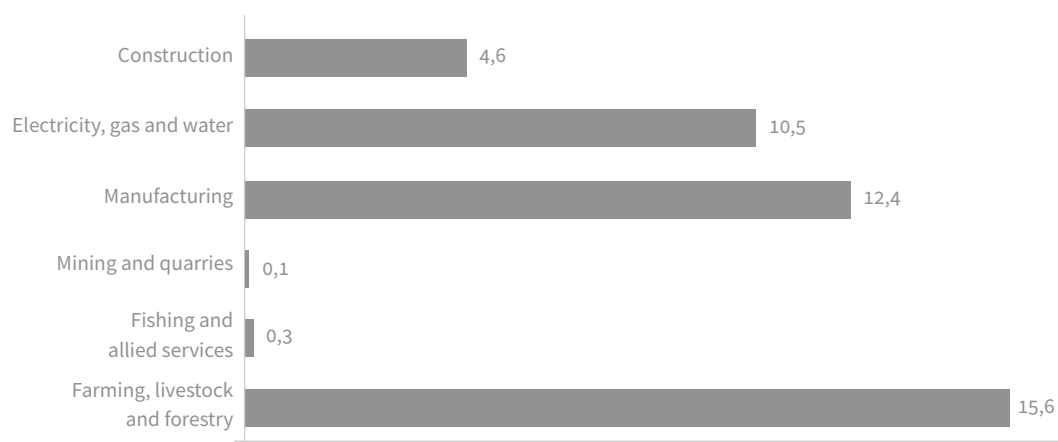


Source: compiled by authors, data from the Provincial Institute of Statistics and Census (IPEC).

¹¹. «Regional centrality located in five urban nucleus. Rosario Metropolitan Area with almost 1.4 million people; the city of Santa Fe, with approximately half a million and the cities of Reconquista, Rafaela and Venado Tuerto, where population ranges from 60,000 to 100,000. Each of those cities articulate and dynamize the activities that are proper to their neighbouring territory; they concentrate and redistribute services, products, infrastructure and information.» (Plan Estratégico Provincial Santa Fe. Visión 2030, 2012, pág. 31)

¹². The Strategic Provincial Plan highlights the industrial profile of the province, even more noticeable in the last decade; the primary products share has dropped in favour of manufacturing. The significant role played by car manufacturing in the provincial economy is worth mentioning. (pages 35–36, Strategic Provincial Plan, 2030 Vision). Santa Fe is the largest oilseed producer and the second largest grain producer. 75 percent of Argentine grain exports and 58 percent of oilseed exports are shipped in the provincial ports.

GRAPH 2. Santa Fe goods-producing industries Share in the national GDP. (PBG a pc 2012)



Source: compiled by authors, data from the Provincial Institute of Statistics and Census (IPEC).

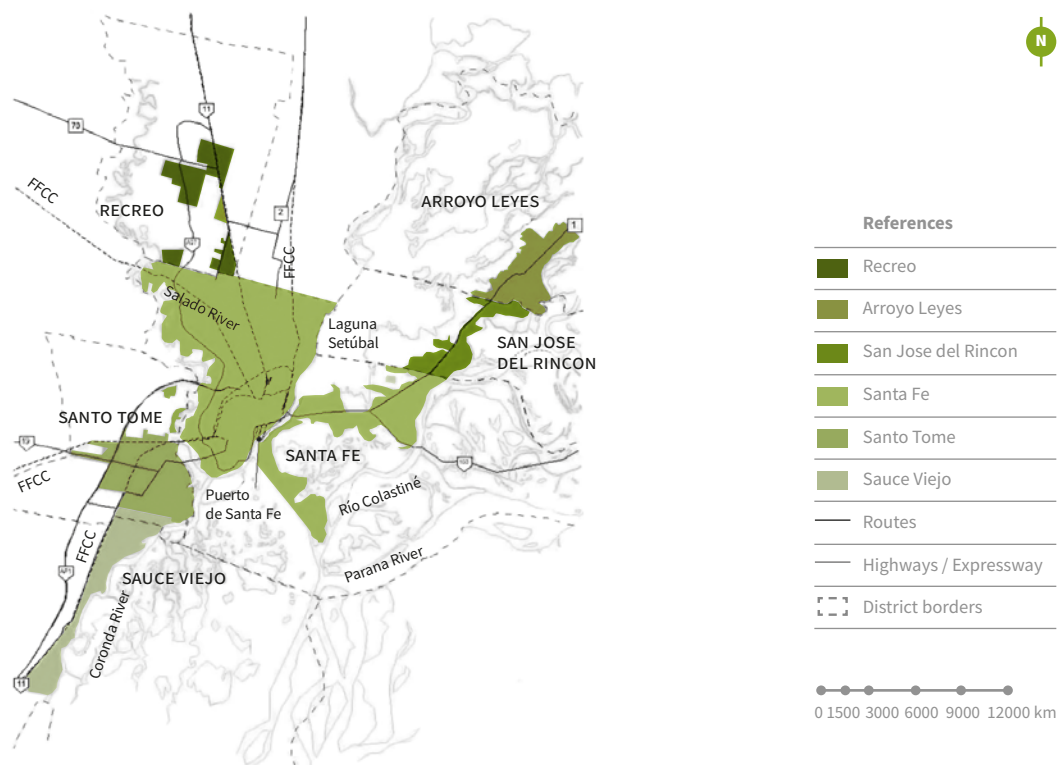
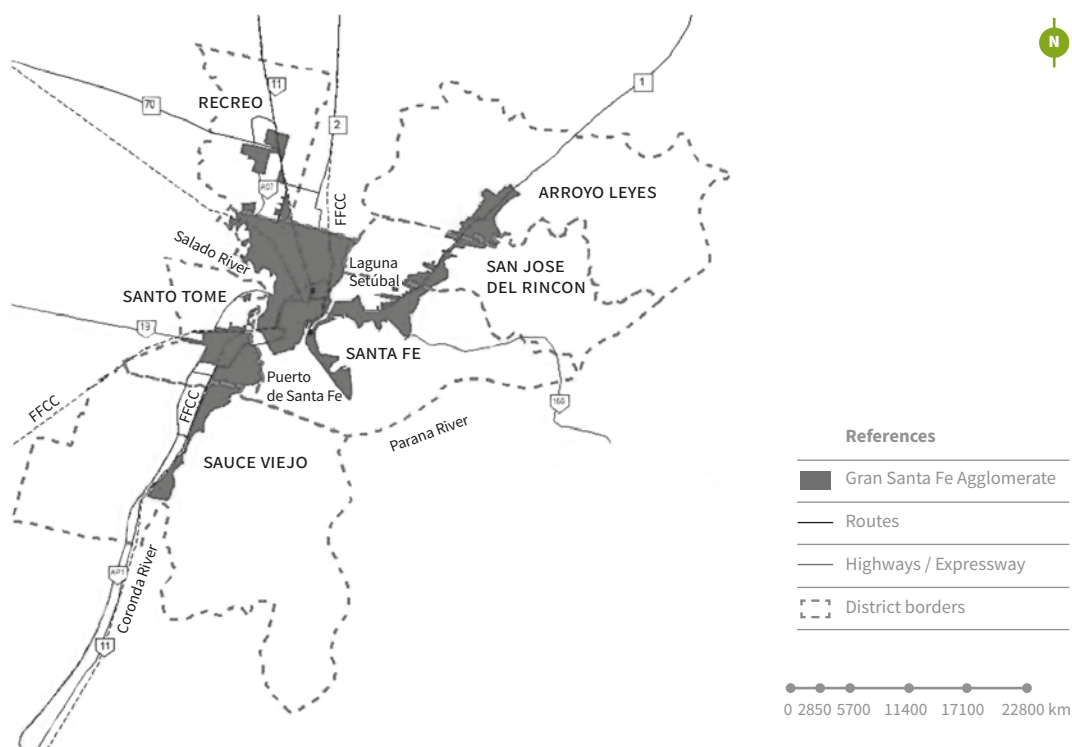
The information provided is a first description of the province. This report aims at describing and examining the structure of the Gran Santa Fe Agglomerate, in Region 3 (Santa Fe Node). It is an area characterized by the great dynamism of its services and the presence of many and diverse value chains: grains and oilseeds, cattle farming, regional products, timber undertakings, fruit and horticultural crops, food industry and tourism. These are the cities in the agglomerate: Santa Fe, Santo Tome, Recreo, San Jose de Rincon, Monte Vera, and Sauce Viejo. The region deserves to be presented as one.

2.2 GSFA description

Gran Santa Fe Agglomerate is an urban agglomerate built from the conurbanization of the city of Santa Fe and a number of smaller towns in the La Capital Department, including Santo Tome, Recreo, San Jose del Rincon, Monte Vera, and Sauce Viejo. It is one of the largest urban agglomerates in the country. According to the 2010 Census, the agglomerate population is 525,093; 415,345 (80 percent) live in the city of Santa Fe.¹³

¹³. http://www.santafeciudad.gov.ar/ciudad/santa_mundo/capital_humano_poblacion.html. Query Date: April 9, 2018

MAP 1. Distribution of the GSFA.



Source: Gómez (2011): Interurban differentiation, socio-economic residential segregation, and socio-spatial fragmentation at the beginning of the 21st century. PhD thesis in Geography National University of the Northwest March 29, 2011

Located in the centre north of the country, the city is a commercial, political, and administrative core that serves and supplies the north of the Pampeana Region. Spatially, there is a highly concentrated sector, the city of Santa Fe, that spreads to the four cardinal points: to the north to Recreo (NW) and Monte Vera (NE); to the south to Santo Tome and Sauce Viejo, and to the east, to the coast road, to San Jose del Rincon. In historical, functional terms, the city of Santa Fe was founded in 1573, followed by Santo Tome in 1872, Recreo in 1890, Sauce Viejo in 1891, Monte Vera in 1909, and San Jose del Rincon that was made into a commune in 1991 even though it was founded much earlier.

This historically and socially defined structure is a snapshot of the region. It is clear that the more mature urban areas (Santa Fe and Santo Tome) are socio-economically more developed, better equipped and enjoy a wider service availability. Following Gómez and Velázquez (2014), the spatial configuration is heterogeneous among social groups and sectors but homogeneous in its distribution. In terms of quality of living, there is «a distribution in rings, where the “most favourable” category concentrates in the central sectors (micro and macro centre, in Santa Fe and Santo Tome). The “favourable” situation is a ring that encloses the “most favourable” and continues to the categories of “unfavourable”, and “more unfavourable” in the peripheral sectors» (page 179) «downtown in the two main cities, as distance to downtown increases, the “unfavourable” sectors appear. Outside the city, the “more unfavourable” category prevails». The best category is in the central area, a «favourable» situation ring, then an «unfavourable» ring, and beyond, the outside area, the more unfavourable.

In short, when observed from an integrated point of view, the central district shows a notable disparity compared to the other districts in both dimensions. There is also an enormous contrast inside the two main districts of the Agglomerate, Santa Fe and Santo Tome. The first is more prominent. In the city of Santa Fe, this structuring features a sectoral expansion to the northeast, up to Guadalupe. (page 184).

The Santa Fe Social Map developed by IPEC shows exactly that explained in paragraphs above (see Map 2). As the authors mentioned above state, there is a clear, basic structure of binuclear nature that explains the socio-economic residential differentiation of the Gran Santa Fe Agglomerate. The Santa Fe district presents an important urban scale and is the main urban nucleus.

Based on the information submitted by the Santa Fe Municipal Government (Santa Fe Cómo vamos, 2016) and included in the Ongoing Household Survey on living conditions, in 2016 second semester, poor households were 20 percent of the total and 4.1 percent were in extreme poverty. In population terms, 29.3 percent lives in poverty and 6.2 percent in extreme poverty. Therefore, according to the EPH, one every five households is poor and, approximately, three out of ten Gran Santa Fe residents live in extreme poverty.

TABLE 1. Poverty and extreme poverty by agglomerate and region. (Second semester, 2016)

Agglomerate/Region	Poverty		Extreme poverty	
	Homes	Persons	Homes	Persons
Total 31 agglomerates	21,5	30,3	4,5	6,1
Pampeana Region	21,3	30,5	4,7	6,7
Gran Santa Fe	20,1	29,3	4,1	6,2
Gran Rosario	19,1	26,7	3,2	3,8
Gran Parana	16,9	24,2	1,5	2,4

Source: Santa Fe COMO VAMOS (2016; page 36) MCSF-BCSF based on EPH-INDEC data.

Poverty and extreme poverty rates in the AGSF are below the total of 31 agglomerates and the Pampeana Region, but above those in Gran Rosario and Gran Parana. The Economically Active Population¹⁴ reaches 43.6 percent; the activity rate represents the same percentage, while the unemployment rate is 5.1 percent. That is why the socio-labour and productive inclusion policies —many detailed in this report— play such a significant role; their priority is to cut those rates.

TABLE 2. Total population, Economically active and inactive population by sex, Gran Santa Fe Agglomerate. (4th quarter 2016)

	Total	Men	Women
Total population	518.409	243.891	274.518
Economically active population	225.893	128.155	97.738
• Employed	214.421	123.871	90.550
• Unemployed	11.472	4.284	7.188
Inactive	292.516	115.736	176.780

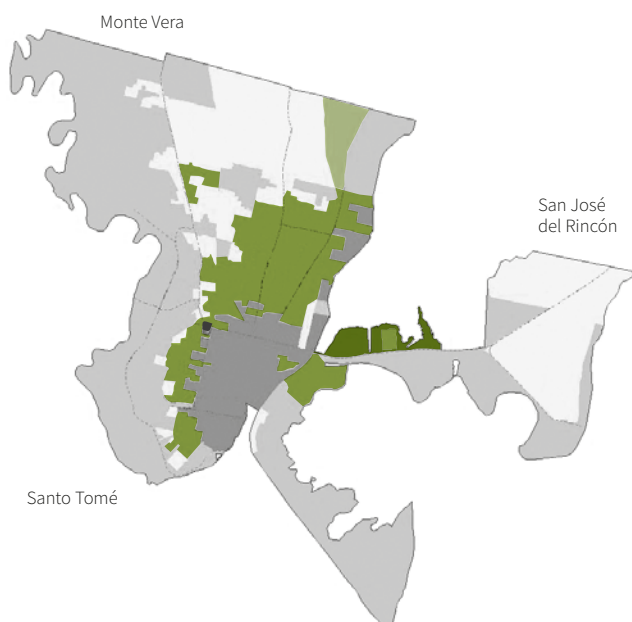
Fuente: Santa Fe COMO VAMOS (2016; page 84) MCSF-BCSF based on data from the Ongoing Household Survey-INDEC.

It is therefore interesting to examine the AGSF labour market composition more thoroughly, and introduce new analysis tools that may enable a better understanding of the reasons that drive policy agendas focused on social inclusion through employment and associativity, a characteristic of the SSE social policies included in the previous report.

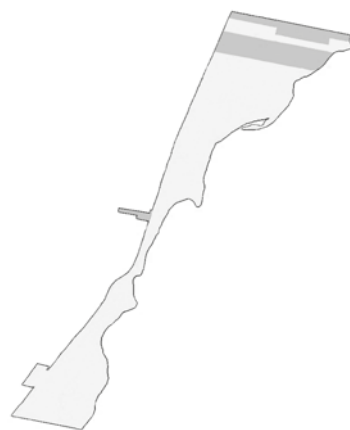
¹⁴. Made by employed or unemployed people who are looking for a job. Made by the employed and unemployed population together.
Source: Situación y Evolución Social (Síntesis No. 4); INDEC.

MAP 2. 2010 Social Map. Cities located in the Gran Santa Fe.

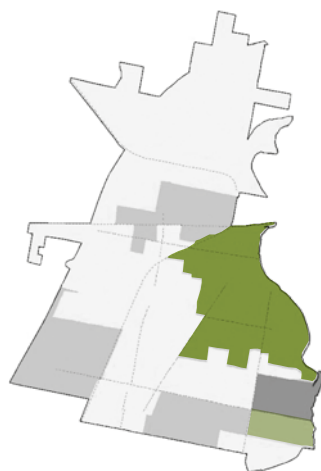
2.A SANTA FE



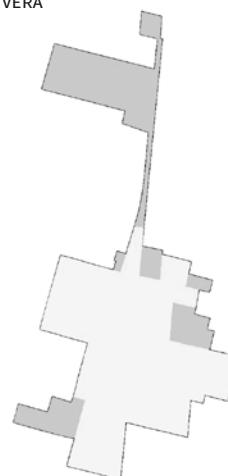
2.B SAUCE VIEJO



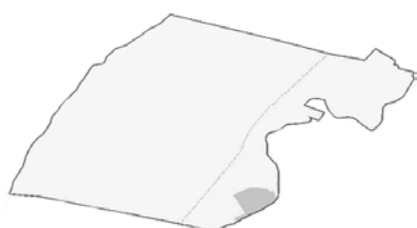
2.C SANTO TOME



2.D MONTE VERA



2.E SAN JOSE DEL RINCON



All living conditions

Very good	Very bad with children
Good	Very bad with adults
Regular	No information
Bad rural	Main roads
Bad urban	

Source: Provincial Institute of Statistics and Census (IPEC). 2010 Population, Households and Housing National Census.

Source: Santa Fe Board of Trade and Municipality of the city of Santa Fe based on the Ongoing Household Survey-INDEC data (2016).

2.2.1 Public and private labour force composition in the GSFA

According to the International Labour Organization, public employment refers to the number of people employed, have an employment contract, and perform their tasks in the public sector. Furthermore, private employees are those who work in private companies; a distinction is made between those in mid or large companies and those who work in small firms or are self-employed. This classification brings to the table the formal and informal categories, respectively, in the definition of informality.

The report *Santa Fe Cómo Vamos* (Santa Fe, Where do we stand?) (2016, pág. 91), informs that private employment in the AGSF reached a total of 73,365 workers in 6,871 companies mainly concentrated in the city of Santa Fe (90.7 percent). Private employment has had a positive and relatively stable evolution since 2008. (+2,6 percent average of the private employment recorded from 2008 to 2016). The more labour-intensive industries are (in percent and in descending order): first, wholesale and retail; second, education; third, manufacturing, and fourth, services provided by associations and personal services.

According to the report of the National Ministry of Labour, Employment, and Social Security with data collected by the Argentine Integrated Social Security System (SIPA), the following is the registered public employment in the province:

TABLE 3. Public and private employment in the province of Santa Fe in 2017. (IN PERCENT)

Private jobs	69 %
Public jobs	31 %
• National	3 %
• Provincial	21 %
• Municipal	6 %

Source: Ministry of Labour of Argentina, based on SIPA data.

In the AGSF, considering the total number of private and public jobs registered, 6 out of 10 formally hired employees work in the private sector and 3 in the public sector¹⁵, clearly showing the significance of public employment in the local economy¹⁶.

Based on data above mentioned and, on the information provided, it is evident that AGSF is a suitable territory for public policies linked to Social Economy principles. The next chapter details the promotion and advancement of SSE public policies in the Gran Santa Fe Agglomerate.

¹⁵. Santa Fe Como Vamos, op.sit. page 93

¹⁶. Salary data were taken from the Employment and Corporate Dynamics Observatory of the National Ministry of Labour, Employment, and Social Security.



Chapter 3. SSE Public Policies

3. SSE Public Policies

Public policies were initially claimed to refer to actions and decisions made by the State to respond to problematics politically accepted as public. Actions are therefore built and suggested. In the so-called *policy process*, once the social problem is identified, included in the political agenda, and assimilated as public policy, it is time to define how to implement the policy, which action parameters to use and the specific agreements needed to ensure an efficient implementation. In the context of SSE, the implementation of the policies above mentioned is subject to the vision of the national State and to the role assigned to those policies in the strategy intended to fight unemployment and social exclusion.

Castelao Caruana (2016, page 351) claims that «social and employment policies that include SSE in their design implicitly state the need to overcome the traditional economy model based on the actions and decisions made by capitalist and public companies as well as by State interventions, because the traditional agents or classical forms of public intervention cannot, by themselves, satisfactorily solve unemployment, poverty and social exclusion». This statement places Social Economy policies in the field of inclusion, that is, a temporary framework for action and organization in the process of formalization and economic growth of the end beneficiaries and their undertakings, more associated to popular economy concepts than to SSE.

There has been a marked increase of public actions that conceptually include SSE but focus on job creation and social inclusion, not on the endogenous development of Social Economy experiences, along with poor articulation between policies and national, provincial, and municipal guidelines. Once again, according to Caruana (2016, page 361) «from 2003 to 2013 different programmes and laws linked to SSE were included in the set of national policies, which contributed to stress the socio-productive nature of social policies and expanded their scope at national level, thus involving multiple actors with divergent SSE visions». In the province, especially after 2012, there was a re-emergence of SSE policies, in line with the national goals. However, the implementation had a very strong territorial focus and poor articulation with national policies. Locally, there was heterogeneity of actions, mostly coordinated with higher levels of governments; local intervention spaces were encouraged in the context of Social Economy. We will now examine the lines of intervention actually implemented in the AGSE.

In Argentina, SSE-associated public policies are complex and heterogeneous. Some focus on one sector, some are interdepartmental, either horizontally (different ministries), vertically (ministries and secretaries), and governmental (national, provincial, and municipal governments), and present a hybridization and networking that make their descriptive representation difficult. The selection of policies this report prioritizes was based on public initiatives that:

1. Aim at generating social inclusion by means of employment, building and developing production, commercial and organizational capacities among beneficiaries;
2. Include different kinds of technical and financial assistance, mentoring, and coverage as their main components;
3. Provide available and accessible information.

Below a description of:

1. Each initiative primary objective;
2. The initiative implementation responsible jurisdiction, either national, provincial or municipal;
3. The target population;
4. The components and activities to be implemented to attain the proposed goal.

Below, the main public policies implemented from 2016 to 2019 by the national government and the government of the province of Santa Fe: First, the national and provincial policies defined in the 2016–2017 period, to continue with those in 2018–2019. The transformations suffered by the national public administration as from 2017 explain the breakdown: ministries became secretaries; programmes turned into projects; administrative bodies modified their organizational chart; guidelines and policies goals changed; some initiatives were discontinued and others were created. It is clear that the four–year period cannot be analyzed as one.

Importance of the analysis

Because of the serious social, economic, political, and institutional crisis that Argentina suffered at the turn of the 21st century, the 2003 democratically elected national government started to design social proposals, programmes and policies aimed to create jobs and encourage the social participation of excluded sectors. The idea was to get away from the policies of the 90's and advance with comprehensive social policies that had the individual and his/her environment at their core; «a socio–productive strategy focused on strengthening and developing the production capacities of the most vulnerable sectors, increasing their income and thus favouring their social inclusion» (Castelao Caruana, 2013; 59).

Therefore, as from 2003, Argentina saw an exponential increase of Work Cooperatives: On the one hand, companies recovered by their workers¹⁷ who, in fear of losing their source of employment, set up a work cooperative to continue working and earning an income. On the other, the creation of work cooperatives fostered by the State through policies on social issues and employment. In late 2017, the Open School Programme of the National University of Buenos Aires issued a report on companies recovered by their workers. Preliminary data show there were 368 across the country, employing 15,323 workers. While most companies recovered by their workers are concentrated in the province of Buenos Aires, the province of Santa Fe ranks fourth (7.8 percent; 1,131 workers).

¹⁷ Companies recovered by their workers are a productive unit that has ceased operations, has closed, its owners have decided to close, the assets have been removed from the facility, workers, assets, and machinery have been transferred, the company has been liquidated or terminated for any reason, and then goes from private management to be collectively managed by its workers who create a cooperative.

Until 1998, Work Cooperatives —including companies recovered by their workers— were 19 percent of the total number of cooperatives in the country, according to the National Institute of Associativism and Social Economy (INAES). During the crisis, from 1999 to 2004, cooperatives rise to 70 percent. There was another peak in 2009: from 2,538 in the 1999–2004 period to 7,473 in the following five–year period. Expressed in percentages, 80 percent and 15,077 work cooperatives in 2012. There were 27,654 work cooperatives in 2017. The trend in the province of Santa Fe was similar: There were 1,262 work cooperatives in 2017, that is 2.1 percent of the total in the country. Table 4 shows 628 coops in Rosario and 189 in Santa Fe city.

There are 154 work cooperatives in the city of Santa Fe, that is 81 percent of the total in the department. Figure 3 shows that a large majority was registered from 2005 to 2011. After those ‘peak’ years, fewer coops were created.¹⁸

TABLE 4. Work cooperatives by provincial departments 2017.

Department	Work cooperative
Rosario	628
La Capital	189
General Obligado	111
General López	58
Constitución	49
Castellanos	42
San Lorenzo	37
Vera	27
San Cristóbal	19
Garay	17
Iriondo	15
San Javier	12
San Jerónimo	12
9 de Julio	10
Las Colonias	10
San Martín	10
Belgrano	8
Caseros	8
San Justo	3

Source: compiled by authors, data from the National Institute of Associativism and Social Economy (INAES).

¹⁸. Cardozo, Lucas; Lozeco, Julio; Sotto, Orlando; Tealdo, Julio. «Work cooperatives in the city of Santa Fe, an assessment of their evolutions and interactions with public policies for the sector». Presentation made at the 11th National Conference of Regional Economies Researchers. National University of Entre Ríos. November 2–3, 2017

GRAPH 3. Work cooperatives in Santa Fe, La Capital Department.



Source: from Cardozo, Lucas; Lozeco, Julio; Sotto, Orlando; Tealdo, Julio (2017). «Work cooperatives in the city of Santa Fe, an assessment of their evolution and interactions with public policies for the sector».

This exponential growth of work cooperatives coincides with the setting up of SSE policies. Below, the list of milestone programmes, countrywide:

TABLE 5. National Social Economy Programmes in the 2003–2017 period.

Year	Policy/Programme
2003	Socio–community Integration Programme
2004	Community Integrating Centre
	<i>Agua más Trabajo</i> (Water + Employment)
	Manos a la Obra (Time to act)
	National Registry of Local Development and Social Economy Providers
	National law No. 25865 – Social single–tax category
	Competitiveness Programme for Self–Managed Companies and Standardization of Management Models – Self–Managed Employment Programme.
2005	Housing Emergency Federal Programme
2006	National law No. 26117 for microcredit promotion and support
	INAES Resolution No. 3026
2009	Social Income with Employment Programme
	Social Investment Programme
2011	National law No. 26684 – Amendment to the Insolvency and Bankruptcy Law No. 24522
2016	National Social Economy Plan <i>Creer y Crear</i> (Believe and Create)

Source: compiled by authors from national regulations and resolutions.

3.1 Public Policies to develop and foster SSE

3.1.1 National Public Policies (2016–2017)

The main national programmes and measures were under the Ministries of Labour, Employment and Social Security; Interior, Public Works and Housing, and the Ministry of Production. To a lesser extent under the

-
- National Ministry of Labour, Employment and Social Security
-

The MTEySS fostered active measures to favour job creation and to transform welfare benefits into social and productive integration policies for the unemployed.¹⁹ The MTEySS public actions linked to Social Economy were framed by the Comprehensive Plan for Employment Promotion (MTEySS Resolution No. 256/03) that in Section 4 states:

1. Support and promote registered employment, focusing on production units as local development strategies;
2. Favour the re-entry in the labour market or the unemployed and welfare programmes beneficiaries;
3. Foster the private sector adaptability to the new production processes through technical assistance, and workers' training and continued education;
4. Promote better management and increased productivity of workers' associative undertakings;
5. Stimulate the creation of knowledge and innovation networks, as well as foster the integration of the existing capacities of established institutions.

Three programmes can be identified in 2016 and 2017:

1. Competitiveness Programme for Self-Managed Companies and Standardization of Management Models – Self-Managed Employment Programme: Lines I to V
2. Programme to Foster Independent Employment and Local Production Fabrics:
3. Employment Programme for the Young, More and Better Jobs

Self-managed Employment Programme

Support to former employees of companies recovered by their workers and members of work cooperatives (MTEySS, 2006).

¹⁹. <http://www.trabajo.gob.ar/masymejor/index.asp> Hopp, Victoria Malena. «Relación Estado-sociedad civil en las políticas de desarrollo socio-productivo en Argentina contemporánea». Revista. Katál., Florianópolis, v. 14, n. 1, pages 13–22, June 2011.

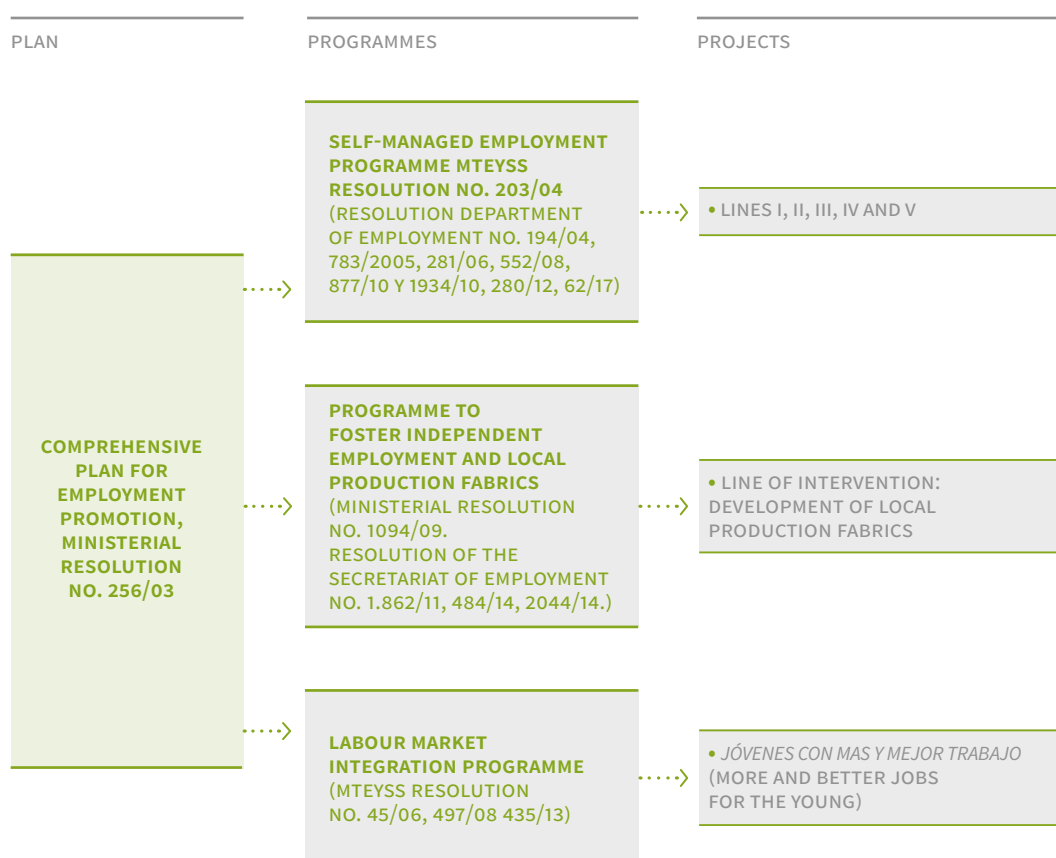
Programme to Foster Independent Employment and Local Production Fabrics

Assistance to workers affected by employment problematics, fostering their re-entry into the labour market and/or access to better quality employment, by supporting the creation and formalization of production activities and by strengthening local associative fabrics and networks.

More and Better Jobs for the Young Programme

Comprehensive services and benefits to support the setting-up and implementation of an education, occupational project for the young aged 18 to 28. The goal is to give social and labour inclusion opportunities to the target population by means of integrated actions aimed to build a professional profile, end their compulsory education cycle, gain practical experience in workplaces, and start a production activity either independently or employed.

FIGURE 1. Institutional organization of the Policies of the Ministry of Labour, Employment, and Social Security linked to Work Cooperatives and implemented in 2016 and 2017.



Source: compiled by authors from resolutions issued by the Ministry of Labour, Employment, and Social Security no. 256/03, 203/04, 497/08, 1.094/09, 435/13, and resolutions issued by the MTEYSS Department of Employment no. 194/04, 783/05, 281/06, 552/08, 877/10, and 1934/10.

SELF-MANAGED EMPLOYMENT PROGRAMME

(Competitiveness Programme for Self-Managed Companies and Standardization of Management Models)

Objectives	Contribute to the creation of new jobs and/or to the maintenance of existing jobs by promoting and strengthening self-managed production units and by improving their competitiveness and sustainability.
Components and/or products	<p>1. Personal Economic Aid (LINE I): This line was intended to support the starting phase of new activities or help in critical situations that may affect the maintenance of jobs and/or the normal operation of production activities.</p> <p>2. Technical and Financial Support to Production Capacities (LINE II): Aimed at the repair and/or buy of equipment, and/or raw materials, and/or inputs, and/or the refurbishment of infrastructure and facilities, and/or support to the expansion and/or consolidation of production units through commercialization initiatives, product certification, granting of authorizations, etc.</p> <p>3. Technical and Financial Support to Enhance Competitiveness (LINE III): Co-funding small-scale investment projects for capital goods and/or capital goods and associated working capital, and/or refurbishment of infrastructure and facilities.</p> <p>4. Technical Assistance and Training to Improve Production Units Management Capacities (LINE IV): This line fostered sustainable business management models by directly hiring experts to give technical assistance and/or implement training initiatives.</p> <p>5. Assistance for Occupational Safety and Health (LINE V): This line was intended to improve safety and health working conditions and to foster prevention measures.</p>
Target population	<ul style="list-style-type: none">• The programme targeted self-managed production units. There are other projects fostered by social organizations, associative processes linked to regional economies, sectoral value chains, and organizations promoting environmental jobs with innovative technological developments, most of them clearly within the framework of social economy principles.• This last group of projects is more recent and includes the construction work cooperatives created as from 2003 under agreements promoted by the Ministry of Federal Planning, Public Investment and Services as well as by other agencies of the national, provincial and municipal governments. Mostly beneficiaries of social plans created in virtue of the Occupational Emergency were members of the cooperatives above mentioned.
Responsible body	Department of Employment of the Ministry of Labour, Employment, and Social Security.

.....

PROGRAMME TO FOSTER INDEPENDENT EMPLOYMENT AND LOCAL PRODUCTION FABRICS.

LINE OF INTERVENTION: DEVELOPMENT OF LOCAL PRODUCTION FABRICS

.....

Objectives Assistance to workers affected by employment problematics, fostering their re-entry into the labour market and/or access to better quality employment, by supporting the creation and formalization of production undertakings and by strengthening local associative fabrics and networks.

Components and/or products It was implemented through the following action lines:

1. Line to promote independent employment
2. Line for the development of local production fabrics:

The products offered are:

- Non-refundable credits of up to Pesos 1,320,000 (as at 2017) for:
- Machinery, equipment and tools
- Inputs
- Training and technical assistance
- Infrastructure adaptation

Access to Line II was through project presentation and execution, any of the two following types:

1. Associative Production Unit: for associative organizations and cooperatives
2. Service Centres: for communes and municipalities

Target population

- Associative groups of small producers and/or entrepreneurs with a background in associativism and legal capacity performing a production activity in the territory.
- Local governments willing to set up spaces to provide production and commercialization support to small producers and entrepreneurs, either individuals or associative groups.

Responsible body Department of Employment of the Ministry of Labour, Employment, and Social Security.

.....

MORE AND BETTER JOBS FOR THE YOUNG

.....

Objectives Intended to give social and labour inclusion opportunities to the young by means of integrated actions aimed to build a professional profile, end their compulsory education cycle, gain practical experience in workplaces, and start a production activity either independently or employed.

Components and/or products The benefits were:

- Guidance and induction of the young into the world of labour.
- Teaching-learning activities to certify completion of primary and/or secondary school.
- Occupational training courses.
- Certification of labour competences.
- Setting up of independent undertakings.
- Practical experiences in workplaces.
- Job search support.
- Labour intermediation.
- Support for re-entering into the labour market.
- Learning a trade.
- Generate their own undertaking.
- Work practices.
- Counseling on how to get a job.

Target population The program targeted unemployed young men and women aged 18 to 24, residents in the country, with incomplete primary and/or secondary level of formal, compulsory education.

Responsible body Department of Employment of the Ministry of Labour, Employment, and Social Security.

- National Ministry of the Interior, Public Works and Housing

In the 2004–2015 period, the National Ministry of Federal Planning, Public Investment and Services (MINPLAN) formulated policies on construction, housing repairs and refurbishment, building and urban improvements, environmental sanitation, mostly carried out by work cooperatives. As from 2016, according to National Executive Decree No. 13/2015, all those initiatives were transferred to the Ministry of the Interior, Public Works and Housing (MIOPV). The decree is particularly relevant due to its relevance, implications, and ties with work cooperativism.

In 2004, MINPLAN, together with the Ministry of Social Development, the Ministry of Labour, Employment, and Social Security formulated the Housing Emergency Federal Programme and the Water + Work Plan. The MINPLAN was responsible for their regulation and implementation. The MINPLAN included the work cooperatives into its urbanization, housing and sanitation plans. As explained in paragraphs above, these plans were implemented under the MIOPV in 2016 and 2017.

The two programmes were intended to mitigate the sanitation risk and the housing emergency, set up a job creation mechanism through work cooperatives, and help construction materials local markets with funds previously allocated to unemployment benefits (ENOHSA, s.f.).²⁰

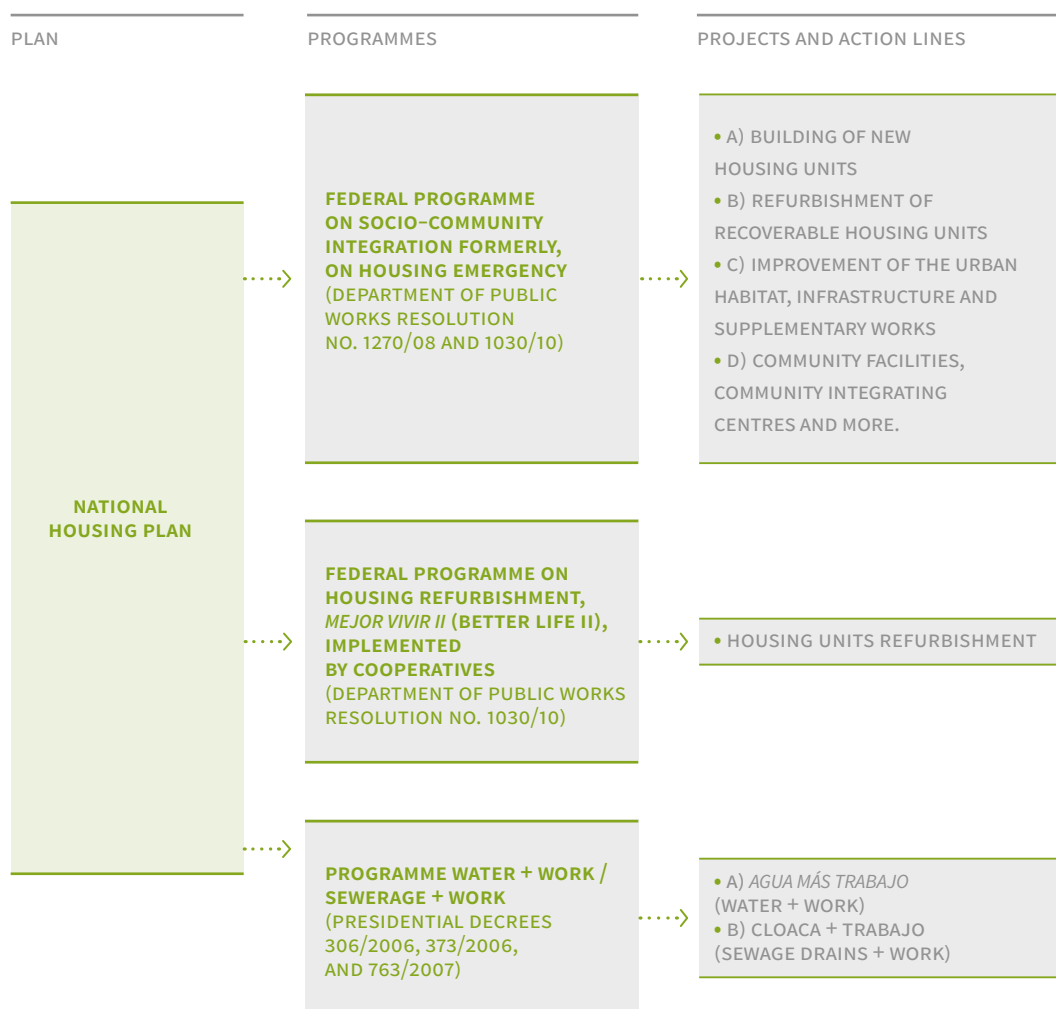
The SSE–associated policies (in particular, work cooperativism) established by the Ministry up until 2015 were included in federal programmes for construction, housing refurbishment, and solutions for basic infrastructure aimed to provide a better quality of living. The Department of Urban Development and Housing of the National Ministry of Federal Planning, Public Investment and Services takes on a particular importance, especially its Federal Programme on Housing Emergency, renamed Federal Programme on Socio–community Integration. The Federal Housing Plans included all beneficiaries of the *Jefes de Hogar* Plans (Household Heads), organized in work cooperatives. (Castelao Caruana, 2013; 172–175)

In 2016, by Executive Decree 212/2015, the Department of Urban Development and Housing, its functions and plans were transferred to the Department of Housing and Habitat. The housing and habitat plans were reformulated and implemented in coordination with the corresponding jurisdictions, including the National Housing Plan²¹. Many policies linked to work cooperatives depend upon this plan:

²⁰. Castelao Caruana, Maria Cecilia; page 173

²¹. While the plans were executed along 2016–2017, by Resolution 122–E/2017 issued by the Ministry of the Interior, Public Works and Housing, the programmes were discontinued. However, the municipalities and provinces with agreements in force were granted an extension up until the works were complete. This clarification is relevant to this report because the city of Santa Fe and other municipalities in the Gran Santa Fe were part of such policies through different work cooperatives.

FIGURE 2. Institutional organization of the policies issued by the Ministry of the Interior, Public Works and Housing, by plans and programmes. (YEARS 2016–2017)



Source: compiled by authors from Resolutions No. 1270/2008, and 1030/2010 issued by the Department of Public Works, from the National Ministry of Federal Planning, Public Investment and Services and from Presidential Decrees No. 306/2006, 373/2006, and 763/2007.

.....

FEDERAL PROGRAMME ON SOCIO-COMMUNITY INTEGRATION (FORMERLY ON HOUSING EMERGENCY)

.....

Objectives 1. Contribute to the advancement and enhancement of the habitat, housing units, basic infrastructure and community equipment of households with unsatisfied basic needs and of vulnerable groups in situations of emergency or marginality across the country.

2. Foster the hiring of unemployed workers organized in work cooperatives.

Components and/or products The programme included four action lines:

a. Building of new housing units;

b. Refurbishment of recoverable housing units;

c. Improvement of the urban habitat, infrastructure and supplementary works;

d. Community facilities, community integrating centres and more.

Target population In general, people with unsatisfied basic need and vulnerable groups member of the cooperatives.

Responsible body Department of Housing and Habitat from the Ministry of the Interior, Public Works and Housing

.....

HOUSING REFURBISHMENT FEDERAL PROGRAMME *MEJOR VIVIR* (BETTER LIFE), IMPLEMENTED BY COOPERATIVES

.....

Objectives Improve the living conditions of citizens in non-precarious housing units, built on their own land, in overcrowded areas and/or reporting sanitation deficiencies by adding a toilet service and/or additional rooms.

Components and/or products Refurbishment works were intended to respond to the demand originated in units requiring completion, expansion and/or repairs.

Target population Socially vulnerable population which housing unit:

1. Is in their own land, as evidenced either by a deed or by land-ownership regularization proceedings pending resolution.

2. Critically overcrowded.

3. In plots with available space to add modules.

4. In plots bought through national, provincial or municipal plans for the provision of land and infrastructure, exclusively.

Responsible body	Department for Housing and Habitat from the Ministry of the Interior, Public Works and Housing
------------------	--

AGUA + TRABAJO (WATER + WORK) PROGRAMME

Objetivos	<ul style="list-style-type: none"> • Mitigate the sanitation risk of any population lacking basic sanitation and provide equal and fair access to services as well as social inclusion. • Job creation through sanitation work cooperatives.
-----------	--

Componentes y/o productos	Grants to execute expansion works in the potable water network and/or sewerage systems, included in two components: component I: works and component II: materials.
---------------------------	---

Población objetivo	Beneficiaries were people lacking potable water and/or wastewater collection system, and therefore, socially and economically deprived of or with poor sanitation.
--------------------	--

Organismo responsable	National Office of Wastewater Collection Works, from the Department of Public Works of the Ministry of the Interior, Public Works and Housing.
-----------------------	--

- National Ministry of Social Development

After the 2001 crisis and the transformation process started in 2003, the National Government decided to reorganize social policies and have them focus on the re-entry into the labour market and the socio-productive reintegration of the most vulnerable groups. Therefore, since 2004, SSE becomes part of the State social policies, in many programmes mainly focused on the socially at-risk. The National Ministry of Social Development is the most important policy-maker on the matter. It fosters SSE because «it tries to promote job opportunities, inclusion and improves the quality of living of a large part of the country's population»²². The actions associated to the socio-productive development of that population fell within the scope of the National Plan for Local Development and Social Economy called *Manos a la obra* (Time to Act). This plan was renamed *Argentina Trabaja* (Argentina Works) in 2010 (and the Time to act plan became a project, that is, an action line of the national programme)

By Decree No. 505/2010, the National Public Administration established the Department of Social Economy under the National Ministry of Social Development. The Programme *Argentina Trabaja* (Argentina Works) became one of the most important action lines, though not the only one. The Ministry was also responsible for the National Institute of Associativism and Social Economy (INAES), and of the Department of Institutional Coordination and Monitoring, both closely linked to government SSE actions with their own intervention mechanisms.

Ministerial Resolution 2476/10 justified the implementation of the programme stating that «it is the goal of this Ministry of Social Development to develop, from an inclusion perspective, tools to promote and create jobs by setting up and/or strengthening socio-productive activities, pre-cooperatives, mutual organizations and cooperatives». The Ministry's indirect or secondary objective is «to allow the socio-economic integration of marginalized communities».

Institutionally, the purpose was to adapt the National Plan for Local Development and Social Economy called *Manos a la Obra* (Time to Act) (Ministry of Social Development Resolution No. 1375/04) to new regulations, and void, in its Article 8, Resolution No. 2476/10 issued by the same Ministry, and all regulations applicable to the first programme. At the same time the plan is rebuilt around two dimensions: an operating dimension associated to the funding and/or support to socio-productive projects (comprehensive, family or small coops). A second programmatic dimension: *Manos a la obra*, previously *Argentina Trabaja*, a) now includes the Promotion programme for socio-productive projects or *Manos a la obra*, strictly speaking, b) the Promotion programme for micro-credits, c) the Social Investment Programme (PRIS), and d) the Social Integration with a Job Programme (Ministry of Social Development Resolution No. 3182/09) (hereinafter PRIST).

²². Graphic material from the National Ministry of Social Development: *Elegí Economía Social* (Choose Social Economy). Available at <http://www.desarrollosocial.gob.ar/socioproductivos/115>

During the 2005–2016 period, these programmes have been partly responsible for the significance taken by SSE, particularly thanks to the work cooperatives and their exponential growth. Therefore, in 2016, through the Ministry of Social Development Resolution No. 457/16, the new national administration proposed some amendments, stating that:

«considering the new challenges faced by the national and international economy and the circumstantial dynamics of the different regional economies, it is necessary to adapt and reorganize the actions, activities and programmes of the Department Of Social Economy, and articulate them with every office and programme linked to local development and social economy under the other Departments of the Ministry Of Social Development, in the context of a new National Plan» (italics introduced by the authors).

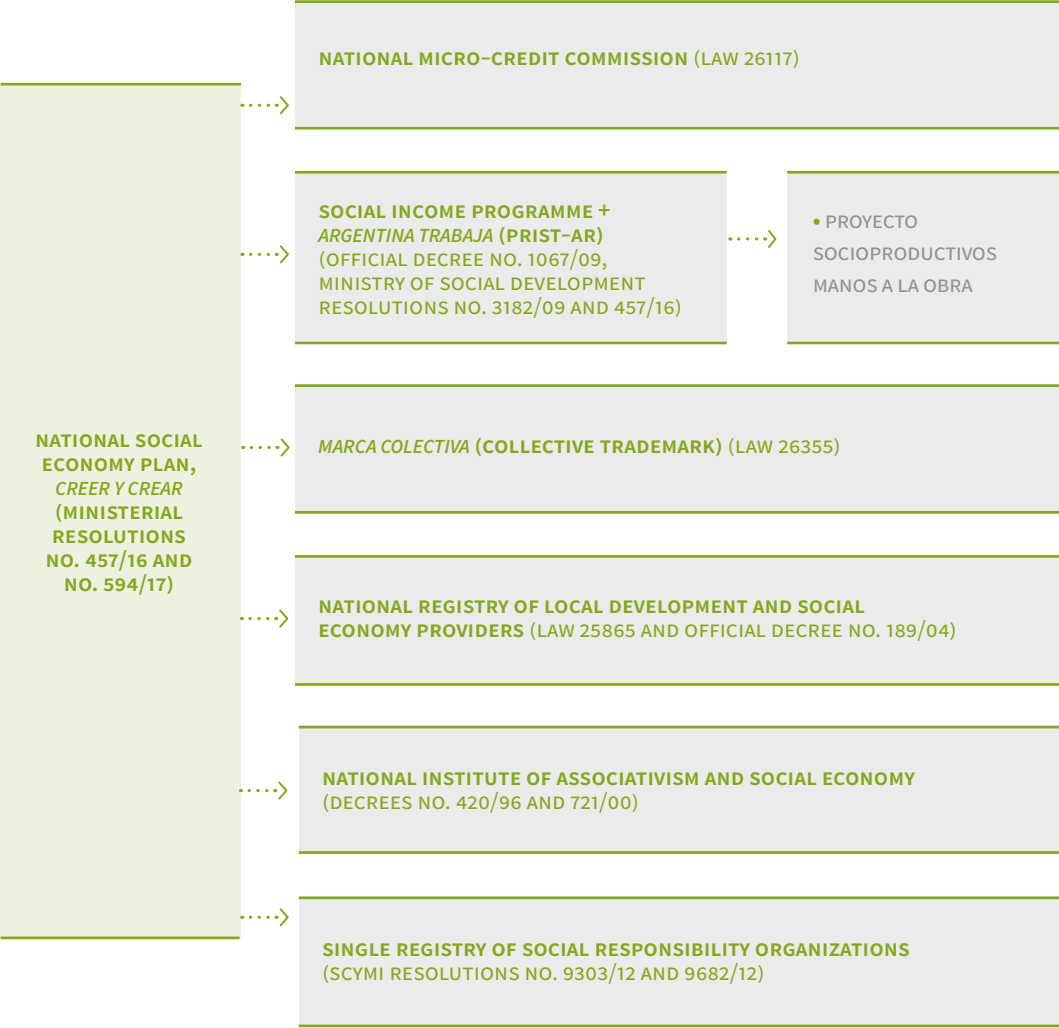
So, the *Argentina Trabaja* is replaced by the National Social Economy Plan, *Creer y Crear* (Believe and Create) that is presented as:

«... a tool for social promotion and job creation by setting up and/or strengthening socio-productive activities that offer incentives, organization and support to local development and social economy. (...) which objectives are: foster local and regional development by strengthening social economy and contributing to the economic growth and comprehensive development of the State; encourage socio-productive projects as the main social and economic inclusion strategy for vulnerable groups; implement institution-building policies; strengthen the productive and service sector to consolidate social economy undertakings, articulating the actions with the different social actors in the country; promote professional training and education in trades to provide technical and cross-sectional skills that foster human development.» Resolution No. 457/16 from the Ministry of Social Development, Articles 1 & 2)

According to the above mentioned, the National Social Economy Plan, *Creer y Crear* was organized as follows²³:

²³. This organization remained all along 2018 and 2019, to be later expanded with new SSE-associated programmes.

FIGURE 3. Organization chart of the National Social Economy Plan, *Creer y Crear* in 2016 and 2017.



Source: compiled by authors from Ministry of Social Development Resolutions No. 457/16 and 594/17.

SOCIAL INVESTMENT PROGRAM

Objectives	Create work cooperatives to execute small municipal public works.
Components and/or products	The programme funded labour, materials and inputs for each project as well as clothing and tools. Cooperatives did not always have trained workers among their members; the programme provided training in-situ, enhancing social inclusion.
Target population	Vulnerable populations, families with no formal income, social benefits, pensions or other social plans, except the Food Security National Plan.
Responsible body	The Department of Commercialization, National Ministry of Social Development

ARGENTINA TRABAJA PROGRAMME, SOCIAL INCOME + EMPLOYMENT

Objectives	<p>General goal:</p> <ul style="list-style-type: none"> Promote economic development and social inclusion by creating new and decent jobs, and equal opportunities, based on organized, associative and community work. <p>Specific goals:</p> <ul style="list-style-type: none"> Implement different actions and activities to facilitate economic activities and increase the income of social actors. Provide training in trades and cooperativism to members of social organizations.
Components and/or products	<p>Job creation</p> <p>Through work cooperatives, the Ministry encouraged workers solidarity and fostered a kind of social involvement that prioritizes collective work over individual efforts.</p> <p>Income</p> <p>Cooperativists income was estimated on the basis of basic work modules developed by the Ministry of the Interior, Public Works and Housing.</p> <p>The programme was implemented in 40-week hour modules: 70 percent of the funds were allocated to cooperativists income and 30 percent for administrative expenses and materials, tools, and inputs necessary to execute the works.</p> <p>Infrastructure</p> <p>Labour-intensive local public works, including wastewater collection systems, water provision systems, cic's, health care centres, squares, drainages, etc.</p>

School completion

The *Enseña y Aprende* (Teach and Learn) Programme was designed to help people complete their primary and/or secondary schooling.

Literacy workshops

These workshops provided each cooperative with a space where workers could build knowledge with their coworkers and neighbours, exchange knowledges and open new opportunities.

Target population	<ul style="list-style-type: none">• Vulnerable populations, families with no formal income, social benefits, pensions or other social plans, except the Food Security National Plan.• Women victims of gender violence, in charge of their minor or disabled children or heads of single-parent homes with three or more children, living in extremely vulnerable situations and meeting the programme inclusion criteria.
-------------------	---

Responsible body	The Social Income with a Job Management Unit, an office of the National Ministry of Social Development
------------------	--

NATIONAL PROGRAMME FOR MICRO-CREDIT PROMOTION AND SOCIAL ECONOMY DEVELOPMENT

Objectives	<p>a. The following can be highlighted:</p> <ol style="list-style-type: none">1. Foster social economy in the country;2. Foster micro-credits and strengthen the implementing institutions;3. Organize the National Registry of Micro-credit Institutions;4. Manage the National Fund for Micro-credits Promotion, fostering access to public and private resources;5. Periodically regulate and assess the actions carried out trying to improve their efficiency and effectiveness;6. Develop mechanisms to regulate and reduce operating costs and interests on micro-credit beneficiaries;7. Conduct social economy impact studies and research, and build an information system useful for decision-making;8. Favour legislation adaptation and formulation of policies with a focus on social economy.
------------	---

Components and/or products	<ul style="list-style-type: none">• Small loans at 6 percent annual interest rate for undertakings in need of working capital (inputs and tools)• Collective construction spaces, social support, mentoring spaces
----------------------------	---

- Technical support and training
- Exchange of experiences and knowledge

Target population Self-employed low-income individuals or associative groups that, in a context of social economy, performed manufacturing activities, re-entry into the labour market of disabled individuals, commercialization of goods or services, either urban or rural and in production units with total assets not exceeding FIFTY (50) basic food baskets for adults, equivalent to an adult of a household taken as an example.

Furthermore, workers and producers in productive, commercial or service undertakings either in partnership or with family, in need of money for inputs, machinery or to expand their activity with no access to traditional bank loans.

Responsible body National Commission for Micro-credits Promotion, National Ministry of Social Development

.....

MANOS A LA OBRA PROJECT (TIME TO ACT)

.....

Objectives

1. Contribute to increase socially vulnerable population income across the country.
2. Promote social economy by providing technical and financial support to production undertakings with social inclusion created in the context of local development processes.
3. Strengthen public and private organizations, associative spaces and networks to enhance local development processes.

Components and/or products Grants for machinery, equipment, tools and inputs to foster new activities. Land procurement, payment of rents, taxes, facilities construction, vehicles, salaries and services were not covered.

Target population

- Groups of individuals in need of a job and with no employment alternatives.
- Socially vulnerable individuals, families, associative forms, cooperatives and mutual organizations or entrepreneur groups (either legally organized or not), either for economic, production or social and community reasons.

Implemented by National Office for the Implementation of Social, Comprehensive and Cooperative Projects, National Ministry of Social Development

.....

NATIONAL INSTITUTE OF ASSOCIATIVISM AND SOCIAL ECONOMY (INAE) FINANCIAL AID PROGRAMME

.....

Objectives

- Facilitate the general population economic and social advancement and turn cooperatives and mutual organizations into decisive actors for the country's economy.
- Financial aid to cooperatives and mutual organizations paying special consideration to the less favoured sectors of the population.
- Foster and adopt updated regulations to establish a system that centralizes the existing experiences.

Components and/or products

a. Grants: sums that do not have to be repaid.

b. Loans: sums that have to be repaid.

These financial products may be applied to the following projects:

1. Production projects
2. Public services
3. Health care
4. Institutions' capacity-building
5. Relevant social projects

Target population

Cooperatives and mutual organizations

Responsible body

Department of Development and Promotion, National Institute of Associativism and Social Economy (INAE).

SINGLE REGISTRY OF SOCIAL RESPONSIBILITY ORGANIZATIONS

Objectives	Appreciate, accompany and incentivize organizations that carry out social responsibility and sustainable development programmes, projects, and initiatives.
Components and/or products	<ul style="list-style-type: none"> • Free technical assistance for the planning of a socially responsible business strategy. • Training on: Transparency, sustainability tools, human rights, fair trade, and responsible consumption, among other themes.
Target population	<p>a. Public legal persons:</p> <ul style="list-style-type: none"> • Provinces: offices or decentralized bodies of provincial jurisdiction implementing social policies. • Municipalities, communes, governing bodies, development agency or the like, their offices and decentralized bodies. • Self-governing bodies, either national, provincial or municipal. • Religious entities authorized by the Ministry of Foreign Affairs. <p>b. Private legal persons, including sole proprietors, limited liability companies, corporations, cooperatives, mutual organizations.</p>
Responsible body	The Department for Social Responsibility, National Ministry of Social Development

MARCA COLECTIVA (COLLECTIVE TRADEMARK) PROGRAMME

Objectives	Encourage and improve entrepreneurs' productivity and commercialization capacities, adding value and enhancing their visibility while ensuring quality. Besides, the programme fosters social involvement, fair trade and responsible consumption.
Components and/or products	<ul style="list-style-type: none"> • Technical assistance for branding the products and legal advice to complete any required steps before the National Institute of Industrial Property (INPI). • Access to training seminar and courses, and technical support to add value to entrepreneurial undertakings and organizations.

Target population	Producers or service providers of an existing associative undertaking based on social economy and integrated by not less than three (3) people. Below, the potential undertakings targeted by the programme: <ol style="list-style-type: none"> 1. Groups of entrepreneurs and other associative forms of social economy. 1. Cooperatives, foundations, and not-for-profit civil entities and associations.
-------------------	---

Responsible body	Collective Brand Development and Positioning Office, National Ministry of Social Development
------------------	--

NATIONAL REGISTRY OF LOCAL DEVELOPMENT AND SOCIAL ECONOMY PROVIDERS

Objectives	Facilitate and promote the integration into the formal economy of socially vulnerable people.
------------	---

Components and/or products	Recognition of informal workers' activities; registration of informal workers as taxpayers, allowing them to issue invoices, become suppliers to the State through direct procurement processes, have access to health benefits offered by the National Health System and be part of the social security system (retirement). Furthermore, the social single-tax category was compatible with the Universal Child Allowance (AUH) and non-contributory pensions to mothers of 7 or more children.
----------------------------	---

Target population	<p>The social single-tax category can be imposed on:</p> <ul style="list-style-type: none"> • People carrying out a single economic activity, either manufacturing, trade or services. • Production projects of up to three people. • Work cooperatives of more than six members. <p>The above-mentioned entrepreneurs had to:</p> <ul style="list-style-type: none"> • Carry out an independent economic activity. • Be socially vulnerable. • Own not more than one property, and a 3-year-old car, not newer than that. • Own up to three registrable properties, up to two cars (one must be a 3-year-old car, not newer than that, and a second car exempted from taxes or dedicated to the undertaking) and not more than three vehicles. • Not be a university graduate professional or practice their profession as an economic activity.
-------------------	---

Responsible body	National Office for the Promotion of the Social Single-tax Category, National Ministry of Social Development
------------------	--

.....

**COOPERATIVE EDUCATION AND PROMOTION PROGRAMME,
NATIONAL INSTITUTE OF ASSOCIATIVISM AND SOCIAL ECONOMY (INAE)**

.....

- Objectives**
- a. Set up programmes to promote cooperativism in primary, secondary and tertiary education levels;
 - b. Foster cooperatives creation and development across all sectors of the economy, primary production and manufacturing, commerce, service provision, housing, employment and consumption;
 - c. Advise people and institutions on the benefits of setting up a cooperative, as detailed in Law 203370, and its amendments or replacements;
 - d. Further cooperatives creation and operation intended to better the standard of living of indigenous peoples.

-
- Components
and/or
products**
- a. Creation, expansion and development and/or consolidation of school coops.
 - b. Educational materials donations to disseminate cooperative values to public libraries, educational institutions either public or private, and of every level and modality.
 - c. Set up, support and/or expand public libraries that focus on cooperativism.
 - d. Organization and delivery of courses, debates, seminars, meetings, conferences, congresses and the like to train and educate on cooperativism, targeting cooperative advisors, trustees, associates and employees as well as non-member third parties.
 - e. Support cooperatives through sponsorship initiatives under regulations established by this Department.
 - f. Draft, print and/or distribute educational material intended to disseminate cooperative values. Advice on the content on any such material.
 - g. Scholarships for teachers and students focusing on cooperative training and education to strengthen their experience and knowledge on the matter.
 - h. Scholarships to get or perfect cooperative values and mission.
 - i. Book time on the radio, TV stations, cinemas, magazines or any other social media (not for advertising) to educate on cooperativism and broadcast information on cooperatives. The name of the cooperative that organizes the activity can be included.
 - j. Transfer funds to a cooperative federation or confederation for specific investments as established by Law 20337 and this present resolution.
 - k. Transfer funds to not-for-profit legal persons that promote and train cooperatives for specific investments as established by Law 20337 and this present resolution.
 - l. Donation to the Department for Cooperative Action to be allocated to the Cooperative Education and Promotion Fund.²⁴
-

²⁴ Velazquez, Juan Carlos. «Cooperativas: utilización del Fondo de Educación y Capacitación Cooperativas». Published in «ERREPAR Doctrina Societaria y Concursal», N° 277, 2010.

Target population	Cooperatives
Responsible body	Department of Development and Promotion, National Institute of Associativism and Social Economy (INAES).

-
- National Ministry of Production
-

The Ministry of Production was responsible for the coordination and promotion of industrial development policies in Argentina, to foster value adding in every production chains supporting businessmen, workers, universities, NGO's, cooperatives, provincial and municipal governments.²⁵

LOCAL PRODUCTION SYSTEMS PROGRAMME

Objectives	Provide technical and financial support to Associative Groups for the implementation, development and/or furthering of production projects for the benefit of all participant companies and their communities.
------------	--

Components and/or products	<p>Benefits were part of one of four lines, depending on the group's evolution:</p> <ol style="list-style-type: none"> 1. <i>Associativity Plans for Production Development</i>: technical and financial assistance to new or pre-existent Associative Groups for the implementation of a short and mid-term plan intended to boost their members companies' competitiveness. This line took into consideration: <ul style="list-style-type: none"> • contributions to hire a coordinator • investment projects • product design, development and innovation 2. <i>Investment Projects for Consolidated Associative Groups</i>: partly funding an investment project submitted by pre-existing and consolidated groups. The investment project had to focus on enhancing and increasing industrial production.
----------------------------	--

²⁵. <http://cpymepilar.org.ar/wp-content/uploads/2016/07/SepymeProgramasEmprendedoresyPymes-FINAL-1.pdf>

3. *Plans and Projects to Strengthen Cooperatives*: technical and financial support for cooperatives aimed to boost their productivity. The following lines could be applied:
 - a. Cooperative Strengthening Plans: the cooperative could hire a coordinator for one year to help layout a capacity-building plan and to follow-up an investment project.
 - b. Industrial production enhancement and vitalization
 - c. Product design, development and innovation
4. *Support Programme for Local Production Systems*: support for investment projects intended to set up industrial services centers and research laboratories, industrial parks, areas or agglomerates for R&D.

Target population	Medium-sized firms (MiPyMES) either sole proprietorship, cooperatives, limited liability companies, corporations, or associative groups made of five or more small and mid-size companies (PyMES) of the same industry or value chain.
-------------------	--

Responsible body	Department of Entrepreneurs and Small and Mid-sized Companies, National Ministry of Production.
------------------	---

3.1.2 National Public Policies (2018–2019)

This section is intended to detail the status of the 2018–2019 public policies, considering the institutional transformations underwent by public administrations and, if applicable, any significant change. A new set of national and provincial public initiatives developed and implemented is included. This new classification takes in other lines of intervention not necessarily thought for SSE promotion but providing instruments, resources and capacities that may be embraced by SSE experiences —mainly by associative organizations, including work cooperatives, entrepreneurial associations, community and family undertakings.

Once again, this report describes the goal, main benefits or components, target population, and responsible body for the initiative implementation and control. First, a table details the continuity of public actions and their changes, if any. Then, the public policies available in 2018 and 2019 are listed.

TABLE 6. Social and Solidarity Economy Public Policies continuity in 2018 and 2019.

Public office	Public policy	Continuity in the 2017–2019 period
National level		
Ministry of Labour, Employment, and Social Security	Self-managed Employment Programme (Competitiveness Programme for Self-managed Companies and Standardization of Management Models)	Yes
	Programme to Foster Independent Employment (PEI) and Local Production Fabrics, PEI action line	Yes
	Entry into the labour market programme	Yes
	More and Better Jobs for the Young Programme	Yes
Ministry of the Interior, Public Works and Housing	Federal Programme on Socio-community Integration, formerly, Housing Emergency <i>Mejor Vivir</i> Federal Programme on Housing Refurbishment implemented by cooperatives <i>Agua más Trabajo</i> Programme	No. Eliminated by Ministry of the Interior, Public Works and Services Resolution No. 122–E/2017; replaced by the National Housing and Habitat Plan.
Ministry of Social Development	<i>Argentina Trabaja</i> Programme, Social Income + Employment	By Ministerial Resolution No. 96/2018 the <i>Argentina Trabaja</i> and the <i>Ellas Hacen</i> (currently <i>Hacemos Futuro Juntas</i>) and the <i>Desde el Barrio</i> programmes were consolidated into the <i>Hacemos Futuro</i> plan (We build the future together plan). Programmes reformulation intended to make beneficiaries comply with three considerations: data updating, studies completion and comprehensive training.
	National Programme for Micro-Credit Promotion and SSE Development	Yes
	<i>Manos a la Obra</i> Project	Yes
	INAES Financial Aid Programme	Yes
	Single Registry of Social Responsibility Organizations	Yes
	<i>Marca Colectiva</i> Programme	Yes
	National Register of Local Development and Social Economy Providers.	Yes
	INAES Programme for Cooperative Education and Promotion	Yes
Ministry of Production	Local Production Systems Programme (Line 2: Investment projects and plans for cooperatives)	Yes

Source: compiled by authors based on information provided by national, provincial, and municipal public agents and extracted from official websites.

The table above shows the continuity of almost every policy identified in 2016 and 2017. Only three public initiatives out of the 29 surveyed underwent changes or discontinuation. So, SSE policies were available for municipalities and SSE organizations in the Gran Santa Fe Agglomerate; however, that does not mean they actually had access.

3.1.3 New national programmes and projects (2018–2019)

This section lists a number of SSE national and provincial policies not included in the first survey but available as from 2018.

<p>.....</p> <ul style="list-style-type: none"> • National Ministry of Health and Social Development <p>.....</p>	
<p>.....</p> <p>SOCIAL RESPONSIBILITY PROGRAMME</p> <p>.....</p>	
Objectives	<ul style="list-style-type: none"> • Promote, articulate and foster the sustainable development of people in vulnerable situations; provide them with tools towards their economic autonomy, for them to recover social ties and create a positive environmental impact. • Generate exchange and work networks among the different actors that pursue social responsibility and sustainable development initiatives.
Components and/or products	<ul style="list-style-type: none"> • <i>Social Responsibility Forum</i>: based on dialogue panels held by civil society organizations, private companies and the State. It was a space to elaborate joint strategies and practice dialogue between civil society organizations, private companies and the State. The main goal was to comply with the Sustainable Development Goals. • <i>Social Innovation Projects with Private Investment</i>: intended to address social problems from different perspectives, articulating with actors and generating concrete actions to have an impact on the country's social advancement. • <i>Federal Network of Social Responsibility</i>: a space for exchanging experiences for social actors in the provinces. • <i>Emprendedores de Nuestra Tierra Programme</i>: to support undertakings through responsibility actions in the three sectors —companies, public bodies and civil society organizations— in three lines of work: commercialization, promotion and training.

Target population	The general population
Responsible body	The Department of Social Responsibility for Sustainable Development, National Ministry of Social Development

INSTITUTION BUILDING PROGRAMME

Objectives	<ul style="list-style-type: none"> • Provide technical assistance and training to civil society organizations and entrepreneurs. • Directly fund and strengthen civil society organizations • Provide legal advice to organizations seeking legal status. • Position entrepreneurs' produce.
Components and/or products	<ul style="list-style-type: none"> • Subsidies. • Technical assistance for project formulation. • Training
Target population	Civil society organizations, including foundations, religious institutions, cooperatives and associative management entities.
Responsible body	The Institution Building Department, National Ministry of Social Development

HACEMOS FUTURO, AN EDUCATION, TRAINING AND TECHNICAL ASSISTANCE PROGRAMME

Objectives	Give instances of face to face and distance learning, focusing on employability and entrepreneurship, boosting articulation with the private sectors and diverse actors of the civil society. The goal is to give every right holder the best opportunities to enter the world of work.
------------	---

Components and/or products	<ul style="list-style-type: none"> • <i>Completion of studies</i>: the goal was to link programme beneficiaries with provincial literacy programmes, as well as with primary and secondary completion programmes through alliances with national and provincial bodies and agencies. • <i>Technical education</i>: the goal was to improve people's employability through workshops on trades, and on different topics, including agroecology, electrical installation, welding, masonry, hair styling, and silk screen printing. • <i>Digital literacy</i>: access to tools that may help increase opportunities of social, human and economic development, including, how to open an email account, browse the Internet, parental guidance, and access to the wide world of training and employment opportunities that can be found on the Internet. • <i>Social economy skills</i>: an offer of courses that would help beneficiaries build their technical, social and emotional skills for social economy.
Target population	Social sectors experiencing vulnerability, including women, people in confinement, disabled people, social and health insecurity, indigenous communities.
Responsible body	The Department of Popular Economy, National Ministry of Social Development

COMMERCIALIZATION PROMOTION PROGRAMME

Objectives	<ul style="list-style-type: none"> • Create commercialization spaces for the gradual growth of social economy agents and their entry into the formal economy. • Build commercialization capacities through mentoring, technical assistance, and legal advice so that social economy production units can increase their sales potential and break into new markets.
Components and/or products	<ul style="list-style-type: none"> • <i>Commercialization spaces</i>, for instance, federal markets and permanent market fairs. • <i>Social procurement</i>: the social and popular economy production units may buy from individuals or companies registered in the National Registry of Local Development and Social Economy Providers, whether or not funded by the State and after registering in the COMPR.AR Registry. • <i>Incubators to strengthen social and popular economy production units</i>: the idea was to educate social and popular economy production units in project management and build their technical skills, while facilitating access to financing opportunities, equipment and commercialization spaces.

Target population	People with knowledge and/or skills to manufacture products and/or provide services, create jobs and improve living standards and the future prospects of social economy actors.
-------------------	--

Responsible body	The Department of Tools for Social Economy, National Ministry of Social Development
------------------	---

.....

SOCIAL PROTECTION NATIONAL PLAN

.....

Objectives	Address the situation of households experiencing extreme exclusion or vulnerability by empowering the individual, his/her basic family unit, and the community he/she lives in.
------------	---

Components and/or products	<ul style="list-style-type: none"> • <i>Family support</i>: to contain, support, follow-up and promote families' social and economic autonomy; to achieve higher levels of involvement in the community opportunities structure, and capacity building on the management of social plans. • <i>Community promotion</i>: Intended to foster and strengthen self-management capacities, citizens' participation and community planning in the short, mid and long term. The idea was to vitalize the communities' social capital to foster networking and the collective appropriation of available resources. • <i>Resources for social promotion</i>: intended to guarantee food security in households living in poverty or extreme poverty, either by making foods available or with money.
----------------------------	--

Target population	Households with children aged 0 to 4, living in poverty and/or extreme poverty, members of their basic family unit and their community.
-------------------	---

Responsible body	The Department of Integrating Policies, National Ministry of Social Development
------------------	---

MESOCREDITS NATIONAL PROGRAMME

Objectives	Provide access to the procurement of inputs, machinery, new technologies and invest in projects to increase the productivity of associative entities unable to be granted traditional bank loans
Components and/or products	<ul style="list-style-type: none"> • Funding (from 50,000 to 120,000 pesos, depending of each associative group characteristics) • Technical assistance
Target population	Self-managed associative groups, either formal or informal, with a joint production activity or trading goods and services in urban or rural areas but with no access to traditional bank loans
Responsible body	Microcredit National Programme Office

There have been important changes in the national policies as from 2018. Mainly:

- a. Many public initiatives stopped focusing on labour inclusion and on raising the standard of living in the territories to start focusing on creating and building the beneficiaries' employability and entrepreneurial capacities.
- b. The main purpose of programs created as from 2009 was the promotion of the territories' economic development and social inclusion through job creation. Their focus was on organized, self-managed, community work. However, this new myriad of policies do not prioritize people organizations nor different forms of association, since the main focus is on individual undertakings.
- c. A general assessment of the policies purposes shows that their approach has changed: production, work and social economy give way to individual training and education.
- d. Getting a social single-tax identification number is no longer compulsory, it becomes optional, reducing the chances for beneficiaries and their families to have access to health care providers;
- e. These public initiatives are based on meritocracy, which ponders individual efforts as the main capacity to reach success and personal goals.

Ferrari Mango and a Campana (2018; 3) highlight another important change as from 2017, when the President announced the Labour Insertion Programme created by the Ministry of Labour, Employment, and Social Security Decree 304/2017. It is called the «Plan Empalme» (Splice Plan) and affects beneficiaries of other national programmes implemented by the

Ministry of Labour, Employment, and Social Security or by the MDSN as the PRIST-AT. The goal is to give beneficiaries access to jobs under a contract in the private sector while they continue receiving a monthly financial aid paid by the Ministry of Labour, Employment and Social Security (Decree 304/2017). The initiative so suggests to transform the social programme into formal employment, by assimilating social programmes to social assistance and support.

To conclude this section, along the 2016–2019 period, there were 35 national policies available to local governments. However, this number does not show the total number of public initiatives available to SSE beneficiaries.²⁶

3.1.4 Public Policies in the province of Santa Fe (2016–2019)

The province of Santa Fe pioneered cooperativism in the country and now²⁷ faces the challenge of formulating SSE public policies. While the province contributions to SSE policies are long standing, these past years the strategies and approaches have changed and embraced new SSE expressions to favor SSE articulation with the traditional social economy so typical of agro-industrial cooperativism and mutualism. In the five year period from 2011 to 2016, the provincial government advocated for «the construction of an institutionality and for political management tools that may provide scale to SSE and include it in the agenda, making SSE diverse actors, actions and processes visible right across the provincial territory» (Casella, 2016).

While SSE has been in the agenda since 2003 —with no any specific area— the first step towards its institutionalization was during the first term in office of the Progressive, Civic and Social Front (2007–2011) when the existing SSE experiences were under the socio-productive inclusion and SSE departments. The Department of Social Economy was created in 2011, under the Ministry of Social Development. From then on, SSE had gained scale and provincial scope to develop specific policies.

In 2015, the Department of Social Economy was transferred to the Ministry of Production and became the Department of Territorial Development and Social Economy (Decree No. 0216/15). Its mission was to «take part in the formulation of promotion policies for territorial development, social economy, associativism and entrepreneurship, family agriculture, and local planning». Since then, the new Department has designed, formulated, implemented, and assessed a myriad of programmes intended to support entrepreneurs, cooperatives, mutual organizations and other SSE and family agriculture practices. The government of Santa Fe official decrees stated

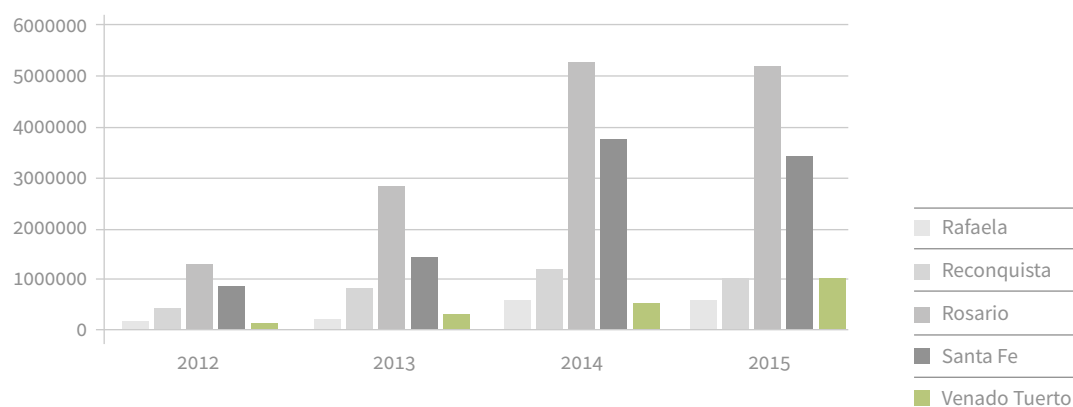
²⁶. There could be other available actions in other national ministries and agencies.

²⁷. According to the Government of Santa Fe Decree No. 2690/2012, the cooperative movement attained a significant development in the provincial territory and is an integral part of Santa Fe history and identity. The preamble of the provincial constitution states that the representatives of the people of the province of Santa Fe gathered in «Constituent Assembly to organize the public powers and consolidate the democratic and republican institutions and ensure the fundamental rights of men, Foster cooperation and social solidarity; ... promote economic development under social justice»;

that such policies²⁸ fostered local and territorial development, promoted associative values and individual capacity–building through different forms of self–managed or associated work. The main purpose was to promote and preserve the jobs and income of beneficiary families.

Based on the information submitted by the government of the Province of Santa Fe (Casella; 2015), the 2012–2015 budget of the Department of Social Economy, Ministry of Social Development²⁹, increased the allocation of funds for the setting up and consolidation of socio–productive projects channelled through the Social Economy Consolidation Programme.³⁰ Rosario and Santa Fe were the Nodes with the higher budgets. Rosario received more financial and economic benefits.

GRAPH 4 A. Funding amounts for operating projects and plans in municipalities, communes and organizations, by year, and by Node/Region. (IN MILLION PESOS)



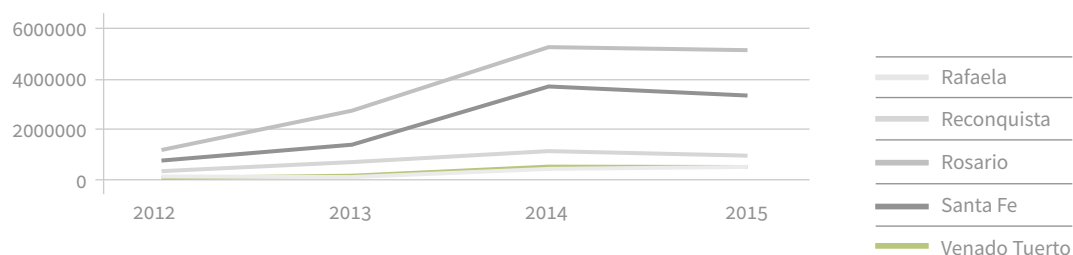
Source: compiled by authors from Casella, M. (2015).

²⁸. Government of Santa Fe official decrees No. 306/11 y 3907/16

²⁹. In 2016 it became the Department of Social Economy, no longer under the Ministry of Social Development. It is transferred to the Ministry of Production.

³⁰. This provincial programme has been implemented since May 2012. It has two main purposes: first, generate social inclusion processes and territorial development by resorting to local capacities and available territorial resources while fostering socially responsible and associative ties. The idea is to move from welfarism to the economy of work. Second, favour capacity–building and social economy management instruments for municipalities and communes as well as for support and/or intermediate organizations.

GRAPH 4 B. Financed amounts, projects and plans in municipalities, communes, and organizations, by year and by Node/Region. (TREND LINE) (IN MILLION PESOS)



Source: compiled by authors from Casella, M. (2015).

According to Erika Beckmann (2018, págs. 78–79) in 2011, the Department of Social Economy, Ministry of Social Development, started with a budget of \$ 7,793,000, that is 1.5 percent of the total budget of the Ministry. At the end of the 2011–2015 period, the budget had increased in nominal terms (the year over year inflation was considerable) to \$ 18,757,000 but its share in the total budget of the Ministry remained the same. The Department's situation changed as from 2016. Transferred to the Ministry of Production, the budget allocation is lower but its share of the Ministry total budget is slightly higher. The Ministry of Production allocated \$4,154,000 to support and monitor SSE and to foster family and associative productions, that is 4.3 percent of the total ministerial budget. In 2015, the allocation increased to \$10,863,000, but dropped to 3.2 percent of the Ministry total budget.

TABLE 7. Province of Santa Fe. 2015 SSE budget allocation

	Budget allocation (2015)	Percentage of the Ministry budget
Department of Social Economy	\$ 18.757.000	1,586 percent of the total budget of the Ministry of Social Development
Department of Associativism, Promotion of Entrepreneurship, and Decent Jobs	\$8.387.000	2,514 percent of the total budget of the Ministry of Production
Family Agroindustry Programme	\$2.476.000	0,742 percent of the total budget of the Ministry of Production

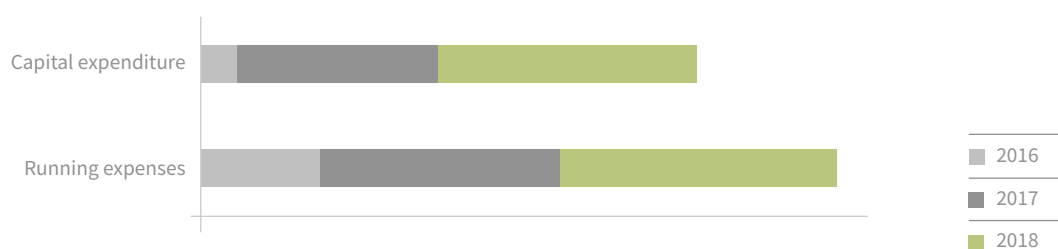
Source: Beckmann, Erica (2018), based on data provided by the 2015 Expenses Analytic Budget.

Below, the budget allocated to the Department of Territorial Development and Social Economy in 2016³¹, 2017³² and 2018³³. Recurrent operating expenses and capital expenditure are³⁴ detailed³⁵

TABLE 8. Budget of the Department of Territorial Development and Social Economy, Government of Santa Fe, 2016–2018

Year	Recurrent operating expenses	Capital expenditure	Total allocated
2016	\$15.074.000	\$4.330.000	\$19.404.000
2017	\$31.268.000	\$26.354.000	\$57.622.000
2018	\$35.972.000	\$33.375.000	\$69.347.000

GRAPH 5. Department of Territorial Development and Social Economy budget variation, Government of Santa Fe, 2016–2018



Source: compiled by authors from the 2016, 2017 and 2018 budget laws, Government of Santa Fe.

This budget increase allowed consolidating the Department's territorial development and institutional visibility. It served over 6,500 entrepreneurs, 87 work cooperatives, 65 social organizations, NGO's and associations, and 111 municipalities and communes for them to implement operating programmes and plans to boost SSE, mainly focused on Rosario, Santa Fe, and Reconquista³⁶. Furthermore, the capital expenditure allocation also increased; equipment and machinery were bought (or funds transferred for that purpose) and social economy was so fostered.

³¹. This budget includes the amounts allocated to Territorial, Associativism and Entrepreneurship Strengthening programmes later consolidated in the Department of Territorial Development and Social Economy. Annex to the 2017 Budget Law of the Government of Santa Fe page 108

³². Annex to the 2017 Budget Law of the Government of Santa Fe. Page 89

³³. Annex to the 2018 Budget Law of the Government of Santa Fe. Page 90

³⁴. Essential expenses incurred into by the State to satisfactorily conduct its administration functions. Employee expenses (salaries, employer contributions, mid and end-year bonus, etc.) procurement of consumer durables, of different services, current transfers and interests, etc. are also included.

³⁵. Mostly, expenses incurred into to buy or produce capital goods and transfers made by beneficiaries to capital expenditures.

³⁶. To explore the cities and towns map where the Social and Solidarity Economy Strengthening Programme was implemented see Casella (2016; 145)

The provincial government fosters SSE in other areas, based on the dynamics of SSE public programmes. All these actions were consolidated in the Social and Solidarity Economy Provincial Plan launched by Governor Miguel Lifschitz in August 2016. The areas for SSE public interventions have been the following:

- Ministry of Production
- Ministry of Social Development
- Ministry of Reform and Government
- Ministry of Labour, Employment, and Social Security.

Below, a summary of each Ministry lines of intervention, programmes and projects.

- Ministry of Production of the province of Santa Fe

**SUPPORT AND ASSISTANCE PROGRAMME FOR SOCIAL AND SOLIDARITY ECONOMY
AND FAMILY AGRICULTURE UNDERTAKINGS**

Objectives	<p>General goal</p> <p>Foster the development of individual and associative productive undertakings based on SSE and Family Agriculture principles, while considering their production and commercialization process characteristics.</p> <p>Specific goals</p> <ul style="list-style-type: none"> • Trigger mechanisms to provide technical assistance, support and training to SSE and family agriculture entrepreneurs. • Generate mechanisms for funding and providing financial support to entrepreneurs so that they can boost their production projects. • Foster markets for SSE and family agriculture products across the province; place-based fairs and regional markets.
Components and/or products	<p>The fulfillment of the program goals involved four components:</p> <ol style="list-style-type: none"> 1. Institutional and Territorial Coordination Spaces <ul style="list-style-type: none"> • Regional debates • Rounds of entrepreneurs • Funding

2. Funding under National Law 26117, adoption of Law 12932 on the part of the province and financial support to entrepreneurial undertakings.

- Project formulation.
- Financial support
- Microcredit Fund, Law 26117.
- Other financing lines

3. Support to pre-cooperative groups

Training to pre-cooperative groups

Funding pre-cooperative groups

4. Setting up and consolidation of Local Assistance Teams under Law 12375.

Teams of promoters dedicated to promote and support undertakings that may become an effective system of technical assistance and training for entrepreneurs in the province.

Responsible body	Department of Territorial Development and Social Economy, Ministry of Production of the province of Santa Fe.
---------------------	--

CREATING AN ENTREPRENEURIAL COMMUNITY

Objectives	Contribute to the sustainability, strengthening and development of sse undertakings, either individual or associative, considering their economic, social, cultural and environmental characteristics by providing technical assistance, support, training and funding.
------------	---

Components and/or products	<p>«Rounds of entrepreneurs»: a space to provide technical assistance, training and support for project development.</p> <p><i>Financing tools</i></p> <ol style="list-style-type: none">1. Loans for entrepreneurs (subsidized interest rate) for investment projects and working capital.2. Microcredit Fund with monies from a provincial fund and managed by municipalities, communes, and social society organizations.3. Financial support to individuals with a project idea or an undertaking not older than two years and/or experiencing vulnerability and/or in need of support.
----------------------------------	---

Target population	Aimed at people of age, either individually or associatively, in fact or under some legal form. Beneficiaries should have a project idea or an undertaking in progress and be trained in the activity they intended to develop, either formally, informally or through work experiences. Beneficiaries should also have basic knowledge of the activity and/or minimum material conditions to start the undertaking, including physical space, machinery, inputs, suppliers identification, etc.
-------------------	--

Responsible body	Department of Territorial Development and Social Economy, Ministry of Production of the province of Santa Fe.
------------------	--

.....

**SANTA FE TRAINING AND CAPACITY BUILDING PROGRAMME
FOR COOPERATIVES AND ASSOCIATIVE GROUPS**

.....

Objectives	Prompt a capacity and competence building process in the targeted associative organizations and inspire a shared vision based on the exchange of experiences.
------------	---

Components and/or products	<p>a. Technical assistance to drive production processes improvement: better production lines, enhanced quality controls, more jobs, etc.</p> <p>b. Technical assistance to drive the commercialization process improvement: cost analysis, sales pricing, breakeven point, new markets, etc.</p> <p>c. Technical assistance to upgrade and retrofit facilities: building improvements, machinery and systems assessment, etc.</p> <p>d. Legal, accounting and tax technical assistance: financial statements, accounting, liquidation advisory services, etc.</p> <p>e. Other kind of technical assistance</p>
----------------------------	---

Target population	Cooperatives, mutual organizations and other associative groups
-------------------	---

Implemented by	Department of Territorial Development and Social Economy, Ministry of Production of the province of Santa Fe.
----------------	--

PROTECTION AND SUPPORT TO COMPANIES RECOVERED BY THEIR WORKERS

Objectives	Help keep and/or create decent jobs in companies recovered by their workers organized in work cooperatives. The goal is to keep production and existing jobs, and companies experiencing gradual recovery.
Components and/or products	<ol style="list-style-type: none"> 1. Technical assistance and support. 2. Companies are set as preferred State suppliers, under the terms set in the regulation. 3. Favourable, temporary and differentiated tax treatment. 4. Access to credit lines.
Target population	Companies recovered by their workers, under a legally organized work cooperative.
Responsible body	Department of Social and Solidarity Economy, Ministry of Production of the province of Santa Fe.

PROVINCIAL SYSTEM OF COOPERATIVE STAMPS

Objectives	Politically, publicly and institutionally acknowledge the efforts made by organizations operating under cooperative values, principles, and best practices to meet the needs of their members and the community, showing increased social efficiency.
Components and/or products	<ol style="list-style-type: none"> a. 100% Cooperativa (100 percent cooperative), to acknowledge the efforts made by organizations operating under cooperative values and principles. b. Compre Cooperativo (Buy cooperative), for coops which headquarters are in Santa Fe to buy products, goods and services from them. c. De Origen Cooperativo Santafesino (From Santa Fe Coops), a guarantee of cooperative origin of products manufactured or produced by a coop.
Target population	Cooperatives which headquarters are in Santa Fe and/or products and services traded and/or provided by them.
Responsible body	Department of Associativism, Promotion of Entrepreneurship and Decent Jobs, Provincial Ministry of Production.

ASSOCIATIVISM AND SOCIAL ECONOMY PROVINCIAL COUNCIL

Objectives	<p>Mainly:</p> <ul style="list-style-type: none"> a. Articulate cooperatives and mutual organizations actions between the public and the private sector. b. Be an advisory and support agency of the Ministry of Production in matters of cooperativism, mutualism and other forms of social economy when the Ministry requests and opinion, that shall never be binding. c. Analyse the concerns of the cooperative and mutualistic sector, submitting pertinent reports if deemed necessary. d. Foster technical studies and statistical surveys to improve the knowledge and assessment of the sector. e. Advance actions, measures or legal reforms to attain the general goals set forth. f. Promote the operative and institutional integration of the sector, either horizontally or vertically throughout the province, the Central Region, countrywide and internationally.
Components and/or products	<ul style="list-style-type: none"> • Reports, studies and projects run by the Ministry of Production, that will channel the link with other ministries and official agencies. • Advisory board on associativism and social economy matters.
Target population	<p>Second and third degree cooperatives and mutual organizations located in the province, as long as they have their headquarters or an office in Santa Fe. Furthermore, first degree cooperatives and mutual organizations that are representative of the sector due to their size and scope.</p>
Responsible body	<p>Ministry of Production of the province of Santa Fe</p>

GROSS INCOME TAX EXEMPTION FOR WORK COOPERATIVES AND RECOVERED COMPANIES

Objectives Exempt from gross income tax all work cooperatives and companies recovered by their workers and located in the province of Santa Fe with annual invoicing of \$2,500,000.00.

Components and/or products Gross income tax exemption in the province of Santa Fe.

Target population Work cooperatives and companies recovered by their workers located in the province of Santa Fe with annual invoicing of \$2,500,000.00.

Responsible body The Santa Fe Provincial Tax Authority (API)

-
- Ministry of Social Development of the province of Santa Fe
-

ACTION PLAN FOR THE PROMOTION OF SOCIAL ECONOMY

Objectives Establish some place-based policies focused on the social economy issues linked to production, manufacturing, financing and commercialization of products; support social capital building and support entrepreneurs' networks.³⁷

³⁷ The programme is the guiding principle that organizes these practices and ideas, putting work over capital. Efforts are making sense, providing support and guiding processes in every territory that may enable an economy of work. It is necessary to highlight that the recovery of the social dimension of the economy puts work at the center, based on principles and values such as reciprocity, solidarity, associativism, cooperation, preservation of the environment and democratization of social and economic practices, bringing a new perspective to social and production processes.

Components and/or products	Three lines of support for entrepreneurs: technical assistance and support; financing; investments in theme-related public infrastructure: fairs, street markets, promenades, community workshops, urban farms.
----------------------------	---

Target population	<ul style="list-style-type: none"> • Communes. • Municipalities. • Individual and associative undertakings.
-------------------	--

Responsible body	Ministry of Social Development of the province of Santa Fe
------------------	--

PLAN ABRE

Objectives	<p>a. Bettering neighbourhoods quality of life through strategic infrastructure works linked to habitat improvement, equipment, sanitation and access to sunlight and safe water.</p> <p>b. Strengthening neighbourhood social networks by fostering meetings, participation and coexistence in public spaces as strategies to prevent violence and ensure citizens safety.</p> <p>c. Implementing interministerial devices to address children, adolescents and young boys and girls' life trajectories to foster their social, cultural, educational, and labour inclusion while consolidating their family, institutional and peer ties.</p> <p>d. Promoting the establishment of Neighbourhood Management Bodies to enable citizens' participation and dialogue with local and provincial authorities, to jointly prioritize pending issues.</p>
------------	--

Components and/or products	<p>Infrastructure and habitat</p> <ul style="list-style-type: none"> • Building hospitals, health care centers and schools. • Remodeling road accesses, opening and paving. • Tree planting, street lightning and traffic lights. • <i>Mi Tierra, Mi Casa</i> (My land, My house) (plots with utilities connected) • Renovation of FONAVI public housing (FONAVI is the National Fund for Public Housing) • Street lightning and safe water • Extending sewerage, rain drains and sewer ditches • Flood defenses in urban areas • Waste containers • Renovation of public squares
----------------------------	--

Coexistence and Participation.

- *Vuelvo a estudiar* Plan (Back to Study)
- Promote the activities of district sports clubs
- Workshops on trades and recreational activities
- Capacity-building in Day Centres
- Summer camps and Summer for the Young
- *Querer, Creer, Crear* (Want, believe, create). *Culturas en movimiento* (Cultures in movement.)
- *Ingenia*.
- Extended school hours in primary schools.
- Social inclusion companies (Furman bakery model)
- Foster social economy in the neighbourhoods
- Community policing
- Territorial Crime Complaint Centers
- Campaigns to grant the ID card, comprehensive health care and substance abuse prevention
- Neighbourhood Management Bodies

Target population	The <i>Plan Abre</i> is implemented in different parts of Santa Fe, Rosario, Perez, Santo Tome and Villa Gobernador Galvez.
-------------------	---

Responsible body	<ul style="list-style-type: none">• Plan Abre Department, Ministry of Social Development of the province of Santa Fe.• Plan Abre Coordination Unit, Government Department, Ministry of Reform and Government of the province of Santa Fe.
------------------	--

.....

ACERCARSE (GETTING CLOSER) PROGRAMME, A SOCIAL COMPANIES ACCELERATOR

.....

Objectives	<p>General Goal</p> <p>Activate, facilitate and support the design, creation, implementation, and follow-up of social companies that, either public, private or public-private, may enable the socio-productive inclusion of people experiencing vulnerability.</p> <p>Specific goals</p> <ol style="list-style-type: none"> 1. Foster the construction of a life project through the culture of work, professional training and work autonomy, so that people experiencing vulnerability may earn their own income. 2. Address social issues from an innovative perspective, contributing technical solutions, tools and attractive, sustainable, and scalable management models. 3. Provide legal certainty and promotion tools so that the private sector and the civil society can act on social problems, making vulnerable people part of the solution. 4. Foster private investment and public-private associations through attractive mechanisms that may ensure actions and initiatives' effectiveness, and sustainability.
Components and/or products	<ul style="list-style-type: none"> • Support and technical assistance for the programme beneficiaries at any stage of the project formulation, from its submittal up until its implementation and follow-up. • Design and presentation of management models that guarantee the sustainability of social companies. • Social audits that contribute elements for projects assessment and consolidation. • Professional training and education scholarships • Non-refundable sums for employability purposes • Non-refundable sums for investments in works and/or equipment. • Other benefits.
Target population	<ul style="list-style-type: none"> • Individuals or legal entities properly organized, either businesses or trading companies, cooperatives, associations or other civil organizations, • Which goal is to have a social impact and profitability over maximizing profits. They do so by including and training people experiencing social vulnerability. • Being recognized as a social company by the Executing Unit in accordance with their guidelines and procedures.
Responsible body	<ul style="list-style-type: none"> • Provincial Executing Unit for the Coordination of the Acercarse (Getting Closer) Programme, A Social Companies Accelerator • Plan Abre Coordination Unit, Region III, Santa Fe and Region IV, Rosario.

.....

**STRENGTHENING INITIATIVES AND SOCIAL, COMMUNITY AND TERRITORIAL POLICIES PROGRAMME –
BUENAS PRACTICAS (GOOD PRACTICES) PROJECT**

.....

Objectives

- Implement a single support system targeting the local social development initiatives, focusing on the lowest income sectors (Life Standard Index)
- Improve the habitat and quality of life by building and maintaining social infrastructure and community services
- Promote the associative and socially responsible spirit through volunteer activities
- Subsidize the civil society organizations that serve highly vulnerable children, adolescents, women, the elderly, and indigenous communities as long as they are listed in the Ministry of Social Development.
- Support the creation of favourable conditions to make the transition from welfarism to citizenship.

Components and/or products

- Financial support and materials for basic infrastructure works and the provision of public utilities.
- Support initiatives for potentially sustainable social development.
- Cooperate with initiatives that contribute to cultural and symbolic capital development.
- Actions to strengthen the civil society.
- Training and coverage for volunteer initiatives.

Target population

Localities or micro regions, municipalities and/or civil society organizations across the province.

Responsible body

Ministry of Social Development of the province of Santa Fe

- Ministry of Reform and Government of the province of Santa Fe

EMPRENDE JOVEN (YOUNG ENTREPRENEURS) PROGRAMME

Objectives Taking and consolidating young production initiatives with a triple impact (economic, social and environmental), as well as undertakings for social inclusion that may benefit the economic development and growth of the province of Santa Fe. The aim is strengthening young people's autonomy and lower their unemployment rate.

Components and/or products Seed capital to start and/or consolidate socio-productive projects.

There are three lines of action:

- *Nosotras-Emprendemos* (We undertake): undertakings with a genre perspective.
- *Eco-Emprende* (Green undertakings): undertaking with an environmental impact and waste responsible management.
- *Emprendo-Aprendo* (I undertake, I learn): undertakings that give young people the opportunity to learn a trade.
- *Innovo-Emprendo* (I innovate, I undertake): undertakings that provide innovative and sustainable social solutions and may lead to a positive transformation of a group or community's life.
- Rounds of Entrepreneurs: a space to provide technical assistance, training and support for project development.

Target population Young people or groups of young people aged 16 to 29, residing in the province of Santa Fe, and who would like to start an undertaking with triple impact (human development or social perspective, economic development and environmental sustainability).

Furthermore, potential beneficiaries should:

- Be 16 to 29 years old. If minors, have their father/mother/guardian consent and appoint someone over 18 to operate the bank account where benefits would be deposited.
- Reside in the province of Santa Fe.
- Have a CUIL number (workers' identification number)
- Be a high school graduate. In case secondary school has not been completed, integrate to the *Vuelvo a Estudiar* programme.
- Not having been a beneficiary of previous programme versions.

Implemented by Young Cabinet from the Youth Department, Ministry of Reform and State, Government of Santa Fe

- Ministry of Labour and Social Security of the province of Santa Fe

PROGRAMME NEXO 2.0

Objectives	<p><i>Nexo Oportunidad</i> (Nexo Opportunity): aimed to bring the world of work closer to young people who have participated in the training instances of the <i>Nueva Oportunidad</i> (New Opportunity) Programme or that were part of the target population experiencing the highest vulnerability, Department of Employment Policies and Decent Work, Ministry of Labour and Social Security.</p> <p>The specific goals are:</p> <ul style="list-style-type: none"> a. Give young people a money incentive and the opportunity of an employment training in real companies, cooperatives or not-for-profit organizations. b. Offer opportunities to micro, small, mid-size and big companies in the province, as well as to private employers and cooperatives (except work cooperatives) the chance to train and hire young employees. c. Facilitate the entry into the labour market of sectors currently far from any formal job, bringing the employment offer closer to the demand for jobs.
Components and/or products	<p><i>Nexo Oportunidad</i>: has given young people the opportunity of an employment training, that is, educational practices, labour competences, and skills, knowledge and abilities to have a good performance in work spaces.</p> <p>Furthermore, they have received a money incentive for as long as the work practice lasted.</p>
Target population	<ul style="list-style-type: none"> a. Youth 16 to 35 years of age. b. Proven residence in the province of Santa Fe. c. Be unemployed at registration. d. Having participated in the training sessions of the <i>Nueva Oportunidad</i> Programme or be part of the target population of the Ministry of Labour and Social Security, including migrant communities, disabled people, victims of human trafficking, indigenous communities, former convicts, member of the LGBTBI community.
Responsible body	Ministry of Labour and Social Security of the province of Santa Fe (<i>Nexo Empleo 2.0</i>).

3.1.5 Public Policies in the province of Santa Fe (2017–2019)

As with the national policies, since 2017, the province introduced new approach lines and themes associated mainly to family agriculture, entrepreneurship and access to employment.

- Ministry of Production of the province of Santa Fe

RURAL DEVELOPMENT AND FAMILY AGRICULTURE PROGRAMME

Objetivos Formalization and insertion of small producers and entrepreneurs into different markets, favouring the socio-productive development of rural areas in the province, fostering local rooting, and social and economic integration.

Componentes y/o productos A network to provide technical assistance and integrated training to several institutions that, through specific agreements, would have access to State experts and skills. Besides, branding the Santa Fe agroindustrial products to promote their effective insertion in formal markets. In short, the programme offers technical assistance, financing and training opportunities.

Población objetivo Micro, small and mid-size agro industrial producers and entrepreneurs who manufacture and/or add value to raw materials. For example:

- Primary producers
- Processors (people who add value to third parties' raw materials)
- Primary producers and processors

Organismo responsable Provincial Office for Territorial Development

FOOD SUSTAINABLE PRODUCTION IN PERIURBAN AREAS PROGRAMME

Objectives	<ul style="list-style-type: none"> • Foster the reconversion of periurban areas through intensive and extensive production practices while pondering environmental, social and economic features, and focusing on primary activities and on processes that add value. • Encourage and strengthen alternatives to traditional production processes, focusing on agroecology practices.
Components and/or products	<ul style="list-style-type: none"> • «Promotion of territorial systems of food sustainable production»: aimed to better the production processes used by programme beneficiaries by providing farmers with tools to support production upgrading and value adding: technical assistance, procurement facilitation of goods and inputs. • «Knowledge construction and dissemination»: development and dissemination of knowledges at different levels and in diverse manners. Professional training courses delivered jointly with the College of Agronomists of the province of Santa Fe, the provincial Ministry of Education, the National University of Rosario and the National University of the Littoral. Continued education through field training days and experience exchanges called «farmer to farmer». • «Strengthening proximity markets, short chains and product commercialization»: produce from programme beneficiaries got branded as <i>De mi tierra, Santa Fe</i> (From my land, Santa Fe). Different sales formats, including trade agreements, local and regional fairs and markets. • «Adapting and upgrading of local regulations linked to land administration in periurban areas»: ongoing advisory services to local governments taking part in the programme on land administration and liaising with the Land Administration Interministerial Committee.
Target population	The municipalities and communes engaged in food sustainable production, and periurban small and mid-size producers starting reconversion towards more sustainable production processes. Access required the local administration to adhere to the terms set by the Ministry of Production, and each farmer was to register in the Single Registry of Primary Productions.
Responsible body	Provincial Office for Territorial Development

DE MI TIERRA, SANTA FE PROGRAMME

Objectives	Contribute to differentiate tradition-associated products with certain attributes to strengthen, expand and consolidate their positioning in commercialization channels. Identify original, traditional, excellent products to consolidate their presence in different commercialization channels to gain consumers' recognition.
Components and/or products	<p>The commercialization options implemented under the coordination of government agencies were:</p> <ul style="list-style-type: none"> • Franchised commercialization spaces called <i>Almacenes de quesos y especialidades santafesinas</i> (Cheese Groceries and Santa Fe Specialties) • Street markets and events. • Support local product racks in supermarkets and commercial agreements. • Build a «Santa Fe traditional products catalog». • Support for marketer and business rounds. <p>Training for «entrepreneurs» taking part in the programme through diverse channels and platforms.</p> <p>Last, the programme had its own «financing» line to support investments for process improvements, and articulated with other funding and financing support lines provided by banks or non-bank lenders.</p>
Target population	Micro, small and mid-size agrifood companies, municipalities and communes in the province that meet the requirements.
Responsible body	Provincial Office for Territorial Development

AGRICULTURAL GOOD PRACTICES PROGRAMME

Objectives	<ul style="list-style-type: none"> • The Ministry of Production, through a network of agronomists, the «Good Agriculture Practices Implementers» would provide immediate on-site support to municipalities and communes to manage phytosanitary issues. • Strengthen inter institutional actions; regular meetings with the Provincial Phytosanitary Committee to summon and engage institutions in mid and long-term actions on chemical weed control.
------------	---

- Ensure a better enforcement of provincial regulations through a digital self-managed platform listing online phytosanitary components. Develop other tools to comply with the formalities set by provincial law No. 11273.

Components and/or products	Promotion, implementation, and monitoring of laws on crop protection, focusing on sustainable production, and based on agriculture good practices.
----------------------------	--

Target population	Micro, small and mid-size agrifood companies, municipalities and communes in the province.
-------------------	--

Responsible body	Department of Agriculture
------------------	---------------------------

-
- Ministry of Social Development of the province of Santa Fe
-

NUEVA OPORTUNIDAD (NEW OPPORTUNITY) PROGRAMME

Objectives	<p>Integrative approach for 16 to 35-year-old young people in a highly critical social situation. Empower the beneficiaries by supporting the creation of new horizons and opportunities in their life project, consolidating social ties and coexistence relationships.</p> <p>Other specific goals:</p> <ol style="list-style-type: none"> 1. Generate and consolidate ties with each other, their neighbourhood and city, to strengthen integration networks, training and other spaces of exchange. 2. Approach singular situations, strengthening and supporting the interventions of territorial teams. 3. Give momentum to youth, building spaces for group training, exchange and debate. 4. Support initiatives focused on personal, collective and self-employment projects.
------------	--

Components and/or products	<p>Territorial assistance:</p> <p>1.a. Mentoring: territorial teams played a central role in building a strategy to approach the young. Young people's reality required a constant presence and a strong mentoring to create and support the necessary human bonds to attain the programme's objectives.</p>
----------------------------	---

1.b. Mobility: the mobility and relocation of groups of young people who had no access to public transport or could not circulate freely due to intra territorial conflicts was part of the assistance.

1.c. Accommodation: in exceptional circumstances, it was necessary to provide accommodation; it was a tool within an intervention strategy in situations where the physical and psychological integrity of a young person was at stake.

Pedagogical Trajectory (Training):

The programme offered learning trajectories in private or state spaces, at different levels and based on the beneficiaries' age and knowledges, from education in traditional trades to training and/or cultural workshops.

The programme intended to ensure, in every learning trajectory:

2.a. Workshop educators: paid teaching hours or incentives per each course or workshop delivered.

2.b. Materials: materials, safety elements, small tools and any other element necessary to deliver the different courses and workshops.

3. Strengthening:

An exchange space to share group experiences with the referents and among the groups themselves. Different thematic axes to support the strategic approach based on processes that every group developed, called Third halves. Besides, there were spaces for debate, exchange and revisiting of the programme evolution, recovering practices and resorting to theoretical tools to assess the different situations.

4. Labour integration:

Definition of different strategies to procure the labour insertion of young people by articulating with national, provincial or local programmes and projects or with agreements with the public and private sector, corporate social responsibility initiatives, NGO's or social undertakings. Assistance and follow-up to production and/or service provision initiatives and undertakings created by young people, either individually or in groups, and directly or indirectly linked to the capacities built along their pedagogical trajectories.

Target population	Unemployed people aged 16 to 35, paying a money incentive. Intended to strengthen learning trajectories, building of labour competences, capacity building, useful knowledge and skills to perform in work spaces. Young people living in hostile environments, with little access to public utilities and precarious living conditions to help them exercise their rights.
-------------------	---

Responsible body	Nueva Oportunidad Programme Office
------------------	------------------------------------

PRODUCTIVE UNITS, A PROGRAMME LINKED TO NUEVA OPORTUNIDAD

Objectives Give young people in production units, beneficiaries of the *Nueva Oportunidad* Programme learning strategies, provincial financial and educational support to start producing goods or providing services. Get production units turn into social enterprises that, gradually, would become part of the community through their products, resulting in labour inclusion and the subsequent independence and drive to launch beneficiaries' own projects.

Components and/or products

- Training and education.
- Technical assistance.
- Funding

Target population Young people experiencing social vulnerability who have attended employment training courses delivered by the Nueva Oportunidad Programme, for at least one year.

Responsible body Nueva Oportunidad Programme Office

-
- Ministry of Labour and Social Security of the province of Santa Fe
-

OCCUPATIONAL TRAINING NETWORKS PROGRAMME

Objectives Strengthen the learning trajectory, improve work conditions, build labour competences, capacity building, deliver useful knowledge and skills to have a proper performance in work spaces.

Foster articulation and cooperation between the public and private sector to move forward with the goals of every action line and provide concrete and efficient responses to different concerns, mainly those affecting groups of people with little or no access to the labour market, that is, the target population defined by the Ministry of Labour and Social Security.

Components and/or products	<ul style="list-style-type: none"> • Line A – Occupational training. • Line B – Institutional management consolidation. • Line C – Labour training and updating.
Target population	Mainly, people facing difficulties to enter the labour market, and, to a lesser extent, to re qualify workers in the private or associative sector.
Responsible body	Department of Employment Policies and Decent Work.

NEXO OPORTUNIDAD PROGRAMME

Objectives	Strengthen learning trajectories, building of labour competences, capacity building. Provide useful knowledge and skills to perform in work spaces.
Components and/or products	Employment training and labour practice for programme beneficiaries. A concrete employment experience for up to one year and twenty weekly hours in different companies.
Target population	Young people aged 16 to 35 who have attended employment training courses delivered by the <i>Nueva Oportunidad</i> Programme; migrant communities, disabled people, victims of human trafficking, indigenous communities, former convicts, members of the LGBTBI community, and any other group of people that the Ministry of Labour and Social Security prioritizes in the implementation of public policies.
Responsible body	Department of Employment Policies and Decent Work.

- Ministry of Science, Technology and Production Innovation of the province of Santa Fe

SANTA FE ECOSISTEMA EMPRENDEDOR (ENTREPRENEURIAL ECOSYSTEM) DIGITAL PLATFORM

Objectives Foster the consolidation of entrepreneurial initiatives in the province of Santa Fe, by encouraging ties between institutions, public and private organizations, the provincial State and the municipalities, universities, scientific and technological centres, development agencies, innovation platforms, production poles, incubators, accelerators, investment funds, clusters / cooperatives, business chambers and coworking spaces.

Components and/or products Liaison and dissemination of information among undertakings, public, private and mix institutions, support organizations and the scientific educational sector.

Target population Public and private institutions, incubators, universities, scientific and technological centres, production poles, business chambers, coworking spaces, and clusters.

Responsible body Department of Entrepreneurial Undertakings

BUSINESS PLANS COMPETENCES

Objectives Support and train entrepreneurs to transform their ideas into business plans.

Components and/or products Training and expert education seminar, technical assistance and follow-up. The contest includes important prizes.

Target population Knowledge-intensive undertakings.

Responsible body Department of Entrepreneurial Undertakings

- Ministry of Health of the province of Santa Fe

NETWORK OF PROVINCIAL GREENHOUSES

Objectives	Develop occupational skills to grow ornamental plants, ensure access to the local employment market to people with and without a disability, provide training in greenhouse and gardening techniques, encourage integration into a participation space, promotion and certification to enable social inclusion.
Components and/or products	<ul style="list-style-type: none"> • Training and education. • Technical assistance.
Target population	Old people mentally disabled or with controlled psychiatric pathologies, willing to work in gardening, forestry, green gardens, and landscape take priority. People suffering from psychiatric disorders but not living in residences.
Responsible body	Department for the Inclusion of People with Disabilities

3.2 Preliminary remarks

Based on the contributions made in the first stage, it is vital to move forward and identify features shared by most SSE public policies, either at the national or provincial level, and offer a first characterization or technical approach to the State interaction with SSE organizations.

The identified national and provincial policies are presented as a strategy for the reconversion of social policies. The main purpose is the creation of socio-productive mechanisms to consolidate, develop, and organize the production capacities of the most vulnerable sectors of the population and, at the same time, increase their income and enhance their social integration. There are shared goals: creating decent jobs, with equal opportunities and based on organized, associative and community work.

Technical advisory and assistance, training to organize and strengthen the production, commercial, organizational and economic dimension of SSE practices are the main common products or components. There are many grants and loans for capital goods (equipment, machinery, etc.) working capital (inputs and raw materials), and infrastructure including

construction and/or remodeling of production, commercialization or community spaces. However, there are no performance indicators for the target population or the organization and management mechanisms of the practices mentioned above.

The policies set by the National Ministry of Social Development take on particular importance as well as the provincial policies associated or linked to the Ministry of Social Development and the Ministry of Production. The self-managed work, either individual or associative, is relevant in terms of organization possibilities. It is therefore necessary to include its problematics, obstacles and challenges to the government agenda. However, not every social problem is relevant.

Incorporating social problems in the agendas is somehow a conditioning decision. Once the decision is made to solve a certain problematic situation, the target group, that is, the group suffering such situation is defined, as well as the causes, the responsible bodies, the eventual solution, and the necessary elements to make it effective. Therefore, there is need to examine the implementation, and application methods, and how beneficiaries perceive them. The public policies cycle and their impacts would then be completed.



Chapter 4.
Territorial
analysis of
the Public Policies
for the GSFA

4. Territorial analysis of the Public Policies for the GSFA

Chapter 3 identified the myriad of public policies, programmes and projects intended to strengthen and support SSE initiatives and practices fostered by the national and provincial administrations in the 2016–2019 period in the Gran Santa Fe Agglomerate. Based on secondary sources, regulations, resolutions and decrees, several proposals were identified in the public agenda for the sustainability of the universe of SSE experiences. National and provincial agents' testimonies detail the different social economy offices and articulations implemented by several towns between 2016 and 2019.

The first conclusion was that there is a significant trend towards socio-productive mechanisms for strengthening, developing, and organizing the most vulnerable sectors' production, commercial and organizational capacities. Furthermore, to increase their income by fostering their social integration by creating and maintaining jobs. The myriad of policies and the difficulties to understand their impacts were evident, as policy-makers expected: beneficiaries could climb up the social ladder or, as stated in the many public initiatives surveyed, attain social inclusion thanks to job creation. Thirty-six national public policies and twenty-four provincial ones were accounted for.

To better understand the results, it is necessary to clearly identify the policies actually implemented. Public policies implementation probably better shows their complexity and richness. According to Subirats (2008, page 180)

«the implementation process is only completed after decisions and actions directly focusing the identified target groups are produced. Therefore, the process is always characterized by the interactions between public and private actors.»

This chapter intends to outline a strategy to approach the implementation of social economy public initiatives. In particular, focus will be on the territorial approach. Therefore, the territory social and economic characteristics, its multiple dimensions, sectors, articulation mechanisms, value added, peculiarities and components must be recognized. Furthermore, there is an assessment of the national and provincial policies actually implemented in every town being studied. Some SSE local initiatives developed by the municipalities and communes are pinpointed and briefly described making reference to the SSE local policies deployed by the local authorities in the Gran Santa Fe Agglomerate.

4.1 An introduction to SSE in the GSFA

The Social and Solidarity Economy Outreach Programme of the National University of the Littoral (Cardozo, Serafino; 2017) first survey showed the absence of a systematic recording of SSE experiences. The authors pointed out the need to update the existing surveys taking into account the diverse SSE traditions, which would be very important to design, implement, follow-up and assess public policies. The traditional cooperatives and mutual organizations trajectories (the «old SSE») show that the province of Santa Fe has pioneered solidarity practices. The influence of European immigrants who settled in the farming and livestock area is evident. Cooperatives and mutual organizations many times replaced the State in the provision of goods and services (Begeneta, 2015). As to the «new»³⁸ SSE empirical trajectories, the exponential growth of work cooperatives is a response to unemployment and social exclusion.

4.1.1 Actions linked to Social Economy in the GSFA

This section details the public offices and areas that the local administrations being studied created from 2016 to 2019 to focus on social economy practices and experiences. This first part is based on secondary sources of information. The second part of this section details the national and provincial offices with which each commune and municipality articulated social economy initiatives in the same period, 2016 to 2019. It is based on surveys and meetings held by the research team with public agents from different national and provincial departments.

This section lists the public offices and departments in the Gran Santa Fe Agglomerate that develop and articulate social economy public policies. Local administrations coordinate their SSE actions with national and provincial policies but also design and implement their own local initiatives. The list also includes the provincial and national offices and departments with which every local government articulated its SSE actions.

³⁸. Pastore (2008) defines them as new ways of making «another economy», and includes socio-productive undertakings, economic initiatives of unemployed workers movements, recovered companies, equal exchange schemes and social currencies, solidarity finances or the emerging of «social enterprises» linked to the social inclusion of the disadvantaged or to the provision of services to respond to emerging social needs.

- Municipality of Santa Fe

Based on a comprehensive analysis, in 2016, 77 percent of SSE experiences in the Municipality of Santa Fe were sole or family undertakings. Cooperatives ranked second, with 14 percent and then mutual organizations, with 9 percent. The majority of cooperatives registered in the Municipality of Santa Fe are work cooperatives. Below, a map of Santa Fe with all the practices surveyed: production undertakings, mutual organizations and cooperatives (Cardozo L., Serafino, Sotto, & Tealdo, 2017).

As shown on Map 5, the quality of life relates to work cooperatives' geographical distribution; there is a significant concentration in the west and north, which are more unfavourable areas. Therefore, the areas where quality of life is poor are a matrix for social economy experiences and the implementation of related social policies. The maps also show that Santa Fe mutual organizations are located in more favourable areas; there is a strong link between social economy practices and socio-economically better positioned areas in the city.

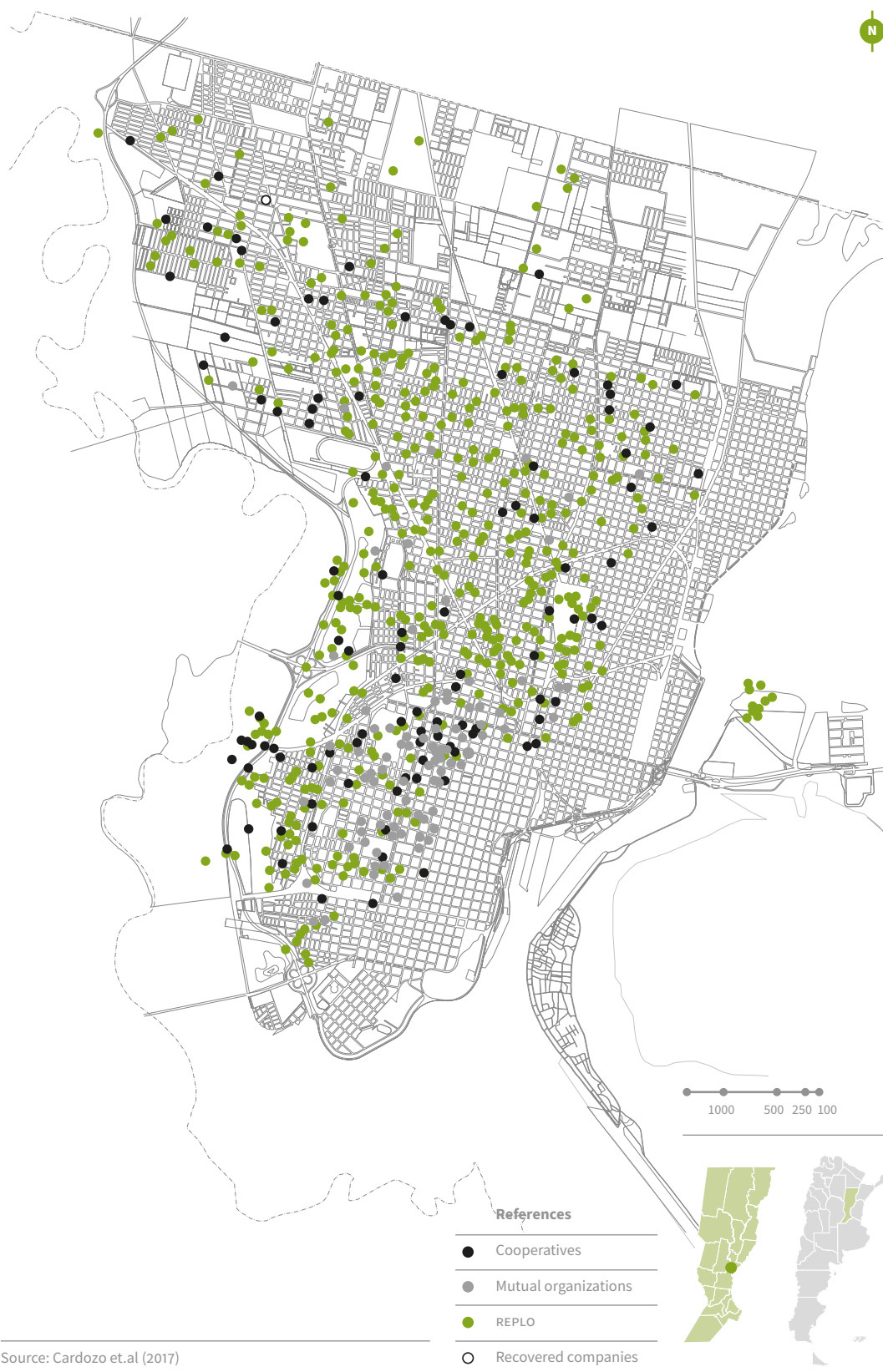
Up until 2019, the Santa Fe city government channeled SSE public policies interventions through the Department of Social Development, mainly through the *Escuelas de Trabajo* (Schools of Work) Programme. Also through the Social Economy Programme implemented by the Department of Strategic Development and Resilience, and the Community Initiatives and Work Cooperative Programme from the Department of Environment and Public Spaces.

The *Escuelas de Trabajo* Programme³⁹ supported actions to foster employment, provide advisory and guidance, and organize activities to train and educate people experiencing social vulnerability. The programme offered a territorial and young-people approach, bringing schools to the most vulnerable districts. The *Escuelas de Trabajo* Programme articulated with national public policies, namely: *Jóvenes con Más y Mejor Trabajo* (More and Better Jobs for the Young), PROGRESAR, *Seguro de Capacitación y empleo* (Training and Employment Insurance), the Labour Insertion Programme and the Independent Employment Programme of the National Ministry of Labour and Social Security⁴⁰.

39. Further information on *Escuelas de Trabajo* at: <http://santafeciudad.gov.ar/blogs/trabajo/>

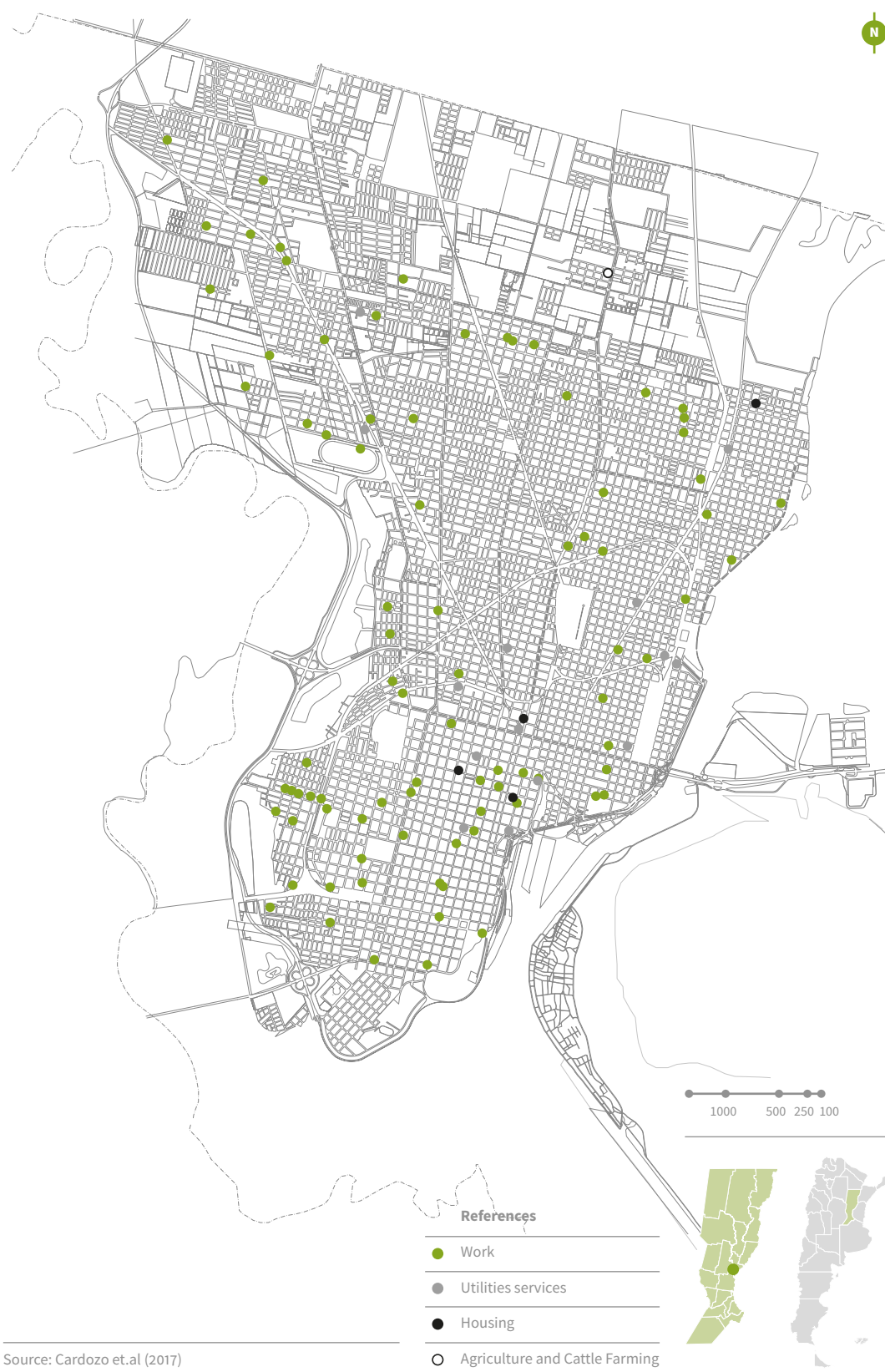
40. The municipality of Santa Fe, in its *Como Vamos* report (page 95) states that in 2016, the Office served 6,315 beneficiaries. The *Escuelas de Trabajo* carried out training and employment mediation for 1,523 beneficiaries of the *Mas y mejor trabajo* and the PROGRESAR Programmes. Work was also done with 4,792 unemployed people linked through the Training and Employment Insurance. 420 young people completed Introduction to Employment; 320 had access to training courses, 101 to paid work practices in the private sector and 31 were hired by companies through the Labour Insertion Programme.

MAP 3. Survey of Social and Solidarity Economy. Global distribution: cooperatives, mutual organizations, and production undertakings in the city of Santa Fe (2016).

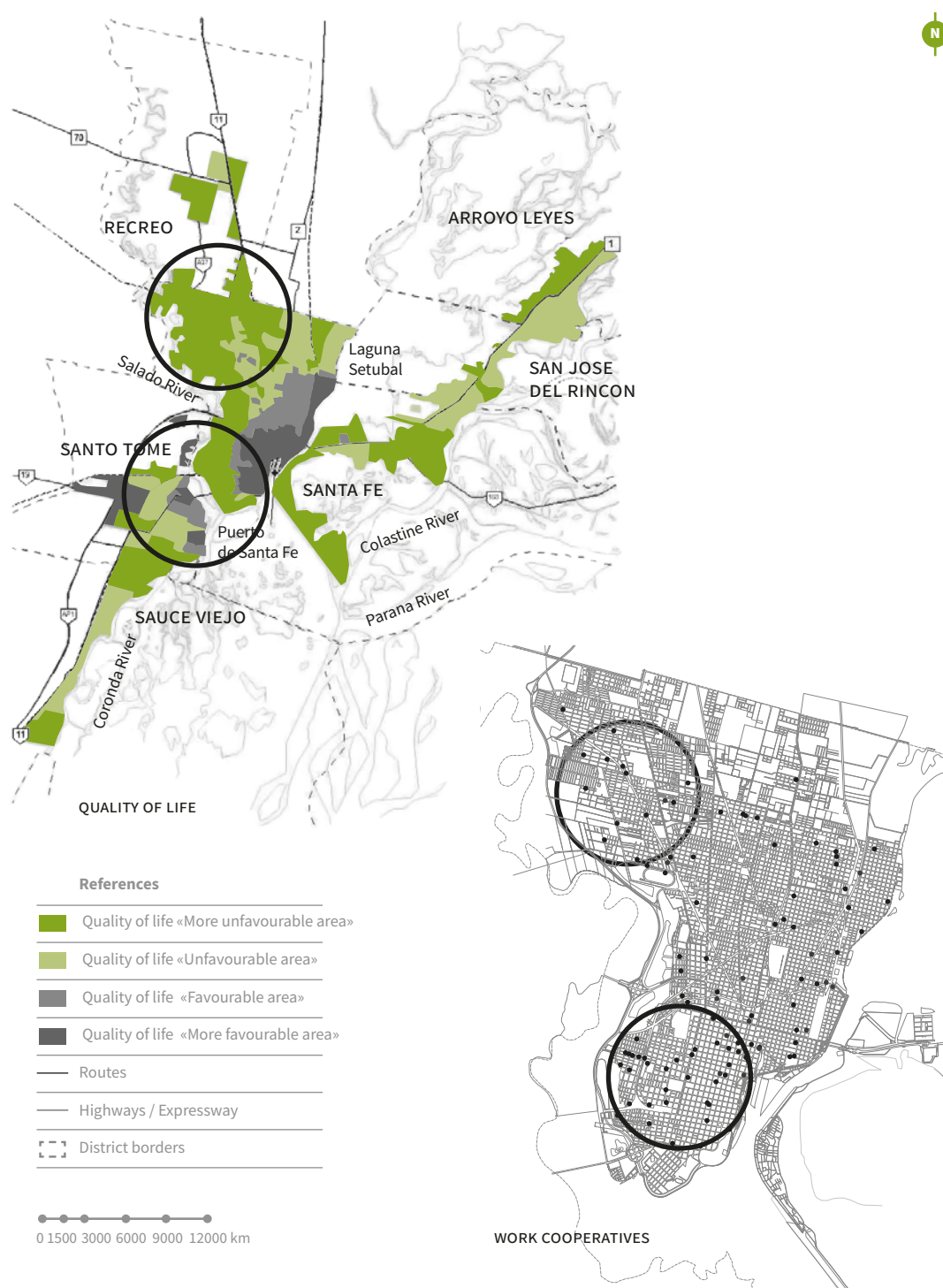


Source: Cardozo et.al (2017)

MAP 4. Cooperatives geographical distribution in the city of Santa Fe (2016).



MAP 5. Relationship between the quality of life and work cooperatives distribution in the city of Santa Fe.



Source: Cardozo, et.al. (2017) and Gomez, Javier (2014).⁴¹

⁴¹. Gómez, Néstor Javier; Velázquez, Guillermo Angel. Calidad de vida y crecimiento demográfico en el Gran Santa Fe. Caderno de Geografia, vol. 24, núm. 2, 2014, pp. 169-197. Pontificia Universidade Católica de Minas Gerais. Belo Horizonte, Brasil. Page 184

On the other hand, up until 2017, the Social Economy Programme made public interventions in the Social Economy Entrepreneurs Centre (CEES), a space co-managed by the local municipality, the National University of the Littoral and the provincial government. CEES was created in 2012 to provide a local and regional referent area to foster, cooperate and work jointly with agents, public and private offices and institutions in the design and implementation of processes and strategies to consolidate SSE.⁴²

Below, the purposes to attain:

1. Provide training and technical assistance to small production units through courses, workshops and seminars that would take into account the needs and profiles of members;
2. Build a space to exchange social economy initiatives in the city;
3. Foster commercialization capacities in the local and regional markets;
4. Liaise public and private financing lines to social economy projects;
5. Encourage the consolidation of small production units as collective action groups, fostering instances of dialog and debate that may represent their interests.^{43, 44}

The Community Initiatives Programme was aimed to enter into agreements between the local government and community-like organizations to execute small, labour-intensive works and services not given in concession. These institutions carry out different tasks in public spaces, including repairs, construction, maintenance and bettering works, as well as waste collection, weeding, placement of articulated pavement, etc. The Registry of Community Organizations and Work Cooperatives was reopened so that many associative entities would register to perform some of the tasks above mentioned. This became the main source of jobs for many work cooperatives in the city of Santa Fe.⁴⁵

⁴². In 2018, the Municipal Social Economy Programme integrated into *Santa Fe Activa*, through the Entrepreneurs Club.

⁴³. To know more about the results of CEES municipal surveys, see 2016 Santa Fe *Como Vamos*.

⁴⁴. To know more about CEES trajectories, see Julio Lozeco's contributions (2015) (2017)

⁴⁵. José Corral, Mayor of Santa Fe, highlighted the programme since «thanks to the work carried out by cooperatives, with limited funds, the city has attained many important results. 612 people were trained and given an opportunity; curbs and gutters were completed along 175 blocks; 163 blocks of articulated pavement. These achievements are there, people can see them, touch them. Workers weeded all the city public spaces six times. 59 parks and squares were bettered.» He valued the work done by cooperative members in flood emergencies, preparing sand bags, reinforcing the defenses, cleaning and clearing drainages. In the 2016 flood emergency, modules to house evacuated families were built in record time. Cooperatives do a great job across the city, with only 2 percent of the municipal budget and at only 6 percent of any third party hiring cost http://www.santafeciudad.gov.ar/noticia/iniciativas_comunitarias_informes_organos_control_afirman_hubo_irregularidades

- Municipality of Santo Tome

Santo Tome Municipality centralized the social economy interventions in two areas: The Coordination Area of Micro–undertakings Management and the Department of Production (reporting to the Department of Finances and Administration). Both areas articulated with provincial policies, for the most part. The Local Employment Office worked with national public policies.

As to provincial policies on social economy, the local government has prioritized the *Plan Abre* and the Action Operative Plan for the Promotion of Social Economy.⁴⁶ As to national public initiatives, most of the work was through the Department of Labour, Employment and Social Security, the *Jóvenes con mas y mejor trabajo* and the Independent Employment Programme.⁴⁷

In these past years, the local government implemented the *Plan Abre* to foster associative work by supporting different individual and associative undertakings, for instance, articulation actions with urban recyclers to better their occupational health and safety and make waste collection more efficient. The local government has organized entrepreneurs' fairs, and street markets. It has granted microcredits to many socio–productive undertakings, in the context of national, provincial and municipal policies.

The Municipal Financing Fund (Ordinance No. 2974/13, as regulated by Decree No. 189/14) provides access to microcredits or refinancing options. The fund is allocated a percentage of the Registration and Inspection Tax collected monthly; it finances good producing projects that contribute to local development by setting up credit lines, never subsidies.⁴⁸

⁴⁶. The Municipality of Santo Tome received 128,000 pesos early in 2017 allocated to the consolidation of socio–productive projects already in progress and others to be launched to raise environmental awareness.

⁴⁷. Other programmes articulated with the former Ministry of Labour, Employment and Social Security are: *Capacitación y Empleo* (Training and Employment); *Promover las Oportunidades de Empleo (Discapacidad)* (Fostering Employment Opportunities (Disabled); *Entrenamiento para el Trabajo* (Employment Training) (Public and private sectors); Labour Insertion Programme (public and private sectors); tax credits.

⁴⁸. From December 2015 to May 2018, the Municipality of Santo Tome has granted \$3,747,208.00 pesos to 92 undertakings which were benefited for the first time, and a total of \$587,450.00 pesos to 26 refinancing projects. Each undertaking receives a refinancing total of \$19,550.00, as at August 2018. Entrepreneurs beneficiaries of PEI were granted approx. \$40,000.00. The credit lines focus on new or ongoing projects linked to production and/or transformation processes. Every credit term was of up to 60 months with a 3–month grace period. For further information: http://www.santotome.gob.ar/Otros/noticias_ciudad/3122-Nueva_entrega_de_fondos_para_peque_os_emprendedores_locales

- Municipality of Recreo

The government of Recreo took SSE actions in two areas: Social Economy and Local Employment, both offices are part of the Department of Finances and Economic Development. The former supports and advises small social and popular entrepreneurs to help consolidate their production, personal, family or associative projects by:

- financing access to machinery, tools and inputs;
- providing technical, production and commercial assistance,
- and ongoing training.

Also, by articulating with provincial policies, in particular with the Action Operative Plan for the Promotion of Social Economy. The Employment Office works with national programmes from the former Ministry of Labour, Employment and Social Security, with the *Jóvenes con más y mejor trabajo* and the Independent Employment programme.

The most important tool used by the local government is the microcredit with shared collateral. It creates opportunities for entrepreneurs who do not qualify for traditional loans and gives them access to funds for their production, services and/or consumption undertakings. Microcredits is a tool that also offers advisory services and the chance to register in the social single-tax category at no cost.^{49, 50}

Since 2018, the municipality has been organizing entrepreneurs' fairs to offer spaces where they can sell their products: articulation between production, exchange and consumption spaces. Local entrepreneurs as well as others from neighbouring towns would sell their products in these fairs.

The local administration changed in 2017. Nevertheless, the Social Economy and the Employment Office is still responsible for SSE associated policies. The 2018 Municipal Management Report lists the following results:

⁴⁹. In 2016, the head of the Social economy Area, Mariana Fantin, said «we are very happy with the results and the commitment showed by our entrepreneurs. They have received the programme very openly and have made every effort to support their undertakings. They have also showed great commitment when it comes to repay their microcredits.»

⁵⁰. Up until 2016, the Social Economy Area had granted 440 microcredits for a total of \$1,038,700.00 pesos. For further information: <http://www.elsantafesino.com/la-region/2016/03/04/18439>

Employment

- Thanks to the Labour Insertion Programme, six young people were hired by the private sector and one disabled individual by the public sector.
- Delivery of business management courses
- Tax advisory services
- 3 Introduction to Employment courses for 90 beneficiaries of the Young People and PRO-GRESAR Programmes.
- The Employment Office assisted about 1,200 people. Sixty companies, shops and entities created ties and 250 people got a job interview.
- Fifty-nine employment training projects for jobs in the private and public sector. Plus 8 projects for disabled people with 34 participants in either administration, maintenance, the municipal and provincial greenhouse areas.

Social Economy

Multi-agency implementation to support and advise local entrepreneurs.

- Support to be included in the Digital Entrepreneurs Registry
- Internal guidelines to set conduct and work rules for entrepreneurs
- Commercialization spaces and registration as street fair vendor.
- The Permanent Street Markets programme procured 50 new vendor booth displays, and now has 77 own structures.
- Joint work with ASSAL to enforce a local ordinance authorizing local entrepreneurs' family kitchens
- The Ministry of Social Development received \$120,000.00 pesos to set up a Rollout Fund for small undertakings.⁵¹

⁵¹. Municipality of Recreo (2019). Interannual Management Report page 28

- Municipality of San Jose del Rincon

The Social Economy Area, part of the local Department of Social and Production Development, implements actions and articulates mainly with provincial programmes such as the POA Action Plan, which helped set up the first entrepreneurs' fairs. The government area organizes the fairs that provided entrepreneurs a space for meeting, exchanging and trading.

According to the Social Economy responsible person, entrepreneurs can sell handcrafted, carefully made and environmentally friendly products. They cannot sell mass produced articles, goods or services.⁵² The idea is to ensure a permanent space where entrepreneurs can sell their products.

Policies for the young have also been implemented, including those in the *Emprende Joven* Programme. Some of the initiative benefits are, a non-refundable contribution of up to \$60,000 pesos⁵³, access to training, undertakings certification, granting of an Eligibility Certificate that gives access to loans or microcredits to grow the undertaking. Another implemented programme was the *Nueva Oportunidad* (New Opportunity). It offered training workshops on cooking, personal defense, green gardening and men hairstyling.⁵⁴

The period being studied displays a broad preponderance of policies linked to training and education. The *Redes* Programme from the provincial Ministry of Labour and Social Security delivered free courses to teach carpentry, wicker weaving, ceramics, with basic information about tourism and business management. People from Colastine Norte and Arroyo Leyes also attended the workshops, extending its reach to a large area along the Santa Fe coastline. Courses are linked to tourism since the local authorities believe it is an essential activity for the present and future of coast towns.⁵⁵

52. <https://www.unosantafe.com.ar/fotodeldia/una-feria-artesanal-rincon-n859674.html> Visited on 7/24/2018

53. <http://municipalidadrincon.gob.ar/dev/san-jose-del-rincon-se-suma-a-emprende-joven/> Visited on 19/01/2020

54. According to course coordinators, workshops were well received because of their "third halves", that is spaces and contexts where participants could debate their problems, i.e. gender perspective, substance abuse, etc. It is interesting because it trains you and nurtures you with other elements too. <http://municipalidadrincon.gob.ar/dev/continua-el-programa-nueva-oportunidad/> Visited on 19/01/2020

55. <http://municipalidadrincon.gob.ar/dev/el-municipio-lanzo-el-programa-de-capitaciones-redes/> Visited on 19/01/2020

MAP 6. Strategic projects and actions in the Municipality of Rincon



References

■	Tourism and Production in Rincon
■	Modernization and Transparency of the State

1. Social Economy: Entrepreneurs' Fair and *Emprende Joven*.
2. Labour inclusion: training and education in trades.
3. Local Economies: assessment and articulation with local producers.
4. Sustainable Fishing: *Parana River Pacu* culture and removing of bones + access to financing.
5. Fruit and Vegetable Production: assessment and access to financing.
6. Creation of the Trade, Industrial and Service Providers Centre.
7. Rincon is Tourism: Tourist Development Comprehensive Plan.
8. Historical/Cultural Tourism: Carnival, Ubajay Festival, San Jose del Rincon 438 th anniversary.
9. Healthy Tourism: Tourism in bikes, Tunnel Crossing and River and Land Sports.⁵⁶
10. Adding Value to Public Spaces for Tourism: Giving new value to public spaces for tourism purposes.

Source: <http://municipalidadrincon.gob.ar/produccion-y-turismo/>

⁵⁶. <http://municipalidadrincon.gob.ar/dev/produccion-y-turismo/> Visited on 19/01/2020

- Monte Vera Commune

The Monte Vera Commune has implemented social economy associated actions in three areas: The Department of Social Development, Production and the Local Employment Office.⁵⁷ The Department of Production has been receiving contributions from the provincial government framed by the Operative Plan for the Promotion of Social Economy and the Good Practices Programme⁵⁸. The Monte Vera Entrepreneurs and Producers' Fair is held every week, advised by the National Institute of Farming Technology (INTA).

The Department of Social Action provides advice about access to the single-tax category, the citizenship card and to the disability certificate. The Employment Office articulates actions with the National Department of Labour, Employment and National Security through the *Jóvenes con mas y mejor trabajo* and the *Redes* Programme of the Santa Fe Ministry of Labour.

- Sauce Viejo Commune

The Community Integrating Centre takes actions targeting entrepreneurs and craftsmen, through the local Social Development and Employment Office. Early in 2017, this jurisdiction received resources and technical assistance from the provincial government, under the POA Action Plan. The provincial government made two allocations: \$69,472.00 pesos for entrepreneurs and craftsmen and \$55,300.00 pesos to support the Micro Regional Corridor South Fair, on route 11, that gathers vendors from Santo Tome, Sauce Viejo, Barrancas and San Jeronimo del Sauce. There is an Employment Office that articulates with the national and provincial Ministries of Labour and provided for the implementation of the *Jóvenes con mas y mejor trabajo*, *PIL*, *PEI* and *Redes* programmes in the province,

Therefore, we can present the ties built by the articulations between the different levels of government, a more thorough analysis of the main components and action lines of policies for the Gran Santa Fe Agglomerate along 2016 and 2017.

⁵⁷ The Department of Education, Culture and Tourism and the Department of Social Development and Production coordinated actions that added to the interventions carried out by the National Ministry of Labour, Employment, and Social Security to create the Monte Vera Employment Office and facilitate employment opportunities.

⁵⁸ Early in 2017, the Monte Vera Commune received two contributions, a \$90,000.00 pesos contribution from the Good Practices Programme to improve working and life conditions of social economy workers. Also, to dynamize their work in favour of local social development and cultural identity. The second contribution, \$41,484.00 pesos was for social inclusion opportunities for bread-making self-managed entrepreneurs, and intended to supply healthy foods. For further information, visit <https://www.santafe.gob.ar/noticias/noticia/247230/>

TABLE 9. Social economy policies implemented in the GSFA in 2016 and 2017, and their application areas.

Territory	Areas / Offices		
	Local	Provincial	National
Santa Fe	Escuelas de Trabajo (Schools of Work) Programme Social Economy Programme Iniciativas comunitarias (Community initiatives) Programme Employment Office	Ministry of Social Development Ministry of Production	Ministry of Production and Labour Ministry of Social Development
Santo Tome	Department of Production Employment Office	Ministry of Labour, Employment, and Social Security Ministry of Social Development	Ministry of Production and Labour. Ministry of Social Development
Recreo	Social Economy Area Employment Office	Ministry of Production Ministry of Social Development	Ministry of Production and Labour. Ministry of Social Development
San Jose del Rincon	Social Economy Area	Ministry of Production Ministry of Social Development	Ministry of Production and Labour
Monte Vera	Ministry of Social Development Production Area Employment Office	Ministry of Production Ministry of Social Development	Ministry of Production and Labour Ministry of Social Development
Sauce Viejo	Employment Office	Ministry of Production Ministry of Labour, Employment, and Social Security Ministry of Social Development Ministry of Production	Ministry of Production and Labour Ministry of Social Development

Source: compiled by authors

4.2 SSE Public Policies from the public agents' perspective

Assessment of the interviews and surveys with national, provincial, and municipal or commune agents

Based on the SSE local initiatives implemented by the Gran Santa Fe Agglomerate governments and described above, this report will now identify and define the SSE national and provincial policies effectively executed in six localities: Santa Fe, Santo Tome, Recreo, Monte Vera, San José del Rincon and Sauce Viejo in 2016 and 2017.

This study is based on surveys and work meetings held with local, provincial and national public agents to collect data and information on policies implementation and specific lines of work. This last section will:

- Present the survey methodology
- Break down key indicators
- A general analysis of the outcomes

According to the information above, secondary sources surveyed show the prevalence of certain government departments in the universe of SSE policies. Three departments stand out in relation to national, provincial and municipal policies executed in the Gran Santa Fe Agglomerate: Social Development, Production and Employment. In short, SSE policies aim to foster social development and socio-productive inclusion by setting up employment initiatives. Therefore, public agents were considered primary sources:

The methodology applied was: 1) define the actors to interview; 2) interviews focusing on the information collected previously; 3) interviews application and analysis. As to 1), based on the large number of policies, the actors to interview were national and provincial agents. This decision was based on several criteria:

1. The municipal territory and reality require policies that may address and solve specific, more focused problematics. Each municipality will define, manage, adopt and develop the policies that better address their own problematics. Therefore, each municipality is an independent challenge due to the large number of variables that may affect their own needs and problems.
2. Public policies implementation requires a certain engineering, including structural, institutional, financial, and human resources dimensions that clearly prevent homogenization. Each municipality needs to be studied under their own political and institutional engineering. The same yardstick cannot be used to analyze the city of Santa Fe and San Jose del Rincon.
3. Beyond each municipality peculiarities, there is a clear institutional dependence on the highest levels of government, either provincial or national.
4. The policies governance margin is wider in either level. The organizational structures are similar: there is a functional organization with basic objectives in every public administration: departments focusing on systems that serve primary functions: education, health care, security, public works, and social development, other departments focusing on public finances, and others on economic growth and others on the political realm. These functions are carried out by one or more ministries, departments or decentralized agencies.

The first methodological decision made was to define the focal group of interviews: local, public and national public agents responsible for policies implementation. Focus was on the priority programmes integrated to the municipal spheres in the Gran Santa Fe Agglomerate. The agents interviewed work:

In the national administration:

- Employment and Job Training Management Office (GECAL) National Ministry of Labour and Social Security
- Santa Fe Centre–North Reference Centre (CDR), National Ministry of Social Development

In the province:

- Associativism and Entrepreneurship Office Ministry of Production – Province of Santa Fe.
- Office for Socio–productive Inclusion Ministry of Social Development – Province of Santa Fe.

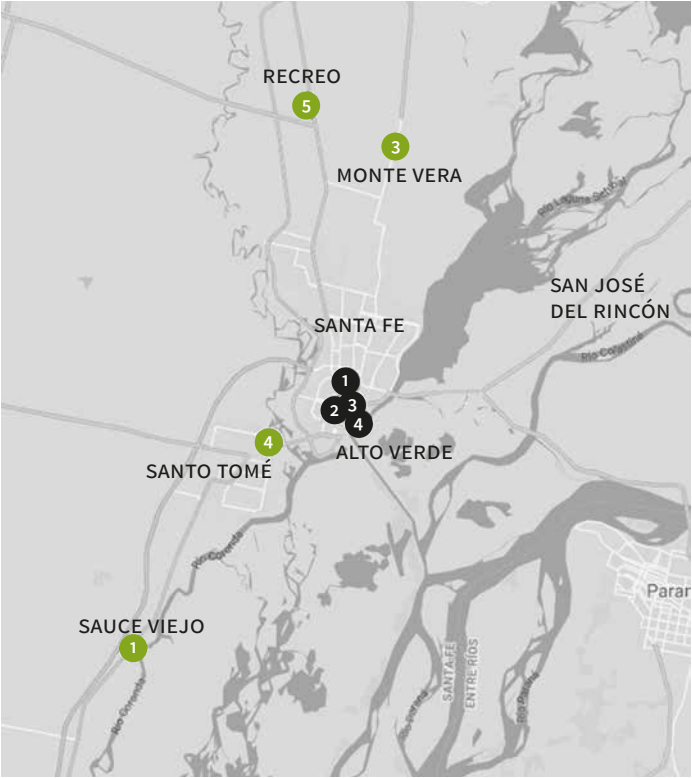
In the municipality ⁵⁹:

- Social Economy Programme, Entrepreneurship and Innovation Section, Department of Strategic Development and Resilience, Municipality of Santa Fe,
- Production Office, Department of Finances and Administration, Municipality of Santo Tome
- Department of Social Development, Monte Vera Commune.
- Department of Economic Development and Finances, Municipality of Recreo.
- Employment Office, Sauce Viejo Commune.

The map 7 gives the geographical location of the interviews with local, provincial and national agents.

⁵⁹. The information about Rincon, unlike other towns, was collected from secondary sources and different surveys. No personal interviews were possible because a different administration took office. However, for further information on the actions implemented, please visit: <http://municipalidadrincon.gob.ar/produccion-y-turismo/>

MAP 7. Georeference of the public offices and departments interviewed. Research by the National University of the Littoral – Ombudsman Office of the province of Santa Fe ⁶⁰



References

Local public offices interviewed (GSFA)

1. Sauce Viejo Employment Office
2. Santa Fe Social Economy Programme
3. Department of Social Development – Monte Vera
4. Department of Production – Santo Tome
5. Department of Finances – Recreo

National and provincial public offices interviewed

1. Provincial Associativism and Entrepreneurship Office
2. Provincial Office for Socio-productive Inclusion
3. Employment and Job Training Management Office
4. Reference Centre – Santa Fe – Ministry of Health and Social Development

Fuente: elaboración propia.

⁶⁰. Puede consultar el mapa interactivo en el siguiente link: <https://drive.google.com/open?id=11dJr3y3wHdw1d1qZDpEwnbN6ksHFA-V4g&usp=sharing>

The interviews structure was defined prioritizing the multidimensional analysis. Each interview was specifically prepared, trying to get details about the policies implemented by every department and their presence in the Gran Santa Fe Agglomerate. We summarized the interviews in three parts⁶¹:

1. General identification of policies associated to SSE development and promotion fostered by each department and implemented in the Gran Santa Fe Agglomerate.
2. Classification of every public policy implemented in the Gran Santa Fe Agglomerate with its beneficiaries, intervention territories and programme lines actually applied.
3. General information about the existence and/or use of mechanisms or follow-up tools, assessment and monitoring of the policies above mentioned.

Last, the methodology applied included a semi-structured personal interview based on the model previously prepared (Table 10).

This last section delved into the available lines, programmes, and projects in interviews with the agents responsible for the national and provincial policies to recover their vision and inquire about their priorities. There is a direct relationship between the number of public policies implemented and the size of the municipalities: the larger the municipality (in size, population, institutional structure, etc.), the larger their capacity to articulate, manage and implement national and provincial initiatives⁶².

It is worth examining each municipality or commune individually, trying to advance a diagnostic survey of the SSE policies management in the Gran Santa Fe Agglomerate. This report intends to inquire the local public agents' perceptions of the national and provincial lines and programmes and how they boost or prevent correct and efficient public management. The authors conducted different in-depth interviews with public agents linked to SSE policies implementation in Santa Fe, Santo Tome, Monte Vera, and Sauce Viejo.

The interviews focused on surveying and systematizing data and information on SSE national and provincial actions deployed by the local governments in the Gran Santa Fe Agglomerate. The information compiled and presented in sections above allowed listing the SSE initiatives implemented. Interviewees were given a guide. Each interview respected the municipalities' peculiarities, based on the surveys completed.

⁶¹. The Annex includes the interview models.

⁶². Except for Monte Vera, the less populated town, that has received and articulated a large number of policies. Maybe the explanation lies in the company recovered by their workers that is so important for the town.

TABLE 10. Social economy policies implemented in the AGSF durante in 2016 and 2017.

Government Level	Public Office	Public Policy	Locality					
			Santa Fe	Santo Tome	Recreo	Monte Vera	S.J. Rincon	Sauce Viejo
National	Ministry of Labour, Employment, and Social Security.	<i>Trabajo Auto-gestionado</i> (Self-managed Work) Programme	x			x		
		<i>Empleo Independiente</i> (Independent Employment) Programme	x	x	x			x
		<i>Jóvenes con Más y Mejor Trabajo</i> Programme	x	x	x	x	x	x
		<i>Inserción Laboral</i> (Labour Market Integration) Programme	x	x	x	x	x	x
		Promotion of Employment Equal Opportunities ⁶³	x	x	x	x	x	x
	Ministry of Social Development	<i>Manos a la Obra</i> Project	x			x		
		National Registry of Local Development and Social Economy Providers	x	x	x	x		x
		Family Workshops	x	x	x	x		
Provincial	Ministry of Social Development	Action Operative Plan for the Promotion of Social Economy		x		x		x
		<i>Plan Abre</i>	x	x				
		Good Practices Programme	x	x		x		x
		<i>Nueva Oportunidad</i> Programme	x	x				
	Ministry of Production	Support and Assistance Programme for sse Undertakings	x	x	x	x	x	
		Create an entrepreneurial community	x	x				
		Training and Strengthening Programme for Cooperatives and Associative Groups	x	x	x		x	x
		Law for the Protection and Support to Companies						
		Recovered by Their Workers Gross Income Tax Exemption for Work Cooperatives and	x			x		
		Recovered Companies	x	x	x	x	x	x

Source: compiled by authors from data and information from offices under the National Ministries of Production, Labour and Social Development, and the Ministry of Social Development and Production of the province of Santa Fe.

⁶³. *Promover* is a programme that assists unemployed workers older than 18 years of age with permanent residence in the country, looking for a job to start or update their training and occupational project, develop their work trajectories, and complete their formal education. It provides training and employment experiences for independent production activities and/or successful insertion in quality jobs.

Initially, the authors listed the provincial and national policies to inquire how much each agent knew about them. Then, to understand the internal and inter-government levels articulation and capacities, questions were about:

1. Involvement level of the different areas in the management of SSE policies;
2. Articulation with national and provincial departments;
3. Liaison with social organizations, cooperatives, businesses, and institutions. Another relevant dimension was the skills and capacities to produce information and the existence of follow-up and monitor the methodologies.

Inquiring about the economic and financial capacity of the different municipalities was also considered appropriate. Two indicators were relevant, the budget follow-up and the availability of own resources to foster SSE policies' advancement. Inquiries were also about the technical and administrative skills to address SSE agendas. Last, the interviewees were asked to explain how they value and consider SSE in the management of public policies. The following table lists the dimensions and indicators taken into consideration:

TABLE 11. Dimensions and indicators examined in the interviews with local public agents in the AGSF

Dimension	Indicators
Articulation capacity	<ol style="list-style-type: none"> 1. Inter-governmental liaison 2. Inter-governmental liaison (cross-sectoral approach) 3. Institutional liaising
Management capacities	<ol style="list-style-type: none"> 1. Access to information on public policies (local, provincial, national) 2. Monitoring and assessment of public policies
Economic and financial capacity	<ol style="list-style-type: none"> 1. Budget follow-up 2. Financial resources management
Technical and administrative capacity	<ol style="list-style-type: none"> 1. SSE areas and departments 2. SSE technical staff 3. SSE local programmes and actions

Source: compiled by authors

4.2.1 Results. Problem analysis

A guide was used for the interviews, covering the dimensions mentioned above. The interviews were semi-structured, personal and completed from August to November 2019. Results respond to the local agents' perceptions; therefore, they should not be taken as final but as an introduction to the municipal and communal government perspective. A further, more in-depth analysis should cover other areas or departments.

First, the responses will be displayed schematically, followed by the main lines the interviewees declared to have articulated. Finally, the results are analyzed, and the known problems are detailed. (See Table 11: Local public SSE agents' perceptions of SSE policies). This report addresses every dimension in general and then analyze certain specific features brought to light.

The interviews were based on the *institutional capacity* concept and addressed problems or problematic agendas. As Fabián Repetto stated (2004; page 10), to evaluate the institutional capacity, it is necessary to integrate two core angles: the administrative and the political. The latter refers to how public agents' relationships are weaved, among themselves, and with individuals or groups that build public agendas.

Rosas Huertas (2008: 130) when presenting the contributions made by Forss y Venson mentions

«five levels of institutional capacities: 1. the individual (micro); 2. the organization (meso); 3. the network of organizations; 4. the public governance; and 5. the norms, values and social practices (the last three levels make the macro)».

This report analysis operates around four dimensions of institutional capacity: articulation capacity, management capacity, economic, financial and technical capacity.

TABLE 12. Local public sse agents’ perceptions related to sse policies.

Indicator	Verified by		Municipality						
Capacities			Santa Fe	Santo Tome	Recreo	Monte Vera	Sauce Viejo	San Jose del Rincon	
Articulation	Intergovernmental liaisons	Knowledge of Public Policies	National	High	Medium	High	Medium	High	Low
			Provincial	High	Low	High	Low	Medium	High
		Liaison level	National	High	Medium	High	Medium	High	Low
			Provincial	Medium	Low	High	Medium	Medium	High
		Linked lines and programmes	National	Work – Employment – Access to financing – Commercialization – Training	Work – Access to jobs – Training and entrepreneurial competence	Work – Employment – Agriculture (producers and urban farmers) – Social assistance – Commercialization	Social assistance – Work and employment – Agriculture (fruit and vegetable producers and urban farmers)	Work – Employment – Access to financing	Training – Agriculture – Commercialization
			Provincial	Undertakings – Community development – Financing		Undertakings – Social assistance – Financing – Technical assistance – Financing	Community development – Work and Employment – Family agriculture	Undertakings and Social assistance – Financing – Technical assistance	Work – Access to employment – Commercialization – Social assistance
	Intragovernmental liaisons	Knowledge of local policies		High	Low	Low	Low	Low	–
		Internal liaising level		High	Low	Low	Low	Low	–
		Linked lines and programmes		Employment, territorial and community development, communication, entrepreneurship and trade, cooperativism and social economy	Employment and social action	Employment and social action	Employment and social action	Employment and social action	Employment, entrepreneurship and social action
	Institutional Liaising	Institutional liaising level		High	Medium	Medium	Medium	Medium	Medium
		Liaised public or private institutions		University – Foundations/ civil organizations – Groups of entrepreneurs and craftsmen – Groups of cooperatives – Development agencies – Education institutions – Schools of work – Industrial park	Santo Tome Shopping Centre – Groups of entrepreneurs and craftsmen – National University of the Littoral – Private companies (Bahco and Purina) – Sauce Viejo/ Santo Tome Industrial Park – Business and Employment Training Institute (IFEE)	Private companies (Seguros La Caja and Frigorífico Recreo) – Groups of entrepreneurs and craftsmen – Santa Fe Urban Farmers Cooperative	District soup kitchens – Family Action Centres – Childcare Centre – Groups of entrepreneurs and craftsmen – University – Institute of Farming Technology (INTA)	Private companies – Sauce Viejo/Santo Tome Industrial Park – University	–
Management	Access to information on Public Policies	Local	High. Digital interconnection systems in citizens' information areas and departments	Low. No internal system. Information is not shared fluently	Low. No internal system. Information is not shared fluently	Low. No internal system. Information is not shared fluently	Low. No internal system. Information is not shared fluently	–	
		Provincial	Difficult access to provincial information. No communication system, access to lines, and calls data	Difficult access to provincial information. No communication system and access to lines and calls data	Access to information through contacts in specific areas. No communication system, access to lines, and calls data	Difficult access to provincial information. No communication system and access to lines and calls data	Difficult access to provincial information. No communication system and access to lines and calls data	Access to information through contacts in specific areas. No communication system, access to lines, and calls data	

TABLE 12. (continued)

Indicator	Verified by		Santa Fe	Santo Tome	Recreo	Monte Vera	Sauce Viejo	San Jose del Rincon
Capacities								
(Management)	(Access to information on Public Policies)	National	Difficult access. Information in national areas with offices in the territory. Mainly through the Employment and Job Training Management Office, Ministry of Production and Labour	Difficult access. Information in national areas with offices in the territory. Mainly through the Employment and Job Training Management Office, Ministry of Production and Labour.	Difficult access. Information in national areas with offices in the territory. Mainly through the Employment and Job Training Management Office, Ministry of Production and Labour	Difficult access. Information in national areas with offices in the territory. Mainly through the Employment and Job Training Management Office, Ministry of Production and Labour	Difficult access. Information in national areas with offices in the territory. Mainly through the Employment and Job Training Management Office, Ministry of Production and Labour	–
	Public Policies' monitoring and assessment		Collection and systematization through the Statistics, Social, and Economic Research Programme (Department of Communications), 2017 Annual report, Santa Fe <i>Cómo Vamos</i>	It does not have. They insist on the need to conceive planning, assessment and follow-up strategies	No public policies' follow-up and assessment since they lack qualified staff	There is no methodology. There are programmatic lines linked to children and social assistance. No mention to assessment and follow-up mechanisms	There is no methodology. There are programmatic lines linked to employment, entrepreneurship and inclusion	–
Economic and financial	Budget follow-up		Not mentioned	Not mentioned	Not mentioned	Not mentioned	Not mentioned	Not mentioned
	Financial resources management		Difficulties in managing national and provincial funds. Sluggish bureaucracy. Long delays between projects submittal and their actual funding (6 months to one year)	Difficulties in managing national and provincial funds. Sluggish bureaucracy and unawareness of available funding. Do not have their own financial resources	Difficulties to manage national and provincial funds. Sluggish bureaucracy and unawareness of available funding. No own financial resources	Difficulties in managing national and provincial funds. Sluggish bureaucracy and unawareness of available funding. No own financial resources	Difficulties in managing national and provincial funds. Sluggish bureaucracy and unawareness of available funding. Do not have their own financial resources.	–
Technical and administrative	sse areas and departments		Social Economy Programme. Community initiatives and Work Cooperatives Programme	It does not have. Actions are linked to the Employment Office	Social Economy Area. (Linked to the Employment Office)	It does not have	Linked to the Employment Office 5 people. Need to increase the payroll 1 person exclusively dedicated to social economy	Social Economy Area, linked to the Department of Social and Production Development
	sse technical staff		Yes, it has. 10 people	It does not have	It does not have.	It does not have	Yes, it has. 1 people	Yes, it has
	sse local programmes and actions		Community initiatives and Work Cooperatives / Santa Fe Activa / 2015–2018 Social Economy Entrepreneurs Centre / National University of the Littoral Programmes and Projects	Outreach project with the National University of the Littoral Training for social entrepreneurs. Training and access to employment	<ul style="list-style-type: none"> • Labour inclusion – Street markets, linked to the National Ministry of Social Development • Search for public funding and microcredits • Business training • Manufacturing of bio-inputs for local fruit and vegetable growers 	<ul style="list-style-type: none"> • Labour inclusion • Entrepreneurs fairs • Training in trades and services 	<ul style="list-style-type: none"> • Linked to labour inclusion. • Entrepreneurship and Trades • Training and technical assistance • Microcredit consortium, with national linkage (CONAMI) 	<ul style="list-style-type: none"> • Linked to labour inclusion • Entrepreneurship and Trades • Training and technical assistance
Main action lines. An overview			Employment – Entrepreneurship – Social economy – Innovation Funding – Social and production inclusion	Employment – Socio-productive inclusion – Social undertakings	Access to employment Social and production inclusion Microcredit Business training	Children Gender Job Fruit and vegetable belt Poverty	Employment – Childhood – Young and Work – Microcredit – Funding – Training	Access to employment Social and production inclusion Microcredit Business training

- Articulation capacity

.....

This dimension aimed to inquire about the public relations fabrics weaved by local governments to manage SSE policies, that is, the political and social environment that frames the actions. The environment is also defined by the degree of knowledge local managers have about the myriad of existing action lines, programmes, and projects, the interaction with other local actors, and the integration of areas to address problems.

As to liaising with different government levels, the Gran Santa Fe Agglomerate has a distinctive feature: a strong disparity between the local management of the city of Santa Fe and that in other towns in the agglomerate. This feature replicates in subsequent analysis. There is a relative knowledge of the existing action lines with a trend towards articulation with national programmes. The primary liaisons at national level refer to: Employment and job training, social and community assistance, access to funds, mainly managed by the Employment Offices (Employment and Job Training Management Office (GECAL), under the Ministry of Labour, Employment, and Social Security). Liaising with provincial lines is not so intense, mostly with entrepreneurial capacity building and social assistance. Knowledge of provincial lines is limited.

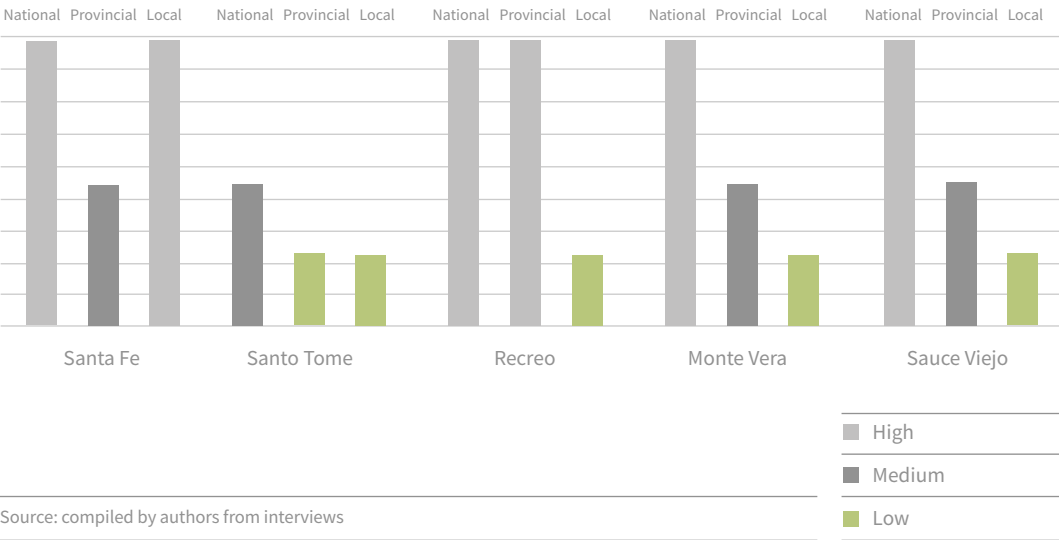
Local authorities' knowledge and articulation in their administrations show a negative trend, except in the city of Santa Fe. Santa Fe city possesses more knowledge and articulation of areas, action lines, and local programmes. The remaining municipalities in the agglomerate show little integration, mostly based on work training, work education, and social actions. A relevant aspect emerges the need to foster strategic planning strategies that may, on the one hand, acknowledge local governments' liaising capacities and, on the other, integrate into existing action lines, programmes, and policies in the higher levels of management. This will be discussed in later sections.

Local governments' links with other public or private institutions outside the government structure is preponderant in the capital city. Santa Fe local authorities interrelate with education and technological institutions, civil associations, community groups with sectoral representation (entrepreneurs, cooperatives, craftsmen, etc.), and private companies. The remaining municipal offices have limited and not frequent links with social economy processes specially with private companies⁶⁴ and groups of entrepreneurs and traders.

⁶⁴. Small towns local authorities get in touch with companies to sponsor certain actors of the social economy for training purposes. Companies are contacted by the Gran Santa Fe Agglomerate municipalities and communes to deliver workshops and courses on business management and accept trainees and apprentices.

It is important to go back to the initial arguments. They support that articulation capacities occur within a diversified strategy where each local space builds its own social agendas from a pragmatic perspective but without a clear connection goal. Consequently, they form alliances with a variety of actors with opposing interests. For example, strategies to address employment issues may be linked with big companies or conglomerates (industrial parks) or SSE organizations (work cooperatives). These «portfolio», to use a financial term, may bring other management problems that will be discussed later.

GRAPH 6. Knowledge and articulation degree with different government levels, based on interviews.



- Management capacities

While this section ponders previous arguments, it is interesting to observe local agents' capacities to access, programme, monitor, and assess the existing and diverse policies. The starting point relates to the communicational indicator, for the most part, access to information on existing policies (calls, offices, operating structures, etc.).

The city of Santa Fe has a digitalized interconnected system to access public information. However, the remaining municipalities in the agglomerate do not have any interconnected system, which leads to deficient and cumbersome internal information flows. Provincial and national offices agree as to their perceptions of information dissemination and access. Agents have pointed out they develop their own strategies without needing specific calls from

ministerial areas. The presence in the territory of, for instance, Employment Offices help attain some liaison⁶⁵.

As to economic and financial capacity, this report first intended to address how public agents manage their funds; however, they have not shared any information concerning the existence of budget follow-up procedures. The agents did mention, though, how difficult it is to get the funding that is available in theory: there are time gaps between funding requests and the actual availability of the funds, plus a sluggish bureaucracy and political parties' agreements, and power areas that cross administrations. The agents also stated that it is important to have some personal contact or tie with the person responsible for the provincial or national area that allocates the funds to access specific economic and financial resources.

- Technical and administrative capacity

.....

This last dimension was thought to inquire about the existence, within the administrative structure, of individuals or technical teams with SSE background or management capacities. Except in the city of Santa Fe, every municipality associates social economy with access to employment through training in trades and individual undertakings with some level of associativity provided by family ties. Institutionally and territorially, employment offices play a leading role and include an area or somebody responsible for establishing the link with the social economy. Only in Santa Fe, there is an organized structure that responds to the demands of the sector.

There are policies, programmes or projects directly linked to SSE promotion in all the territories being assessed, which is detailed in the table below.

It is worth making some technical considerations, rescuing some points made in other chapters. First, recovering the liaison between the State and social economy is worthwhile. As mentioned before, SSE can be seen from three different perspectives: as a frictional component that prioritizes social assistance to the marginalized; as a sectoral complement thought as a third sector before the State and the Market, with clearly defined goals and functions that cannot be addressed by the other two subsystems; or, as a policy for social transformation. Government actions will be based on the perspective taken by the public agents.

Second, SSE is a heterogeneous and diversified sector that can be defined by the shared characteristics of its trajectories: economic activities developed differently from the typical capitalist company that only seeks to maximize profits. SSE is formed by entities and organizations performing economic activities which main purpose is enabling social, material, and symbolic reproduction of the life of individuals or groups of people (for themselves and family ties or affinity relations), while, at the same time, contemplate organizational elements

⁶⁵ The Employment and Job Training Management Offices (GECAL) under the Ministry of Labour, Employment, and Social Security operate from territorial agencies. There is a Territorial Agency in the city of Santa Fe that serves the Gran Santa Fe Agglomerate and systematically liaises with municipalities and communes.

TABLE 13. Municipal SSE lines, programmes and projects

	Santa Fe	Santo Tome	Recreo	Monte Vera	Sauce Viejo	Rincón
SSE local programmes and actions	<ul style="list-style-type: none"> • Community Initiatives and Work Cooperatives Programme • Santa Fe <i>Activa</i> • Social Economy Entrepreneurs Centre • National University of the Littoral Programmes and Projects 	<ul style="list-style-type: none"> • Outreach Project with the National University of the Littoral • Training for social entrepreneurs • Training for employment access • Social entrepreneurs' street markets 	<ul style="list-style-type: none"> • Permanent street markets linked to the National Ministry of Social Development • Search for public funding and microcredits • Business training • Manufacturing of bio-inputs for local fruit and vegetable growers 	<ul style="list-style-type: none"> • Street markets for entrepreneurs and fruit and vegetable growers • Training in trades and services 	<ul style="list-style-type: none"> • Linked to labour inclusion. • Entrepreneurship and trades • Training and technical assistance. • Microcredit consortium, with national liaison (CONAMI) 	<ul style="list-style-type: none"> • Entrepreneurs' Street Market and <i>Emprende Joven</i> • Education and training in trades • Assessment and articulation with local producers • Sustainable fishing • Fruit and vegetable production: assessment review and access to financing

Source: compiled by authors from interviews

of associative and democratic self-management, and solidarity ties with their neighborhood or community (Pastore, 2010).

Third, when presented like this, SSE can fall within one of the following organizational forms:

1. Self-managed associative undertakings
2. Social companies
3. Recovered companies
4. Socioeconomic practices of popular movements
5. Traditional cooperatives and mutual organizations
6. Work cooperatives
7. Exchange networks (barter exchanges, collaborative street markets, etc.)
8. Popular markets (community, local, entrepreneurs' markets, etc.)
9. Socially responsible finances (microcredits, community banks, social currency, etc.)
10. Fair trade and responsible consumption networks
11. Civil society associations and organizations

It is evident that actions are linked to some of the trajectories mentioned above, even though their sense and location are not clear. There is a trend towards conceiving SSE as a frictional component. Therefore, there are not many policies thought explicitly in terms of transformation and consolidation. By the end of the interviews, the interviewees were asked about the main lines addressed by social economy. The following emerged:

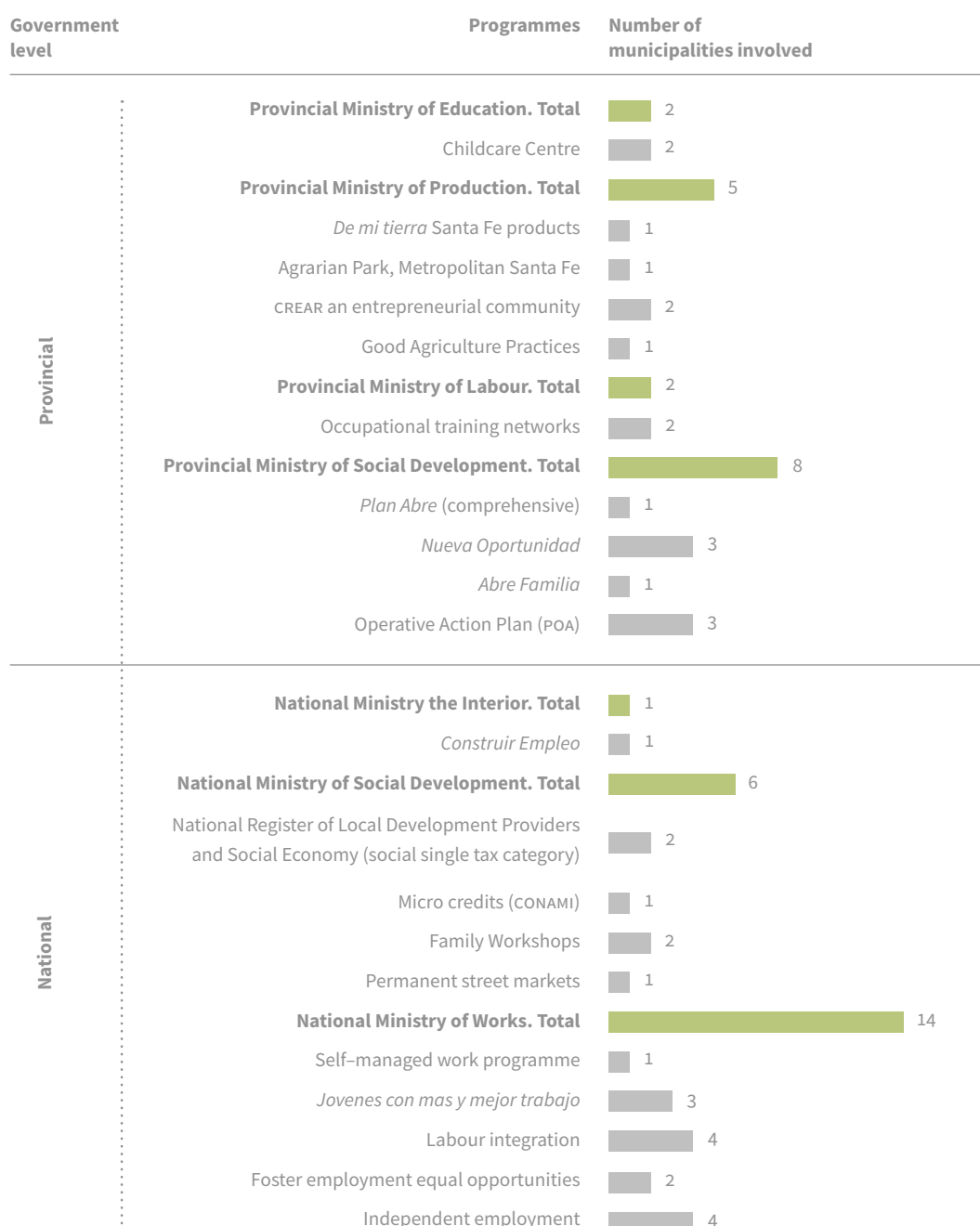
- Labour inclusion: access to employment, either under contract or self-employed, with no strong involvement in alternative forms of organization, association and/or self-managed.
- Promotion of entrepreneurship and training in trades, focusing on the traditional individual economic unit.
- Social assistance to vulnerable sectors of the population.
- Access to financing, mostly through microcredits, or subsidies to buy machinery and equipment.

These themes result from current public policies, especially from those fostered by the Ministry of Labour, Employment, and Social Security. A methodological arrangement of the lines and programmes the Gran Santa Fe Agglomerate has liaised with, shows the results included in Graph 7.

As mentioned before, articulations with the lines suggested⁶⁶ by the National Ministry of Labour are predominant. They are implemented through the Employment Offices, mostly through the Independent Employment Programme and the Labour integration Programme. The Independent Employment Programme fosters individual or family socio-productive undertakings. They receive business management training to help lay out a business plan that, once approved, gives access to a subsidy to buy inputs and materials. On the other hand, the Labour Integration Plan is intended to have private companies hire youth aged 18 to 24 who attend training on the world of work and carry out labour practices in private companies and government offices. The National Ministry of Social Development takes actions in the context of the *Creer y Crear* National Plan (formerly *Argentina Trabaja*), an action line aimed to consolidate the social economy. However, the city of Santa Fe has resorted to other action lines, mainly *Manos a la Obra* and *Talleres Familiares*.

⁶⁶. To delve into the implications of the policies listed in this graph, please refer to chapter 3.

GRAPH 7. Provincial and national policies with which the GSFA has liaised.
(2016–2019 PERIOD) (BASED ON INTERVIEWS).



Source: compiled by authors from interviews.

In the province, the POA Action Plan and the *Nueva Oportunidad* Programme from the Ministry of Social Development must be highlighted. POA plans have been thought of as social economy territorial strengthening strategies that can enable social inclusion and territorial development by fostering local capacities and available resources. These plans promote socially responsible and associative ties. Four out of six municipalities have said they know or liaise with these programmes. The *Nueva Oportunidad* aims at social containment and integration strategies targeting youth experiencing vulnerability. Santa Fe, Santo Tome, Sauce Viejo, and Recreo liaise with this programme. There are also some ties with the Provincial Ministry of Production. While the liaison is irregular, the Ministry's presence is evident in the support to small production units and fruit and vegetable growers.

As explained in other paragraphs⁶⁷, the Gran Santa Fe Agglomerate features behaviour dynamics typical of a *metropolitan area*. There is a central city, Santa Fe, and neighbouring towns and communes (Santo Tome, Monte Vera, Rincon, Recreo, and Sauce Viejo) that interact physically, economically, socially, environmentally, and culturally. However, there are no shared political and administrative instances⁶⁸. Therefore, the municipalities and communes that make up the Gran Santa Fe Agglomerate are self-governed and design articulations and ties with high government levels. Each local space has its own agenda, and social issues that are usually similar. The management mechanisms —resources, human or symbolic materials—, technical expertise, intra-government closeness are more robust in the city of Santa Fe, the capital of the province, and fade out as the municipalities get smaller in size.

4.3 Beneficiaries' perceptions

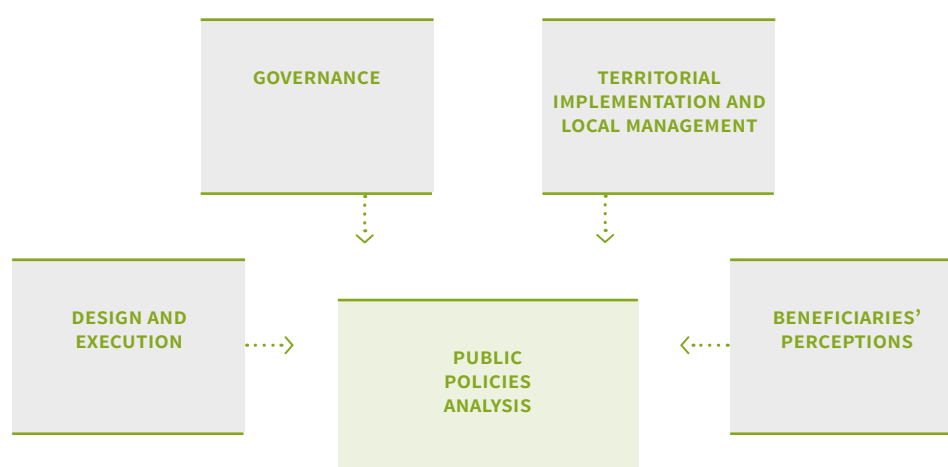
Addressing policies assessment, their implementation and execution mechanisms is complex. Existing action lines and programmes must be put on the same level, as well as their governance manners, integration into local spaces, and beneficiaries' perceptions:

⁶⁷. See Chapter 2: Gran Santa Fe Agglomerate, the territory under analysis. Social and economic characterization. (page 47)

⁶⁸. Santa Fe provincial Law 13532 established the Metropolitan Areas and the Metropolitan Coordination Authority. However, no administrative agreements have yet been signed.

The Provincial Ministry of Production encouraged the Santa Fe Metropolitan Agrarian Park along the 2017-2019 period. The park includes Recreo, Monte Vera, Arroyo Aguiar, San Jose del Rincon, and Arroyo Leyes.. It concentrates about 600 farms that grow vegetables, grain and rear cattle. The purpose was fostering vegetable farming in the Santa Fe north corridor. The administration drafted a bill declaring the Agrarian Park an area of interest for production.

FIGURE 4.



Public SSE interventions have many different characteristics, flow between social inclusion processes, community development, and production units sustainability. SSE is made up of a myriad of heterogeneous economic experiences; their assessment is difficult, by definition. To examine the potential link between public policies and their beneficiaries consistently, first, there is need to define a specific group of analysis. In Argentina, SSE emergence and promotion comes from the State and is based on work cooperativism, because it is thought to foster socio-productive inclusion and jobs recovery. The Gran Santa Fe Agglomerate municipalities, except the capital city, do not have a SSE-related experiences registry. It is therefore necessary to pay special attention to the city of Santa Fe.

To find and understand SSE beneficiaries' perceptions, the work cooperatives are the most pertinent referents. Work cooperatives are organizations closely linked to public policies; many have even emerged from these policies. Furthermore, they are based on SSE values and principles. They socially include people through employment, have a close relationship with neighbourhoods or communities experiencing vulnerability, and hybridize social actions with production while, at the same time, promote alternative work organization forms (associative and self-managed). Work cooperatives hybridize resources, economic activities, interact with the market, etc. This section is based on the interviews with members and referents of 18 work cooperatives in the city of Santa Fe. The paper «Contributions to work cooperativism analysis in Santa Fe» (Tealdo, 2019), produced by the National University of the Littoral SSE Programme collected the stories systematically. Priority is on those elements that enable understanding the stakeholders' perceptions: they are divided in four analysis dimensions: financing, training and technical assistance, employment and welfare, each linked to public policies.

First, a table details the SSE policies these stakeholders had access to in the 2016–2019 period. Then, the dimensions mentioned above are addressed⁶⁹.

TABLE 14. Public policies to which 18 work cooperatives from the city of Santa Fe had access.

Government level	Public Office	Public Policy
Nacional	Ministry of Production and Labour (former Ministry of Labour, Employment and Social Security)	Self-managed Work Programme <i>Jóvenes con Más y Mejor Trabajo</i> Programme Labour Market Integration Programme
	Ministry of Health and Social Development (formerly Social Development)	<i>Manos a la Obra</i> Project National Register of Local Development and Social Economy Providers Family Workshops
Provincial	Ministry of Social Development	Action Operative Plan for the Promotion of Social Economy <i>Plan Abre Familia</i> Citizenship Single Card (to buy food) <i>Nueva Oportunidad</i> Programme
	Ministry of Production	Support and Assistance for SEE Undertakings Non-refundable contributions Training and Strengthening for Cooperatives and Associative Groups Law 13286, Gross Income Tax Exemption for Work Cooperatives and Recovered Companies
	Ministry of Labour and Social Security	Occupational training networks Programme <i>Nueva Oportunidad</i> Programme
	Ministry of Education	Fund to address immediate needs (FANI).
Municipal	Department of Strategic Development and Resilience	Social Economy Programme Expressive Incubator Entrepreneurs' Club
	Department of Environment and Public Space	Community Initiatives and Work Cooperatives Programme
	Department of Social Development	Work Schools Office

Source: compiled by authors from statements made by work cooperative members.

⁶⁹. For an in-depth analysis, please refer to the paper mentioned above (Tealdo, 2019: 36)

Financing

Referents mentioned they have accessed mainly to the following national programmes:

- Self–managed Employment Programme
- *Manos a la Obra* Plan
- Labour Market Integration Programme
- *Jóvenes con más y mejor trabajo*

At provincial level, mainly:

- *Tarjeta Única de Ciudadanía* (Single Citizenship Card)
- Operative Action Plan (POA)
- Non–refundable contributions, Ministry of Production

National public initiatives enabled access to new equipment and extension and/or refurbishment of production and work environments. Also, to finance professional advisory services. The Santa Fe government initiatives intended to give access to inputs and materials, clothing, tools, food and goods. Financing was, in every case, granted through subsidies and non–refundable contributions. No subsidized credit facilities were identified.

Beneficiaries declared the access to financial resources enabled better product and service quality, more production, and lower manufacturing costs thanks to buying inputs and materials at scale. However, the following problems were pointed out:

- a. Insufficient funding;
- b. Delays from the funding request, its approval and actual payments. Formalities would take minimum six months before the national government and three in the province;
- c. Difficult access to information on available public policies;
- d. Lack of technical skills to complete all the forms.

Access to national funding was easier in the 2017–2018 period, because national agents from the Ministry of Social Development and of Employment and Social Security worked more closely with the beneficiaries.

Training and technical assistance

Beneficiaries stated that they could access provincial policies, for the most part. Namely:

- *Redes*
- *Nueva Oportunidad/Nexo Oportunidad*
- Consolidation of cooperatives and mutual organizations.

There are training municipal instances in the city of Santa Fe, *Incubadora Expresiva*, *Club de Emprendedores* and *Escuelas de Trabajo*. Training included labour practices and education in specific trades (ironwork, construction, etc); certain themes (business management, costing and commerce, regulatory framework), professional advice on investment projects, launching new products, redesigning production processes, accounting and tax reorganization, etc. The interviewees gave a positive qualification to the policies because they allowed integrating new

knowledge, and improved production and management. The professional advisory services enabled assessment reviews and facilitated the identification of internal strengths and weaknesses. The negative features outlined were:

- a. Training discontinuity: interventions were isolated, for up to two months, maximum, and only on specific topics;
- b. Difficulties to follow up and apply the capacities built;
- c. Difficulties to build trust and sustain it among associates and professional advisors;
- d. Impossibility to support the technical assistance due to its high cost.

Employment

The interviewees said they had participated in three public policies:

- *Iniciativas Comunitarias* Programme, Municipality of Santa Fe.
- *Abre Familia* Plan, Government of Santa Fe
- Fund to address immediate needs (FANI), Government of Santa Fe.

The negative comments were:

- a. Long payment terms, between 90 to 120 days;
- b. Inadequate work conditions: lack of safety and hygiene, work clothing, no Worker Compensation Insurance;
- c. Lack of employment continuity;
- d. Inadequate hiring conditions for work cooperatives; the successful service grantee carries all the responsibilities.

However, they highlighted that these public initiatives helped increase their income and the cooperative could handle part of their monthly expenses. At the same time, the organization capacity to include new workers expanded, unemployed individuals facing difficulties could enter into the world of work⁷⁰.

Welfare

It is important to delve into the notion of SSE initiatives plural sustainability. Every SSE experience aims to achieve production sustainability, improve households' wellbeing, development opportunities and quality of life. Therefore, it is necessary to examine the access to social security benefits, to public assets and to the exercise of citizens' rights.

Work cooperative members state they face considerable difficulties in having access to land, housing, utilities, health, and education. They develop different strategies to find a solution. Namely:

- Universal child allowance, National Government
- *PROGRESAR* Programme, National Government
- *Vuelvo a estudiar* Plan, province of Santa Fe.
- *Mi tierra, mi casa* Plan, province of Santa Fe.

⁷⁰. This is the main reason why cooperative organizations still exist despite their meagre bottom line: they continue to provide social containment and inclusion to the marginalized (youth without any training or work experience and people above 40 and unemployed)

- Municipal kindergartens, city of Santa Fe.
- Government of the Province of Santa Fe
- Universal allowance for seniors, National Government

Associative entities' members are unemployed workers; most of them without work experience or have only worked under contract, which results in unresolved issues. Public initiatives were thought for beneficiaries that do not exist in the territory, leading to lack of articulation between what was planned and what was developed.

TABLE 15. Positive (+) and negative (–) perceptions stated by work cooperative members about the different dimensions of public policies.

Dimensions	Lines	+ features	– features
Funding	<ul style="list-style-type: none"> • Access to inputs and raw materials • Purchase of equipment, tools and work materials. • Individual economic aids. • Training and technical assistance 	<ul style="list-style-type: none"> • Purchase of new equipment • Extension and/or refurbishment of production and work environments • Possible external professional advisory • Improved product and services quality • Lower manufacturing costs 	<ul style="list-style-type: none"> • Insufficient funding • Delays between the funding request, its approval and actual payments • Difficult access to information on public policies • Lack of technical skills to complete all the forms
Training and technical assistance	<ul style="list-style-type: none"> • Business management • Trades: ironwork, electricity, construction, etc. • Professional advice and assistance on specific topics (accounting, business, legal, and administrative) • Labour practices 	<ul style="list-style-type: none"> • Including new knowledges to the organization • Production and management improvement • Organizational and production assessment reviews • Identification of strengths and weaknesses 	<ul style="list-style-type: none"> • Inconstant training and advisory services • Difficulties to follow up and apply the capacities built • Difficulties in building trust among associates and professional advisors • High cost of professional services
Jobs	<ul style="list-style-type: none"> • Public spaces cleaning and maintenance • Low or mid complexity public works • Small repairs and reconstruction 	<ul style="list-style-type: none"> • Increased income • Improved capacity of the organization to include new workers 	<ul style="list-style-type: none"> • Long payment terms, minimum 90 days • Inadequate work conditions: lack of occupational safety and health measures, no Worker Compensation Insurance • Lack of employment continuity • Inadequate hiring conditions for work cooperatives
Welfare	<ul style="list-style-type: none"> • Social security benefits • Access to public goods and services • Exercise of citizens' rights 	<ul style="list-style-type: none"> • Simplification of formalities to have access to benefits, including the Universal Child Allowance, PROGRESAR, Universal Allowance for Seniors 	<ul style="list-style-type: none"> • Considerable difficulties in having access to land, housing, utilities, health, and education

Source: compiled by authors from information provided by work cooperative members.



**Document
synthesis**

Document Synthesis

This report aimed to assess the SSE policies and their implementation in local territories, examining their management and administrative mechanisms in depth. The analysis was at national, provincial, and local levels in the Gran Santa Fe Agglomerate municipalities.

THE FIRST CHAPTER gave an SSE conceptual framework from a Latin American perspective. It also introduced references and considerations relative to local governments' management and policies. Chapter 1 provided the report's theoretical framework.

THE SECOND CHAPTER described the province of Santa Fe, its socioeconomic dimension, and continued with the Gran Santa Fe Agglomerate. This chapter put in context the territory being studied and enabled understanding of the peculiarities of the policies implemented.

THE THIRD CHAPTER identified the existing public policies, programmes, and projects to consolidate and support SSE fostered by national and provincial administrations from 2016 to 2019. Special attention was paid to the Gran Santa Fe Agglomerate, highlighting the shared elements.

Last, **CHAPTER FOUR** detailed and described several SSE policies developed by the municipalities and communes that make up the Gran Santa Fe Agglomerate and the national and provincial interventions. The local, provincial, and national policies were analyzed from the local management perspective. The chapter also refers to the beneficiaries' perceptions, especially those of work cooperatives from the city of Santa Fe. It is important to highlight several policy management peculiarities and shared angles:

1. Many national and provincial policies' main purpose was promoting the adoption of instruments to create, strengthen, develop, and organize the production capacities of the most vulnerable groups of the population, fostering their social integration and fighting for a better income. Amazing coincidences were found in matters relative to decent jobs and equal opportunities but not in promotion models. Some interventions focus on organized, associative, self-managed, and community work, while others are based on logics linked to entrepreneurship and welfare benefits.
2. The main benefits granted by those public initiatives were technical advisory and assistance and training to organize and strengthen the production, commercial, organizational and institutional dimensions of SSE practices. Furthermore, many initiatives offered grants and loans for capital goods (equipment, machinery, etc.), working capital (inputs and raw materials), and infrastructure, including construction and/or remodeling of production, commercialization, or community spaces.
3. Articulations with the lines suggested by the National Ministry of Labour were predominant. They were implemented through the Employment Offices, through the Independent Employment Programme, and the Labour integration Programme for the most part. In the

province, the Action Plan POA and the Nueva Oportunidad Programme from the Ministry of Social Development were more preeminent.

4. The report identified local governments' difficulties in accessing and managing the policies surveyed: need to have expert staff to navigate the policies formalities, delays between demands and problem detection and actions execution, access to information on public policies, etc.

5. The SSE areas in the Gran Santa Fe Agglomerate are linked to the Employment Offices that articulate with the National and Provincial Ministries of Labour or of Social Development and, to a lesser extent, in government offices dedicated to production or economic development. However, there is some strengthening of SSE in the institutional structure, as seen in ordinances or Social Economy Areas.

6. Inter-institutional liaising spaces among local governments have been created in recent years (Metropolitan Areas and the Metropolitan Coordination Authority, the Microcredit Consortium). Experiences, knowledges and information are shared to build a broader vision of public policies in general and SSE in particular.

7. During the programmes formulation period, beneficiaries' opinions were taken into account and have greatly influenced the social transformation processes, including the Nueva Oportunidad, and the Consolidation of cooperatives and mutual organizations programme.

8. In some municipalities and communes, local agents have acknowledged the achievement of certain stability in the staff dedicated to social economy, which has been very important for capacity building and specialization in managing employment and welfare policies.

The local authorities are somehow interested in developing and fostering SSE. However, SSE does not have a strategic, systemic, and cross-sectional imprint, and therefore the proposal is not sound.

There is a range of dimensions that makes the social transformation scenario confusing and contradictory. It is therefore important to delve into situational assessments of SSE policies that include multi-scale angles: foster citizens' participation, cooperation among public authorities, institutional management capacity-building, networks of organizations and public offices (from the local to the national and vice versa), and the flexible association and horizontal cooperation in the territories. All in all may create initiatives to respond to common issues, under the idea of a new society, supported by mutual, socially responsible, and associative principles.

The last section makes recommendations that may support a Different Politics for a Different Economy.



Recommendations

Recommendations

This report has addressed two big analytical dimensions: the Social and Solidarity Economy (SSE) and the Management of Public Policies placing both dimensions in one single analytical level: their territorial integration in the Gran Santa Fe Agglomerate local governments. Besides offering an SSE conceptual framework, the report identifies the social economy–related policies, highlighting those carried out at national and provincial levels. This last section addresses the outcomes from a critical and proactive perspective. It is intended to give a comprehensive approach to the liaisons and offer suggestions or recommendations for action.

FIRST, the presence and deployment of a myriad of SSE programmes and projects; a large number of intervention lines that face formidable obstacles:

1. Overlapping of programmes and projects, intra government (ministries and departments) and inter levels (national and provincial policies addressing the same topics), with little articulation or liaising;
2. Implementation mechanisms disparities: some are firmly rooted in the territory and have a local focus. Others are more specific and thought for exclusive sectors (work cooperatives, for instance), and others focus on particular resources/inputs, not on the territory, looking to strengthen given capacities.
3. Substantial discrepancies on the politics that support the public policies, that is, how they are thought and will be applied in the territory where municipal agents are relevant.

Therefore, **IT IS SUGGESTED** to revisit how SSE policies are thought and managed, looking for a comprehensive, intersectoral, and cross–sectional approach (Hintze; 2010) between national, provincial, and local governments:

- 1°. Discuss the need to create institutional coordination and liaising spaces for the SSE stakeholders involved in the design and formulation of public policies. Find meeting and exchange spaces for local, provincial, and national agents. Examine the political debate on SSE policies, fostering the strengthening and development of organizations and SSE practices in the region. Set achievable goals on SSE inclusion in the local administrations' agendas.
- 2°. Address public policies from an intersectoral angle, agreeing on joint actions carried out by government agencies and/or offices. The problems intended to address are not univocal; they have multiple angles and cannot be solved by one single public sector level .
- 3°. Every public policy involves, to a larger or lesser degree, a territory intervention process. The territory is where actions from different government levels cross. It is necessary to understand the territory's complexity and foster interventions focusing on space-associated problems and interlink actions to avoid overlapping. This would improve coordination.

SECOND, some dynamics related to application or implementation models in the Gran Santa Fe Agglomerate were identified:

1. Local administrations define diversified intervention strategies and carry out resource hybridization processes to address community demands. SSE is not a development strategy in itself but a resource to address daily emergencies.
2. Interventions are closer to agendas/problems: access to employment, health, infrastructure, etc. The goal is to find alternatives: for instance, building a policies portfolio to address employment issues, including dissimilar and sometimes contradictory policies: entrepreneurship, social economy, education in trades, associativism, etc.
3. Socially accepted demands enable certain liaisons with government levels and with the stakeholders involved. Local administrations keep a proactive, promoting role.

Therefore, **IT IS SUGGESTED** that local administrations should consider the following in managing public policies:

- 1°. Provide public management mechanisms leading to organizational efficiency, resource use efficiency, and attainable outcomes definition. This would result in improved strategic planning processes for SSE policies managing.
- 2°. Foster participatory agendas from the local, involving place-based organizations and experiences at national, provincial, and local government levels. Suggest consistent programmes for associative, self-managed, and socially responsible institutions and organizations that work in the territory.

THIRD, the internal articulation of municipalities and communes is perceived as negative: little integration and liaising between local areas and offices. The local agents' capacity to access, programme, monitor, and evaluate the different existing public policies showed lack of synergy. Communication between provincial and national administrations and access to information on policies proved to be inefficient. The management complexity was also evident.

There is, however, certain degree of SSE institutionalization, even though SSE areas and offices are focused on job creation and social inclusion. This situation is seen at provincial and national levels. Efforts are made to strengthen SSE with policies for social and labour inclusion through self-managed jobs or private sector jobs under contract.

Therefore, **IT IS RECOMMENDED** to:

- 1°. Foster the development and application of more efficient communication mechanisms to provide local agents better access to information on the existing public policies. Considering the municipalities' approach to issues and problems, the information would have to combine the demands that require an SSE response.
- 2°. Improve SSE policies, projects and programmes' management capacities in every municipality and commune, by strengthening technical and administrative capacities to design SSE proposals, projects and programmes. The key role played by local authorities as SSE development promoters needs to be acknowledged.

FOURTH, based on a broader SSE perspective, it is important to highlight some factors:

1. Difficulties to agree on the meaning and implications of SSE, its organizations and experiences (recovered companies, associative undertakings, cooperatives, networks, socially responsible finances, etc.) and the issues and challenges faced by each sub-sector;
2. Numerous obstacles in building consensus and public agendas: SSE fabrics of stakeholders and interactions is complex, mobilizes a plurality of collective and individual public and private actors, which makes the adoption of participatory approach strategies quite challenging.
3. Public agents have a frictional vision of SSE, they integrate it with labour inclusion and social containment policies and not so much with social transformation. Therefore, public policies incidence does not very effectively impact on the beneficiaries' social and economic conditions. The SSE capacity to foster social transformation processes is not clearly identified.

Therefore, **IT IS SUGGESTED** to:

- 1°. Understand SSE principles and values, which are different from the current mainstream values. Every action and intervention should ponder household units over companies, work over capital, mutual assistance over competition, and associativism and solidarity over individualism.
- 2°. Acknowledge that, based on the SSE perspective in use (emergency response, third sector or transformation proposal), public policies will play certain roles and have certain outcomes. SSE forces to intervene and articulate the macro (general/national), mid (intermediate/provincial), and micro (local/individual) social, economic and not merely sectoral level. The State, the civil society and the market should be formally questioned if a socio-economic transformation is intended.
- 3°. Take a comprehensive approach of SSE, as part of the socio-economic provincial and municipal systems; integrate SSE to the production, city and province fabrics, in its interaction with other economic actors (MiPyMES, PyMES, street markets, unions, social organizations, public and private institutions, etc.)
- 4°. Identify members of the SSE universe at local level, acknowledging recovered companies, associative undertakings, cooperatives, trade and consumption networks, and street markets with their own issues and characteristics, considering their social, economic and cultural problems.

LAST, the Gran Santa Fe Agglomerate presents features linked to municipalities and communes geographical integration that need to be outlined:

1. SSE agents deploy their strategies in the Gran Santa Fe Agglomerate by taking part in commercialization spaces, searching training opportunities and access to funding, while local policies focus on the local territory, leading to distortions.
2. SSE experiences are linked to individuals or groups that use subsistence strategies, the most vulnerable sectors that are usually in the peripheries —urban farmers in Monte Vera or Recreo. Their production, distribution and consumption flows are inter-jurisdictional.
3. The Gran Santa Fe Agglomerate georeferences a significant trend towards unification; same social, economic, political, environmental, and mobility phenomena, all related to SSE, which fosters a broader look on the intervention territories and the role played by the administrations.

Municipalities and communes' administrations must have a metropolitan look; therefore, **IT**

IS RECOMMENDED:

- 1°.** To inspire local agents to change their approach vis-a-vis the role that municipalities and cities should play; they should increasingly become a centre of social, political, economic, and cultural development.
- 2°.** That the Gran Santa Fe Agglomerate municipalities and communes articulate common goals and targets to be more efficient in their resource allocation and more impartial in their management.
- 3°.** To foster inter-jurisdictional associative processes to start building consensus and agreements that may enable regional assessments, linking issues, sectors and public policies efficiently and integratively.



References

References

- **ACOSTA, M.C. & VERBEKE, G. (2016).** Economía Social histórica o Institucional – Cooperativismo. Documento de Clase 3; Trayectorias empíricas y políticas públicas. EGEES-UNQ.
- **AGUILAR VILLANUEVA, L. (1993).** «Estudio introductorio». En L. Aguilar Villanueva, *Problemas públicos y agenda de gobierno* (3ra. ed., págs. 15–72). Mexico: Miguel Angel Porrua.
- **ANDRENACCI, L. (2002).** «Algunas reflexiones en torno a la cuestión social y la asistencialización de la intervención social del Estado en la Argentina contemporánea». En L. Andrenacci, *Cuestión social y política social en el Gran Buenos Aires* (págs. 159–184). Buenos Aires: UNGS–Ediciones Al Margen.
- **AZERRAD, R.; TEALDO, J. & LOZECO, J. (2016).** «Marco conceptual de la ESS desde distintas perspectivas». En R. Azerrad & J. Tealdo, *Economía Social y Solidaria. Experiencias Prácticas en el territorio* (págs. 17–31). Santa Fe: Ediciones UNL.
- **BECKMANN, E. (2018).** «La promoción de la Economía Social y Solidaria como estrategia de política pública. Propuestas, actores y modos de relacionamiento en la provincia de Santa Fe (2011–2015)». Tesis de Maestría. Los Polvorines: Universidad Nacional de General Sarmiento.
- **BAGENETA, M. (2015).** *Del algodón a la soja. Territorio, actores y cooperativas en el Gran Chaco Argentino (1960–2010)*. Buenos Aires: Intercoop, 240 págs.
- **BONFATTI, A. (2012).** Plan Estratégico Provincial Santa Fe. Visión 2030. Ministerio de Gobierno y Reforma del Estado de la Provincia de Santa Fe. ISBN 978–987–23560–9–5
- **BORJA, J. (2003).** «Gobiernos locales, políticas públicas y participación ciudadana». *Revista Aportes para el Estado y la Administración Gubernamental*; extraído de: http://www.asociacionag.org.ar/pdfaportes/19/a19_03.pdf
- **CAMARA ARGENTINA DE COMERCIO (2016).** Informe Económico Provincia de Santa Fe.
- **CARDOZO, L. & BECKMANN, E. (2018).** Las políticas de promoción de la Economía Social y Solidaria en la Provincia de Santa Fe. Informe elaborado en el marco del Proyecto «Observatorio de las políticas de promoción de la Economía Social y Solidaria en Argentina (2017/2018)», Secretaría de Políticas Universitarias, Ministerio de Educación, Cultura, Ciencia y Tecnología de la Nación.
- **CARDOZO, L.; LOZECO, J.; SOTTO, O. & TEALDO, J. (2017).** «Las cooperativas de trabajo en la ciudad de Santa Fe, análisis de trayectorias e interacciones con las políticas públicas del sector». Ponencia presentada en el XI Jornadas Nacionales de Investigadores en Economías Regionales. Universidad Nacional de Entre Ríos. 2 y 3 de Noviembre.
- **CARDOZO, L.; SERAFINO, E.; SOTTO, O. & TEALDO, J. (2017).** «Mapeo de la economía social y solidaria en el municipio de Santa Fe (Argentina): creación de una base de datos actualizada de las diferentes experiencias». *Revista Cooperativismo y Desarrollo de la Universidad Cooperativa de Colombia*. 05–15. eISSN: 2382–4220; ISSN: 0120–7180. 110(25), doi: <http://dx.doi.org/10.16925/co.v25i110.1760>
- **CASELLA, M. (2016).** «El desafío de construcción de una política de promoción de la Economía Social y Solidaria. El caso del gobierno de la provincia de Santa Fe». *+E Revista De Extensión Universitaria*, 5(5), 142–149. <https://doi.org/10.14409/extension.v5i5.5154>
- **CASTEL, R. (2004).** *La metamorfosis de la cuestión social. Una crónica del asalariado*. Buenos Aires: Paidós.
- **CASTELAO CARUANA, M.E. (2013).** La Economía Social y Solidaria en las políticas públicas nacionales y su incidencia en el territorio (Tesis Doctoral). Buenos Aires; Universidad de Buenos Aires.
- **CASTELAO CARUANA, M.E. (2016).** «Las políticas públicas y su visión de la economía social y solidaria en Argentina». *Revista Mexicana de Ciencias Políticas y Sociales*, LXI(227), 349–378.
- **CORAGGIO, J.L. (2009).** Territorio y economías alternativas. Seminario Internacional «Planificación regional para Vivir Bien. Visiones, desafíos y propuestas». La Paz: Ministerio de Planificación para el Desarrollo.
- **CORAGGIO, J.L. (2013).** «Tres corrientes en la Economía Social y Solidaria». *Revista Temas. Cultura Ideología Sociedad*, N° 75, julio–septiembre de 2013, La Habana.
- **CORAGGIO, J.L. (2013).** «Las tres corrientes de pensamiento y acción dentro del campo de la Economía Social y Solidaria». *Revista Brasileira de Estudos Urbanos e Regionais*, 15(2), 11–24.
- **DEFOURNY, J. (1992).** «Orígenes, contextos y funciones de un tercer gran sector». En J. Monzón, & J. Defourny, *Economía Social, entre Economía Capitalista y Economía Pública*; págs. 79–104. Valencia: CIRIEC–España.
- **DEUX MARZI, M.V.; BECKMANN, E.; CARDOZO, L. (2019).** «Las políticas de promoción de la Economía Social y Solidaria en Santa Fe. Un mapeo de “lo existente” para imaginar “lo posible”». *Revista del Observatorio Social sobre Empresas Recuperadas y Autogestionadas*. Universidad Nacional de Buenos Aires. ISSN: 1852–2718.
- **GÓMEZ, N. (2011).** Segregación residencial en el Gran Santa Fe a comienzos del siglo XXI. Bitácora Urbano Territorial [en línea] (19 (Julio–Diciembre). Universidad Nacional de Colombia. ISSN electrónico 2027–145X. ISSN impreso 0124–7913. Disponible en https://revistas.unal.edu.co/index.php/bitacora/article/view/27978/html_46

- **GOMEZ, N., & VELÁZQUEZ, G. (2014).** Calidad de vida y crecimiento demográfico en el Gran Santa Fe. *Caderno de Geografía*, 24(2), 169–197. INDEC (2010). Instituto Nacional de Estadísticas y Censos. Recuperado el 25 de Junio de 2018, de <https://www.indec.gob.ar/bases-de-datos.asp?solapa=5>
- **GRANATO, L. (2015).** «Federalismo argentino y descentralización: sus implicancias para la formulación de políticas públicas». *Revista Prolegómenos Derechos y Valores*, 18, 36, 117–134. DOI: <http://dx.doi.org/10.18359/dere.937>
- **HINTZE, S. (2007).** *Políticas sociales argentinas en el cambio de siglo. Conjeturas sobre lo posible*. Buenos Aires: Espacio.
- **HINTZE, S. (2010).** *La política es un arma cargada de futuro: economía social y solidaria en Brasil y Venezuela*. 1a ed. Buenos Aires: Consejo Latinoamericano de Ciencias Sociales–CLACSO.
- **INSTITUTO NACIONAL DE ESTADÍSTICAS Y CENSOS (INDEC).** <https://www.indec.gob.ar/>
- **INSTITUTO PROVINCIAL DE ESTADÍSTICAS Y CENSOS (IPEC).** <http://www.estadisticasantafe.gob.ar/>
- **LOZECO, J. (2015).** «La integración institucional para el desarrollo de la Economía Social y Solidaria. La experiencia del Centro de Emprendedores de la Economía Social en Santa Fe, Argentina». *+E Revista de Extensión universitaria*, 174–181.
- **LOZECO, J. (2017).** Implicancias de la intervención social en Extensión: resignificando sentidos y prácticas académicas desde el Centro de Emprendedores de la Economía Social. III Congreso de Extensión Asociación de Universidades del Grupo Montevideo. I, págs. 727–742. Santa Fe: Universidad Nacional del Litoral.
- **MINISTERIO DE HACIENDA Y FINANZAS PÚBLICAS DE LA NACIÓN. (2017).** Santa Fe. Informes productivos provinciales. Año 2. N° 14 Ciudad Autónoma de Buenos Aires: Ministerio de Hacienda y Finanzas Públicas de la Nación. ISSN 2525–023X. Disponible en https://www.economia.gob.ar/peconomica/dnper/fichas_provinciales/SSPMicro-Informes_Productivos_Provinciales-Santa_Fe.pdf
- **MINISTERIO DE TRABAJO Y SEGURIDAD SOCIAL DE LA PROVINCIA DE SANTA FE (2018).** Informe estadístico N° 37: Composición y evolución del empleo registrado en Santa Fe. Disponible en [https://www.santafe.gob.ar/index.php/web/content/view/full/226569/\(subtema\)/156879](https://www.santafe.gob.ar/index.php/web/content/view/full/226569/(subtema)/156879)
- **MUNICIPALIDAD DE SANTA FE - BOLSA DE COMERCIO DE SANTA FE. (2017)** Santa Fe Cómo vamos 2016. Santa Fe. Año 5, N° 6. Santa Fe, República Argentina. ISSN 2347–0038
- **MUNICIPALIDAD DE SANTA FE - BOLSA DE COMERCIO DE SANTA FE. (2018)** Santa Fe Cómo vamos 2016. Santa Fe. Año 5, N° 7. Santa Fe, República Argentina. ISSN 2347–0046
- **MUNICIPALIDAD DE RECREO (2019).** Reporte de gestión interanual 2018/19.
- **PASTORE, R. (2008).** Diversidad de trayectorias, aproximación conceptual y pluralidad de proyectos de la Economía Social. Documento 54 del Centro de Estudios de Sociología del Trabajo. Universidad de Buenos Aires. ISSN 1666–4884
- **PASTORE, R. (2010).** «Un panorama del resurgimiento de la economía social y solidaria en la Argentina». *Revista de Ciencias Sociales*, 2(18).
- **REPETTO, F. (2004).** Capacidad estatal: requisito para el mejoramiento de la política social en América Latina, Serie de Documentos de Trabajo del INDES, Washington, Banco Interamericano de Desarrollo.
- **ROSAS HUERTA, A. (2008).** «Una ruta metodológica para evaluar la capacidad institucional». *Revista Política y Cultura*, (30), 119–134.
- **RUGGERI, A. (2014).** Informe del IV relevamiento de Empresas Recuperadas en la Argentina. 2014. Las empresas recuperadas en el período 2010–2013. Buenos Aires: Programa Facultad Abierta. UBA.
- **RUGGERI, A. (2018).** Datos preliminares del informe de situación de las empresas recuperadas por los trabajadores a fines de 2017. Buenos Aires: Programa Facultad Abierta. UBA. Disponible en <https://www.recuperadasdoc.com.ar/preliminar2017.pdf>
- **SUBIRATS, J.; KNOEPFEL, P.; LARRUE, C. & VARONE, F. (2008).** *Análisis y gestión de políticas públicas*. Barcelona, España: Ariel.
- **TEALDO, J. (2019).** «Aportes para el análisis de la situación del cooperativismo de trabajo en Santa Fe»; dirigido por Julio César Lozeco [et al.], 1a ed. Santa Fe. ISBN 978–987–86–2672–7.
- **VAZQUEZ, G. (2010).** La sostenibilidad de los emprendimientos asociativos de trabajadores autogestionados. Perspectivas y aportes conceptuales desde América Latina. (Tesis de Maestría). Maestría en Economía Social (MAES). Universidad Nacional de General Sarmiento, Instituto del Conurbano, Los Polvorines.
- **VELAZQUEZ, J.C. (2010).** «Cooperativas: utilización del Fondo de Educación y Capacitación Cooperativas». En *ERREPAR Doctrina Societaria y Concursal*, N° 277.



Annex

Annex.

Legislation

1. National legislation

National Laws

- No. 25865. Social single–tax category It includes the legal regime and tax laws amendments.
- No. 26117. Micro–Credit Promotion for Social Economy Development. It establishes micro–credit promotion and regulation.
- No. 26223, it amends the Simplified Regime for Small Taxpayers (it exempts and reduces taxes for single–tax category taxpayers registered in the National Registry of Social Economy Providers).
- No. 26355. Collective Trademark. It includes the definition, application requirements, enforcement authority, and use policy.

National Executive Decrees

- No. 420/1996. Creation of the National Institute of Cooperative and Mutual Action.
- No. 721/2000. It replaces the National Institute of Cooperative and Mutual Action by the National Institute of Associativism and Social Economy (INAES). Creation and organization of the new Institute.
- No. 189/2004. It creates the National Register of Local Development and Social Economy Providers.
- No. 304/2006. It incorporates Agua y Saneamientos Argentinos Sociedad Anónima (Argentine Water and Sewage Utility) under the Department of Public Works.
- No. 373/2006. It amends Art. 2, Decree No. 304/2006 on Agua y Saneamientos Argentinos Sociedad Anónima equity composition. Shares owned by the National State shall be non-transferable and its number shall not be reduced subsequent to any kind of social operation.
- No. 1305/2006. Implementation of National Law No. 26117, Micro–Credit Promotion for Social Economy Development.
- No. 763/2007. Implementation of Law No. 26221. Potable Water and Sewage.
- No. 505/2010, creation of the Social Economy Department under the National Ministry of Social Development.
- No. 2083/2011. Creation of the Social Responsibility Office.
- No. 304/2017. Continued monthly financial support for social plan and national employment beneficiaries that get access to a job under contract.

National Ministry of Social Development

Ministerial Resolutions

- No. 3182/2009. It establishes the Social Income with Employment Programme.
- No. 2476/2010. Adaptation of the National Plan for Local Development and Social Economy called Manos a la Obra (Time to Act).
- No. 3026/2009, INAES, dated September 26, 2009. It modifies the Work Cooperatives' Memorandum of Association. Applicable to cooperatives linked to any kind of economic activities planned by the National, Provincial and Municipal Executive.⁷¹
- No. 457/2016. Authorization and creation of the National Social Economy Plan, Creer y Crear (Believe and Create)
- No. 594/2017. It authorizes the new requirements and forms to submit local, provincial and organizational social economy projects, within the framework of the National Social Economy Plan Creer y Crear.

Resolutions from the Coordination and Institutional Monitoring Department

- No. 9303/2012. It establishes the Single Registry of Socially Responsible Organizations.
- No. 9862/2012. It establishes the Operational Rules of the Single Registry of Socially Responsible Organizations.

National Ministry of Labour, Employment and Social Security

Ministerial Resolutions

- No. 256/2003. Comprehensive Plan for Employment Promotion
- No. 203/2004. It establishes the Labour Market Integration Programme
- Resolution No. 194/2004. It implements the Trabajo Autogestionado (Self-managed Programme)
- No. 45/2006. It establishes the Labour Market Integration Programme
- No. 497/2008. It establishes the Jóvenes con Más y Mejor Trabajo Programme
- No. 1094/2009. It establishes the Programme to Foster Independent Employment and Local Production Fabrics
- No. 435/2013. It amends Ministerial Resolutions No. 502/2006 and 497/2008.

Department of Employment

- No. 194/2004. PTA implementation: Requirements, terms and forms.
- No. 783/2005. It amends the PTA Operational Rules requirement to receive the individual economic aid, Line I.
- No. 281/2006
- No. 552/2008

⁷¹ OIT. Vuotto, Mirta. *El cooperativismo de trabajo en la Argentina: contribuciones para el diálogo social*. Lima: OIT/ Programa Regional para la Promoción del Diálogo y la Cohesión Social en América Latina, 2011. page 71. Serie Documento de Trabajo, 217.

- No. 877/2010. Validation of the memorandum of agreement between the Textile Workers' Union of Argentina and Ostrilap Sociedad Anónima.
- No. 1134/2010. It establishes the Operational Rules for managing the Occupational Training Courses and the Formal Studies Certification.
- No. 1862/2011. It establishes the Operational Rules of the Independent Employment and Local Production Fabrics Programme and amends Resolution No. 764/11.
- No. 280/2012. It authorizes the PTA Operational Rules forms. It amends Ministerial resolutions No. 552/08, 877/10 and 1934/10.
- No. 483/2014. It amends Art. 1, Independent Employment and Local Production Fabrics Programme. Resolution of the Ministry of Labour, Employment and Social Security No. 1094/09.
- No. 2044/2014. It replaces the Annex of Department Resolution No. 1861/11.
- No. 62/2017. It replaces the wording of Annex I, Operational Rules, Self-managed Programme, authorized as Annex I, Resolution of the Employment Department No. 280/2012.

National Ministry of the Interior, Public Works and Housing

Ministerial Resolutions

- No. 122/2017. It establishes and implements the National Housing Plan, and voids several ministerial resolutions.

Public Works Department Resolutions.

- No. 1270/2008. It establishes and implements the Socio-community Integration Federal Programme, through cooperatives.
- No. 1030/2010. It establishes and implements the Housing Refurbishment Federal Programme Mejor Vivir II

2. Provincial Regulatory Framework And Legislation

Provincial Laws

- No. 12375. It established the Programme for the Promotion and Assistance of Social Production Undertakings, the relevant Promotion Fund, and the Entrepreneurs' Provincial Registry, under the Ministry of Production.
- No. 13286. A fiscal reform extends the term to pay the gross income tax to work cooperatives and recovered companies.
- No. 12932. Santa Fe adoption of National Law No. 26117, Single tax category promotion and regulation.
- Law for the Protection and Support to Companies Recovered by their Workers. Passed by the Santa Fe Legislature end of 2017.

Government of Santa Fe Official Decrees

- No. 2689/2012. Creation of the Associativism and Social Economy Provincial Council
- No. 2690/2012. It creates the Provincial System of Cooperative Stamps and Identification.
- No. 2940/2014. It authorizes the Memorandum of Agreement No. 1, Santa Fe Social Cabinet that creates the Plan Abre, the Comprehensive Neighbourhood Intervention Programme.
- No. 216/2015. It establishes the Department of Territorial Development and Social Economy, under the Ministry of Production.
- No. 306/2011. It delegates the capacity to grant non-refundable contributions to the Ministry of Production.
- No. 3059/2012. It establishes the Registry of Goods and Services offered by Work Cooperatives under the Ministry of Social Development so that different jurisdictions, decentralized offices and State companies may procure those goods and services, as set forth by Law No. 12375.
- No. 3907/2016. It establishes the Support and Assistance Programme for Social and Solidarity Economy and Family Agriculture Undertakings, under the Ministry of Production.
- No. 1246/2017. It appoints the Ministry of Social Development as coordinator of the Social Cabinet, under the Plan Abre.
- No. 1821/2017. It establishes the Nexo 2.0 Programme, that would have two action lines. A. Nexo Empleo 2.0 and B. Nexo Oportunidad, ratifying Resolution No. 404/12, Ministry of Labour and Social Security and appoints the Ministry as enforcement authority.
- No. 2282/2017. It establishes the programme «AcercaRSE», a Social Companies Accelerator, under the Ministry of Social Development and voids Provincial Decree No. 4271/14.
- No. 1823/2017. It establishes the Emprende Joven Programme to develop and strengthen private youth production initiatives.

Ministry of Production of the province of Santa Fe

Ministerial Resolutions

- No. 299/16. It allocates budget funds to the Santa Fe Training and Capacity Building Programme for Cooperatives and Associative Groups (training and technical assistance).
- No. 1082/16. It allocates budget funds to the Santa Fe Training and Capacity Building Programme for Cooperatives and Associative Groups (training and technical assistance).

This paper results from a Cooperation Agreement entered into between the Santa Fe Ombudsman Office and the National University of the Littoral. It focuses on monitoring the Solidarity and Social Economy Public Policies (ESS) implemented from 2016 to 2019 nationally, provincially and in the towns included in the Gran Santa Fe Agglomerate (AGSF), from a human rights perspective. This is a first contribution to assess, follow-up and analyze the impact of public policies that focus on ESS development, promotion and strengthening.

It is based on an SSE theoretical framework and its different perspectives (with emphasis on a Latin American vision) and delves into the implications of the framework above mentioned in the AGSF public management. The paper continues by acknowledging national and provincial public policies aimed to strengthen and consolidate SEE and assesses their territorial reach in the AGSF. Last, a summary of beneficiaries' perceptions from work cooperatives from the city of Santa Fe. The report ends with recommendations for public management and paves the way to continue studying the interaction between social economy, public management, and community wellbeing.

