



# Youth and Multidimensional Inequality:

the case of Argentina 2004-2014 in the Latin American context \*

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## Abstract

The main objective of this paper is to make a first exploration of inequalities experienced by youth within them and between other age groups, from a multidimensional perspective. Taking the case of Argentina for the period 2004-2014, the following topics are explored individually: employment, wages, education, access and use of new information technologies, health and time use.

The results show that significant achievements have been made in several indicators, as well as the availability of new sources of information. There are still certain heterogeneities that require further progress in the adoption of specific policies aimed at improving the intergenerational welfare.

**Key words:** youth, teens, inequality, public policy, inclusion, education, time use

**JEL Classification:** D31, I38, J16

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## **I. Introduction**

Human development perspective point out that higher incomes do not guarantee success in other dimensions of welfare, such as health, education, housing and decent employment, to name some examples. As well as economic dimensions, others overlap like gender issues, territory, ethnicity, among others.

In the last decade, Argentina has implemented a set of policies for social protection, understood it in a broad sense, which aimed at improving different aspects of welfare: decent employment, income, health, education, digital inclusion, access to housing. These policies were (or are) directed to specific age segments, particularly vulnerable children, youth and the elderly.

The aim of this working paper is to make a first exploration of the inequalities experienced by young people in different dimensions and if it is the case, noting the intervention of public policy to reduce this inequality. I focus on youth since it is a population group that presents opportunities and challenges for public policies aimed at improving the intergenerational welfare.

The working paper is organized as follows. In section II it is presented the problem of inequalities in youth and also a brief overview of the many public policies implemented in Latin America (with emphasis on Argentina) aimed at this age group, which are focused primarily in educational completion and job placement. In section III methodology is presented as well as the different sources of information to explore the dimensions of the analysis. In Section IV, for the Argentine case, I explored the following dimensions related to youth inequalities: employment, wages, education, access and use of new technologies, health and time use. As long as the information is available, the analysis will compare the evolution in 2004-2014. Finally, in section V a series of reflections and conclusions are outlined.

## **II. Multidimensional inequality, youth and need for specific policies**

According to ILO (2013) in Latin America and the Caribbean there are some 108 million young people between 15 and 24 years, of which more than a half are part of a labor market that is not providing them with sufficient opportunities for decent work, despite being more educated, have better use of new technologies and a greater adaptability compared to previous generations. While in the period 2005-2011, unemployment of young people 15-24 years was reduced in the region from 16.4 % to 13.9 %, this rate is three times the one of adults.

Existing inequalities are manifested not only in relation to adults, but also within the youth themselves. On one hand, by cultural patterns, young women are occupied more than men with unpaid work (within the household) in the same age group, thus limiting their employment participation and perpetuate gender inequality. On the other hand, there are also inequalities in the income level of households to which young people belong to: while Latin American young who belongs to the poorest quintile, unemployment is 25.5 % in the richest quintile is the 8.5%.

It follows from the former that the place a youth occupy in society will not only rely on their own choices, effort or random factors as "luck", but rather to a structure of opportunity that often generates within the family, circle of contacts, place of birth, place of residence , ethnicity and gender, to mention some significant structural determinants.

Unequal opportunities facing young people between other groups, and also within the same group, turns into other inequalities of outcomes: in a survey of Latin American perceptions, 74% of respondents believe that the opportunities are not distributed fairly, and in turn 64 % believe that poverty is the result of factors different to the effort or talent. In turn, 73 % of Latin American respondents said reducing disparities between rich and poor is a State responsibility (Gaviria, 2006).

Accordingly, it is noted that in society exists some preference for equity, understood in the sense of Sen (1992) as a factor equal, being generally equal opportunities preferred to results; and that citizens express their social preferences for state intervention when the market is not capable of generating equal opportunities (World Bank, 2008).

In terms of public policy, it have been verified in several Latin America countries various interventions through programs aimed exclusively at young people and others focused on broader populations of which young people are also part (ILO, 2008 and 2010) . These policies are designed in some cases to encourage the completion of educational training and in others job placement, either through professional courses, support in finding employment, internships or support entrepreneurial attitudes. In several cases, these axes are combined, together with some type of money transfer that gives economic security to low-income sectors<sup>1</sup> (Veza and Bertranou, 2011) (Table 1).

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<sup>1</sup> Some programs also articulated several actors, which is a sign of a concern that goes beyond merely government: international agencies, public sector / government, private sector and even NGOs. For the NEO program, for example, it was launched at the Sixth Summit of the Americas, with support from the Multilateral Investment Fund (FOMIN), a member of the Inter -American Development Bank Group (IDB), the International Youth Foundation and some private companies employing young people as Walmart, Caterpillar, Microsoft, CEMEX and Arcos Dorados. It seeks to improve educational quality and employability of the poor and vulnerable youth in Latin America and the Caribbean, and they are present in several countries.

**Table 1**

**Programs for youth in Latin America**

<b>Country</b>	<b>Year</b>	<b>Program</b>	<b>Age</b>
<b>Argentina</b>	2008	Jóvenes con Más y Mejor Trabajo	18 - 24
	2014	PROGRESAR	18 - 25
<b>Bolivia</b>	2012	Mi Primer Empleo Digno	18 - 24
	2015	Mejora de la empleabilidad e ingresos laborales de los jóvenes	17 - 35
<b>Brasil</b>	2003	Programa Nacional de Estímulo al Primer Empleo (PNPE)	16 - 24
	2005	Programa Nacional de Inclusión de Jóvenes (PRO JOVEN)	18 - 24
	2011	Programa Nacional para el Acceso a la Educación Técnica y Empleo (PRONATEC)	16 - 24
<b>Chile</b>	2008	Jóvenes Bicentenario	18 - 29
	2011	Bonificación a la Contratación Jóvenes Chile Solidario	19 - 29
<b>Colombia</b>	2003	Jóvenes en Acción	18 - 25
	2003	Jóvenes Rurales	18 - 28
	2013	Plan de empleo Juvenil	s/d
<b>Costa Rica</b>	2002	Alternativas Juveniles	s/d
	2006	Avancemos	s/d
	2011	Plan de Empleo Juvenil 2011-2013	s/d
<b>Ecuador</b>	2003	Jóvenes Productivos	18 - 29
<b>El Salvador</b>	2013	Soluciones de Empleo Juvenil (YES)	16 - 30
<b>Guatemala</b>	2013	Programa Jóvenes Protagonistas	12 - 24
<b>Honduras</b>	1999	Proyecto Bono Juvenil	13 - 24
	2004	ProEmpleo, promoción al empleo	18 - 29
	2006	Mi Primer Empleo	15 - 19
<b>Mexico</b>	2003	Jóvenes con Oportunidades	< 22
	2008	Becate	16 - 30
<b>Nicaragua</b>	2012	Programa nacional de empleo juvenil	15 y 25
<b>Panama</b>	2012	Nuevas Oportunidades de Empleo para Jóvenes (NEO)	16 - 29
	2014	PRO JOVEN	s/d
<b>Paraguay</b>	2012	Nuevas Oportunidades de Empleo para Jóvenes en Paraguay (NEO)	16 - 29
<b>Peru</b>	2013	Jóvenes a la Obra	14 - 26
<b>Dominican Rep.</b>	2009	Juventud y Empleo	s/d
<b>Uruguay</b>	2006	Projovent	15 - 29
	2011	Programa Compromiso Educativo	s/d
	2012	Yo estudio y trabajo	s/d
<b>Venezuela</b>	2005	Programa Nacional de Aprendizaje	14 - 17

Source: prepared based on specific country sources

In the case of Argentina, the more important interventions in the period include the Programa Jóvenes con más y Mejor trabajo (Youth Programme more and better jobs), implemented in 2008, and subsequently the PROG.R.ES.AR<sup>2</sup> program implemented in 2014.

The first aimed to create opportunities for social and professional inclusion of young people between 18 and 24 years old who were unemployed or with incomplete studies, through integrated actions that would allow completion of compulsory schooling and the construction of a professional profile experience through training and qualifying practices in the workplace or by initiating a productive activity independently.

In 2008 the program had 16009 beneficiaries in 2011 and peaked at 261126, being its greatest impact on education completion. During the period of this program, the emergence of Argentina Trabaja program and the Universal Child Allowance (2009)<sup>3</sup> provoke many transfers between programs and its coverage decreased (Investment Account , 2013 ).

Still, in 2013, the program covered about 137433 young people, it was executed in 342 municipalities, through the employment offices of 23 provinces and the Autonomous City of Buenos Aires. Among young people covered, 50.7 % were women, 77.2 % reported not having work experience, while, among those, who do possess, 57.9 % were employed in low-skilled activities (Investment Account, 2013).

In January 2014, it was implemented nationally the PROG.R.ES.AR program which also aimed at promoting educational completion and improve employability. On one hand, this program allows young people to start, continue or complete their primary, secondary, tertiary or university studies in public institutions, and to take courses officially accredited by the Ministries of Labor and Education. On the other hand, it provides assistance for job placement through the Ministry of Labour and brings an innovation compared to the previous program as it contemplates that the Ministry of Social Development program, within the framework of its competence, takes actions for the benefit of who have children in charge, so they have spaces or places for their care during their training.

The program also gives a universal economic benefit initially of \$ 600 per month to young people aged 18 to 24 unemployed or working formally or informally, and receive an income below the Minimum Wage, or if the household has the same conditions. From March 2015 this benefit was raised to \$ 900 (around USD 65 and 90 according to the evolution of the exchange rate in the period) and also began to include young people under 24 years who were studding and whose families earn less than three minimum wages, instead of one.

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<sup>2</sup> Program of Support to Argentinian Students (Decree 84/2014 )

<sup>3</sup>An analysis of the " Universal Child Allowance" program from a human rights approach can be find at Calero (2013)

Similar to what happens with the AUH, the total amount of the benefit is paid 80% from enrollment and 20% is held every month, payable upon presentation of certificates of health and education: in the months of March, July and November of each year the beneficiaries must submit a certificate stating that continuing to study and an annual health control is established by the Ministry of Health.

In early April 2014, three months after its implementation, around 861280 young people signed up to PROG.R.ES.AR, a rather higher figure than that recorded the *Jóvenes con más y mejor Trabajo* program during its term. About a 45% of the applications received were to finish high school, 26% for university studies; 24% tertiary education and crafts, and only 5 % requested finish primary school. The participation of women in program PROG.R.ES.AR exceeds the *Jóvenes con más y mejor Trabajo* program: 59% vs. 50 % in the previous program. As for age range, 81% of all settlements belong to students between 19 and 22 years. Finally , in regional terms , the provinces with more flow of young listed are Buenos Aires (200220), Salta (42119), Santa Fe (39672), Córdoba (39615) and Tucuman (36972) (according ANSES data, 2014) .

As for the effect of these policies towards equal opportunities, it can be said that measurement is not a simple thing, given the subjectivity of the concept, the difficulty to grasp through statistics and their availability. Therefore studies on the impact on the reduction of inequality often focus on outcome variables, especially in the dimension of incomes, for its easier measurement<sup>4</sup> (Gasparini, Cicowiez and Sosa Escudero, 2013).

Notwithstanding this, in recent years, not only the debate on the multidimensionality of inequality has revived, but there is also a progress in welfare economics, including the construction of indicators<sup>5</sup>, and in attracting some other dimensions beyond the merely monetary, such as digital literacy, health and time management, among others. Some statistical offices are taking certain international recommendations and thus may have some additional information that can shed light on these issues and improve the design and evaluation of policies to improve equity.

In the next section the methodology will be developed for a first approach to the study of inequality of youth in Argentina from a multidimensional framework.

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<sup>4</sup> Traditional measurements are made through Gini (1921), Lorenz curves (1905) and later Theil indices (1967.1972) that enable decomposition between and within groups.

<sup>5</sup> Kolm (1976) conducted a pioneering study of multidimensional inequality where his main contribution was to provide a series of multivariate generalizations of the principle of Pigou -Dalton transfers. Later, on the same line, Atkinson and Bourguignon (1982) developed the dominance test to determine the conditions under which a multivariate distribution is more unequal than other (Lugo, 2007). Maasoumi index ( 1986.1999 ), the Tsui ( 1995.1999 , 2009) and Bourguignon (1999 ) can quote within the further development of multidimensional indicators to measure with different methodologies, the differences in access that people have to a number of basic goods and services, in addition to income.

### III. Methodology: data and variables

In the study of inequality for the period 2004-2014 in Argentina, from a multidimensional framework, an independent analysis by attribute will be made.

First, we define age categories: we consider "young" to the people between 16 and 24 years old<sup>6</sup>. For comparative purposes, the main reference group is "adults", we mean those people within the age range of 25-64 years old, that are capable to work. We name "older adults" to people from 65 and older.

Second, the attributes to consider, limited by the availability of statistical information, will be:

- *Labor market*: main indicators of employment and job quality are analyzed, in addition to wages for young people in relation to adults.
- *Education*: school dropouts and unequal access to technology will be examined by socio demographic attributes of young and their household.
- *Health*: access to health services and knowledge about contraceptive methods, will be explored depending on age and socioeconomic attributes.
- *Use of time*: we will inquire in differences by age and sex, considering that major inequalities between men and women not necessarily manifest in the productive sphere, but in the reproductive, i.e. in the hours women spend working at their own homes, with no payment.

The following sources of information will be used:

- *Permanent Household Survey (EPH - Encuesta Permanente de Hogares)* for 2004 and 2014, considering the second quarter of each year<sup>7</sup>. EPH has been conducted in urban areas and since 2003 has a continuous mode. That is, the sample is distributed throughout the period for which information is provided (the quarter) and the survey is developed throughout the year. From the third quarter of 2006, with increasing sample size of clusters with fewer than 500,000 inhabitants and the incorporation of the three clusters that had been relieved in the punctual mode (in the month of May and October), the EPH reached a total of 31 urban clusters<sup>8</sup>.

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<sup>6</sup> United Nations considers young people to those between 15 and 24 years. However, in Argentina, in 2008 the minimum age for admission to employment was raised at 16 years of age, instead of at 14, by the Law on Prohibition of Child Labor and Protection of Working Adolescents (Law No. 26,939). Therefore, 16 years old will be taken as a lower limit.

<sup>7</sup> Latest information available at the time of writing this working document.

<sup>8</sup> This clusters are: Gran Buenos Aires, Gran La Plata, Bahía Blanca-Cerri, Mar del Plata-Batán, Gran Catamarca, Gran Córdoba, Río Cuarto, Corrientes, Gran Resistencia, Comodoro Rivadavia-Rada Tilly, Gran Paraná, Concordia, Formosa, Jujuy-Palpalá, Santa Rosa-Toay, La Rioja, Gran Mendoza, Posadas, Neuquén-Plottier, Salta, Gran San Juan, San Luis-El Chorrillo, Río Gallegos, Gran Rosario, Gran Santa Fe, Santiago del Estero-La Banda, Ushuaia-Río Grande and Gran Tucumán-Tafí Viejo. Since third quarter of 2006 San Nicolás-Villa Constitución, Viedma-Carmen de Patagones and Rawson-Trelew were added to EPH.

## *Youth and Multidimensional Inequality*

- *Annual Survey of Urban Households (EAHU - Encuesta Anual de Hogares Urbanos)*. Is an operation that takes place during the third quarter of each year since 2010, and its thematic areas of inquiry are the same than EPH, in its mode since 2003. However, EAHU is more extensive in the population coverage because, in addition to the 31 urban areas surveyed by EPH, joins to the sample particular households belonging to locations of more than 2,000 inhabitants.

- *National Survey on Sexual and Reproductive Health (ENSSyR - Encuesta Nacional sobre Salud Sexual y Reproductiva)*. It is the first national study on the subject and was held in the framework of an agreement between the National Institute of Statistics and Census (INDEC), the Ministry of Health of the Nation and the Provincial Directorate of Statistics. The survey relieved information between May and June 2013 on sexual and reproductive health of men 14-59 years and women of 14-49 years in urban centers of 2000 or more inhabitants.

- *National Survey on Access and use of information and communications technology (ENTIC - Encuesta Nacional sobre Acceso y Uso de Tecnologías de la Información y la Comunicación)*. It is the first survey in Argentina that allows to count with information from the perspective of the uses that households and individuals are doing of technology. It was relieved at households and persons from 10 years and over, interviewed for the EAHU during the third quarter of 2011, which extends to the total urban population who lives in households belonging to towns of 2,000 or more inhabitants.

- *Survey on unpaid work and time use (Encuesta sobre Trabajo No Remunerado y Uso del Tiempo)*. It was implemented by the INDEC as an EAHU module during the third quarter of 2013. The data refer to 26435009 people from 18 and older who lives in households belonging to towns of 2,000 or more inhabitants.

In this survey the difference between " Unpaid domestic work " and " Volunteer work " is that in the former case the activities are performed to provide services for own final use in the household, while in the second case they are activities made freely for the benefit of persons outside the household<sup>9</sup>. In both cases the activities are unpaid. In the first case it is measured in hours worked in the day before the interview, while the volunteer time is measured in hours worked during the week preceding the interview. The collection method is list of activities.

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<sup>9</sup> Unpaid domestic work includes housework (cleaning house, cleaning and clothing repair , preparation of food and cooking, household shopping , repair and maintenance of household goods ) and activities of child care, and caring of sick or elderly household members. It also includes activities of school support school and / or learning to household members. Volunteering covers both activities undertaken in the framework of organizations such as those made directly to others.

#### IV. Exploring some dimensions of inequality

The results of inequality exploration in a multidimensional framework for young Argentines in the period 2004-2014 are presented below, through analysis of previously explicit attributes (labor market and income, education, health, and use of time). In some cases, inequality in young is analyzed between other ages, and in some other, within the youth themselves (by gender, age, income, etc).

##### ***- Inequality in the labor market: unemployment, job insecurity and low wages***

According to Latin America trends, in Argentina, young people between 16 and 24 years have higher unemployment rates than the group between 25-64 years, both at 2004 as in 2014, according to data from the EPH INDEC (Table 2).

In the considered period, the reduction of unemployment was higher for the young compared with adults; this is mainly explained by the fall in the rate of activity for youth, in a context where the employment rate grew for adults. At the same time, the rate of youth employment fell, although in absolute terms the use in this age segment grew 4.6 %, from 1.3 million in 2004 to 1.4 million in 2014.

In this context, the drop in the participation rate of young people in the period could be explained, in part, by the improvement in the employment for adults, considering that many young people are inserted into the labor market as an additional worker to supplement household income in context of crisis<sup>10</sup>.

As for the quality of employment, the proportion of young employees with unstable employment<sup>11</sup> was reduced even more than adults and significant reductions were also observed in the rate of underemployment and overemployment. However, it is observed that for young people who are employed, the labor market is still, on average, more precarious than for adults. This is manifested in higher underemployment rates and unstable employment for young than for adults (Table 2).

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<sup>10</sup> Hypothesis that demands further exploration, even if *a priori* it cannot be ruled out.

<sup>11</sup> It is considered as unstable employment the one that has an ending date: includes temporary work or substitutions. Meanwhile, it excludes permanente, fixed, stable and staff work.

**Table 2**  
**Major labor and decent work deficit indicators**  
**By age groups, second quarter 2004 and 2014**

Indicador	II.04		II.14		Var. II.04 / II.14	
	18 a 24	25 a 64	18 a 24	25 a 64	18 a 24	25 a 64
	Percentage (%)				Percentage Points	
Activity rate	52,2	77,9	41,7	76,6	-10,5	-1,2
Employment rate	36,1	69,3	33,8	72,3	-2,3	3,0
Unemployment rate	30,8	11,0	18,9	5,6	-11,9	-5,3
Underemployment rate	15,6	14,9	11,3	9,0	-4,3	-6,0
More than 48 hs working week	21,8	27,1	16,1	19,9	-5,8	-7,2
Wage earners with unstable employment	31,9	16,2	21,3	8,7	-10,6	-7,5

Source: prepared based on EPH- INDEC

One issue that deserves special consideration is that for young people between 16 and 18 years old there is a "legal loophole" in terms of compulsory registration. On the one hand, the law 24.241 of creation of the Integrated System of Retirement and Pension (Law 24,241) indicates the mandatory inclusion in the scheme, with payments for contributions for both salaried workers as self-employed workers, from 18 years old. However, for salaried workers, Law No. 18,037 (ordered text at 1976) provides that membership and payment of mandatory employer and employee contributions since 16 years of age; while for self-employed workers, Law No. 18,038 (ordered text at 1976) provides compulsory affiliation from the same age, but the contributions are payable only since 18 years.

These heterogeneities in working conditions are also reflected in wage disparities where young people also are affected: estimations by kernel density functions indicate that the distribution of the logarithm of income from the main occupation of young people between 16 and 24 is displaced to the left in relation to adults between 25 and 64 years old (with and without adjustment for working hours), which means that young people have lower earnings than adults. In turn, it is higher the proportion of young people who have incomes below the Minimum Wage (red line)<sup>12</sup> (Figure 1a and 1b).

In contrast, hourly wages of young people concentrate on a narrower range income, which gives evidence of a lower dispersion of observations that would be associated with lower inequality in the distribution of the logarithm of income from the main occupation inside young people (Figure 1b). At the same time, within youth it doesn't seem to be a significant gender wage gap (Figure 2).

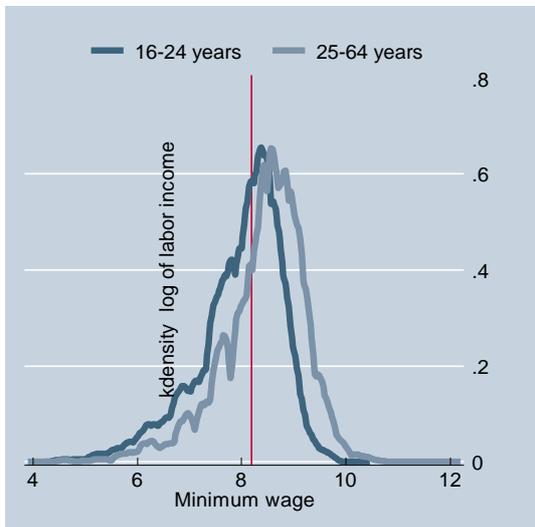
<sup>12</sup>Minimum wage is AR\$ 3600 for the second quarter of 2014. The adjustment by hourly wage shows that only 2.5 % of youth and 1.8% of adults have incomes below those settle by Minimum Wage Law.

**Figure 1**

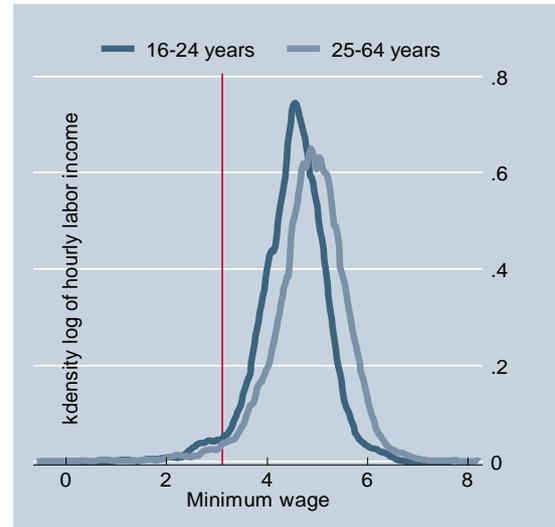
Estimates by kernel density functions of the logarithm of income from the main occupation. Age groups: 16-24 years, 25-64 years.

Second quarter of 2014

(a) Without hours adjustment



(b) With hours adjustment 16-24 years

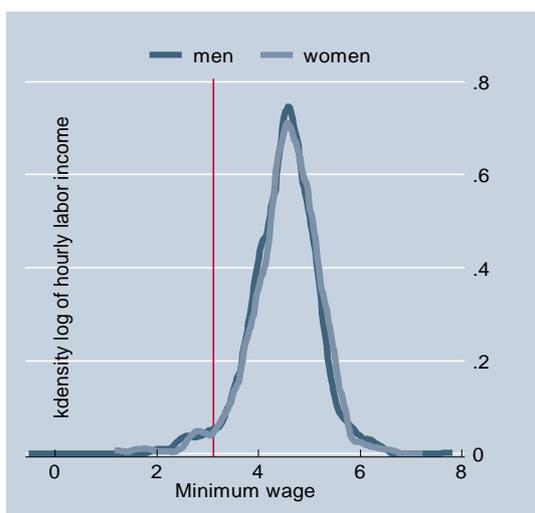


Source: own calculations based on EPH- INDEC

**Figure 2**

Estimates by kernel density functions of the logarithm of hourly income from the main occupation. Age group: 16-24 years. By sex .

Second quarter of 2014



Source: own calculations based on EPH- INDEC

***- Educational Inequality: dropout and digital divide***

The importance of equal access to education lies primarily in contributing to a better quality of life for citizens by providing tools that in the medium and long term enable them to develop skills, access to rights of citizenship and break the circuit of intergenerational reproduction of poverty and inequality. Regarding the labor market, higher educational levels, will allow them to reach an employment of higher quality and consequently better wages (Becker, 1983).

Inequality in education can be measured by a variety of indicators including highlights of access, and quality and school performance. It is noteworthy that most countries in Latin America and the Caribbean have achieved the goal of universal primary education, though challenges remain regarding the quality of education. In this first approach to the study of inequality only assistance/ secondary school dropout rates and access to new technologies will be taken as a proxy of digital literacy.

The profile of those young people between 13 and 18 who completed primary school in Argentina indicates that between 2004 and 2014 decreased the dropout rate from 12.8% to 10%. However the profile of dropout shows similar characteristics. For 2014 there are more dropouts in males (10.4%) than women (9.5%). This could be associated with increased likelihood of insertion into the labor market to supplement household income for young men, while young women for cultural reasons often work, but in the domestic sphere, in unpaid work. In line with this, there are also indications of increased attrition as age increases (Table 3).

In terms of socio- demographic characteristics of the household increased dropout rate is observed in households headed by women and as the presence of children under 5 years increases. As for female headship, it can be seen an increase in the incidence of attrition between 2004 and 2014. However this is explained by the reduction in the period of 33.4% household headed by women, as the number of women who are head of family notes desert is almost constant in 2,400 heads.

Moreover, the dropout rate is decreasing by income quintile , with 12.7% of young people in age to attend secondary school do not attend in the poorest 20 % of the population , and that percentage drops to 3.2% in the richest 20% (Table 3 )

**Table 3****Dropout by socio- demographic characteristics****Age group: 13-18 years with at least primary education. In percentage (%).****Second quarters of 2004 and 2014**

Features	2004		2014	
	Attend	No attend	Attend	No attend
<b>Total</b>	<b>88,6</b>	<b>12,8</b>	<b>90,0</b>	<b>10,0</b>
<b>By sex</b>				
Men	87,7	12,3	89,6	10,4
Women	89,6	10,4	90,5	9,5
<b>By age</b>				
13	98,6	1,4	99,4	0,6
14	97,8	2,2	98,4	1,6
15	94,7	5,3	95,7	4,3
16	93,3	6,7	91,7	8,3
17	83,0	17,0	85,5	14,6
<b>By Household Headship</b>				
Head Male	88,7	11,3	90,1	9,9
Head Women	80,3	19,7	69,9	30,1
<b>By family composition ( children under 5 )</b>				
0	91,2	8,8	91,5	8,5
1	87,2	12,8	88,8	11,2
2	83,8	16,2	84,5	15,5
more than 2	80,2	19,8	85,5	14,5
<b>By Socioeconomic status ( quintiles of per capita familiar income )</b>				
1	86,0	14,0	87,3	12,7
2	86,9	13,1	88,6	11,4
3	87,0	13,0	89,6	10,4
4	90,5	9,5	93,6	6,4
5	96,3	3,7	96,8	3,2

Source: prepared based on EPH INDEC

At the same time, nowadays, in addition to formal education, access and use of new technologies becomes crucial for social inclusion, because of the use made of it for educative and employment purposes as well as the opportunities it generates for citizen participation and social networks.

At the educational level, digital literacy allows by one hand to acquire the basic skills required for most jobs. While virtual education is often free<sup>13</sup> and helps to overcome obstacles and geographical gaps in access to education. Moreover access and use of new information

<sup>13</sup> It can be pointed out the "Open Courses" in various foreign universities, including Yale; BBC language courses or at the local level, the Ministry of Education courses ( Educ.ar ) .

technologies, particularly 2.0, allows users to generate content, promotes greater exercise of citizenship through free expression and interaction with the virtual community.

In Argentina, considering the changes that have generated proceeds of information and communication technology, the State responded by implementing the Program Conectar Igualdad ( Connect Equality) in April 2010 (Decree 459/10 ). Through this program a computer is given to students and teachers of secondary education in public schools and they are trained in the use of ICT.

Moreover, in the third quarter of 2011 the first National Survey on Access and Use of Information and Communications Technology (Entic) was relieved in Households and Persons. This survey allows to count on information from the perspective of the uses and disclosures of households and individuals to these technologies.

From it, it can be observed that households of the lower quintiles are the ones that have less access to services provided by ICT, and that the greatest needs are in computer ownership and Internet access: for the third quarter of 2011, within the poorest 20 % of households, only 22.4% had a PC and only 15.5% had Internet access; while in the richest 20%, coverage stood at 85.3% and 77.5% respectively (Table 4).

**Table 4**

**Households with availability of services provided by ICT, by quintile of total household income (households with positive income). In percentage. Urban total. Third Quarter 2011**

Services provided by ICTs	Total	Quintil				
		1	2	3	4	5
Radio possession	89,5	84,7	87,9	89,8	92,7	92,4
TV possession	97,2	92,3	97,3	98,3	98,6	99,3
Phone possession	95,4	86,1	94,5	97,5	98,9	99,7
<i>landline phone</i>	62,1	43,6	52,8	60,4	71,3	82,3
<i>mobile phone</i>	85,7	68,3	78,6	89,6	94,1	97,7
Computer possession	53,1	22,4	35,1	54,1	68,5	85,3
Internet access	44,0	15,5	26,1	42,8	58,2	77,5

Source: prepared based on ENTIC – INDEC

In this regard, the digital divide refers to the gap between individuals, households, businesses and geographic areas about the opportunities for access to new ICTs in different socioeconomic levels as well as the differences in the ability to use them (OECD, 2001 and Lera-L­opez and Billion-Curr­as, 2005; cited in Toledo, 2008). Digital exclusion is seen as a symptom of the situation of absolute and relative material deprivation suffered by different households and, in this context, ICT would serve as tools that contribute to improving welfare, to enable poor sectors activation of social resources to reduce the conditions of material deprivation and the income gap. Families can contribute more to decision-making and solving their community problems through access to them, and expanding their network of contacts with households and individuals belonging to other socioeconomic and governmental and nongovernmental agencies. However, access and use of ICT is necessary but not sufficient to reduce inequality (DiMaggio and Hargittai, 2001, quoted in Toledo, 2008).

From the EAHU (third quarter 2011) we can approximate what happens in quintiles which are more affected by the digital divide, on the assumption that young people and women in particular are vulnerable to digital divide. It is observed that there is an inverse relationship between youth (16-24 years) and quintiles of household per capita income: among the poorest 10% of the population, the average age is 23; while in the richest 20% it is about 42 years. So, in quintiles more affected by the digital divide, there are more young people. In turn, the presence of young women is relatively higher in the lower income quintiles: 18.2 % of women in quintile 1 and 9.2% in quintile 5 (Table 5).

**Table 5**

**Household composition, according to quintile of per capita household income (of people with positive income). In percentages and years. Urban total . Third Quarter 2011**

Quintile	Average age (in years)	Women ( in proportion )	Youth ( in proportion )		
			Women	Men	Total
1	23	52,3%	18,2%	17,7%	17,9%
2	28	52,5%	17,7%	18,5%	18,1%
3	35	51,7%	16,2%	17,2%	16,7%
4	38	50,7%	11,7%	14,0%	12,8%
5	42	50,0%	9,2%	11,3%	10,2%
<b>Total</b>	<b>33</b>	<b>51,4%</b>	<b>14,7%</b>	<b>15,7%</b>	<b>15,2%</b>

Source: prepared based on EAHU - INDEC

- ***Desigualdad en acceso a la salud***

Health is considered a fundamental dimension of well being. Among the UNDP<sup>14</sup> indicators of human development deemed to measure health, they are included the evolution of life expectancy at birth , as well as mortality in children under 5 years.

In Latin America, life expectancy in 2012 stood at 74.7 years, while in Argentina was 76.1 years, which is above the average of countries with high human development. Argentina has a life expectancy similar to that of Ecuador (76), Mexico and Uruguay (both with 77). It beats Brazil (74) and it is surpassed by Chile and Cuba (both 79 years) ( UNDP , 2013 ). Meanwhile, in 2010 the mortality rate of children under 5 years in Argentina is 14 per a thousand kids births alive.

Another indicator of interest is access to health services. In Argentina there are health programs focused on early childhood, such as Plan Nacer , whose history dates back to the Maternal and Child Health Insurance created in the context of the institutional political crisis of 2001/2002. In 2012 the Plan Nacer renamed SUMAR Program, which extends the coverage of children between 6-9 years to include adolescents up to age 19, and women between 20 and 64 years without explicit health coverage, so this policy is having some impact on the population under study.

In this section, beginning with a first examination of the National Survey on Sexual and Reproductive Health (2013), inequality in access to health services for young people in relation to adults will be discussed on the one hand, and on the another, whether within youth there are gender and income inequalities in contraceptive use; taking into account the problem of teenage pregnancy in the lower income sectors.

It is observed for 2013 that it is lower the percentage of young covered by social health protection through unions regarding to adults. The gap is widest among young women (46.3 %) and adult men (53 % of partners), being again exposed the double condition of vulnerability for being female and young. This gap is also higher for those who are covered by prepaid health protection through work: 6.0 % of young women vs. 11.5% in adult males. Finally, there is a smaller proportion of young people associated to voluntary prepaid health coverage regarding to adults. In the latter case, women tend to have higher rates of association regardless of their age group, which is consistent with the lack of access to health through social protection linked to work, regarding men.

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<sup>14</sup> Life expectancy at birth shows the years that a newborn will live if prevailing patterns of mortality by age at birth remain the same throughout his entire life. It is an indicator of whether you have a long and healthy life, and it also affects other indicators such as education and employment, to name a few.

Young people have higher rates of use of contraception methods at first sexual relationship regarding to adults, which may be influenced by cultural factors (Morlachetti , 2007; Faur , 2007; Weller , 2000). In all age groups, women have higher rates of use of contraceptive methods than men. In turn, rates are increasing with the level of income regardless of age group, which may relate to lack of access to free contraceptives in low-income areas or the lack of information about sexual and reproductive health. An exception seems to be the case of young with high resources. This could be due to a sampling problem and requires further inquiry

**Table 6**  
**Medical coverage and health and contraception. 2013**

<b>Medical coverage and health</b>	<b>Total</b>	<b>18 -24</b>	<b>25 - 64</b>
<b><i>Associated at a social work health coverage</i></b>			
Men	51,6	50,3	53,0
Women	50,3	46,3	52,1
<b><i>Associated to private medicine through social work coverage</i></b>			
Men	10,7	8,7	11,5
Women	8,4	6,0	9,8
<b><i>Associated to private medicine through voluntary payment</i></b>			
Men	4,3	3,1	5,1
Women	5,6	5,2	6,2
<b><i>Used a contraceptive method at first sexual relationship</i></b>			
Men	65,2	86,8	57,2
low income	59,7	81,0	50,0
average income	68,0	91,5	60,3
high income	72,9	94,6	66,3
Women	68,4	87,2	61,1
low income	63,0	84,1	51,9
average income	73,4	91,9	67,4
high income	73,7	90,7	70,0

Source: prepared based on ENSSyR

- *Desigualdad en el uso del tiempo*

Based on the Survey on unpaid work and time use, implemented by the INDEC as a module of the Annual Survey of Urban Households (EAHU) during the third quarter of 2013, it can be observed that the use of so called spare time differ by sex and age group, particularly among the so-called unpaid domestic work (housework, school support and care of people) and volunteer work (outside household).

Regarding unpaid domestic work (Table 7), the gender gap, as the average of time spent on these activities by those who are involved, is virtually the same in youth than in the adult segment (3.2 vs 3.4, respectively). However, the participation of youth in these activities is lower (65.0% vs 77.2%, respectively). It is noteworthy that young women who look after people, spend, on average, more hours than adults (6.6 vs 6.0, respectively) to these activities, which could be linked to motherhood concentrated in this age segment.

Young men are not only the age group least involved in unpaid domestic work (48.3% vs. 60.5% compared to its peers adults and 57.1% compare to older adults), but it is also where the average number of hours spent is lower (2.6 vs. 3.6 in adults and 3.0 in older adults, respectively).

**Table 7**

**Participation rates and average hours per week devoted to unpaid domestic work by sex and age groups. Population 18 years and over. Total national urban. Third quarter 2013**

Unpaid domestic work	18 - 24 years			25 - 64 years			65 years or more		
	Men	Women	Total	Men	Women	Total	Men	Women	Total
<b>Participation rate (%)</b>	<b>48,3</b>	<b>81,7</b>	<b>65,0</b>	<b>60,5</b>	<b>92,7</b>	<b>77,2</b>	<b>57,1</b>	<b>80,7</b>	<b>71,1</b>
Housework	41,7	77,7	<b>59,7</b>	51,2	90,5	<b>71,6</b>	56,2	79,9	<b>70,3</b>
School support	5,3	11,6	<b>8,4</b>	8,5	25,7	<b>17,4</b>	0,8	1,4	<b>1,2</b>
Care of people	10,9	32,8	<b>21,8</b>	20,3	36,6	<b>28,8</b>	5,9	7,9	<b>7,1</b>
<b>Average time (hs)</b>	<b>2,6</b>	<b>5,8</b>	<b>4,6</b>	<b>3,6</b>	<b>7,0</b>	<b>5,7</b>	<b>3,0</b>	<b>4,2</b>	<b>3,8</b>
Housework	1,9	3,0	<b>2,6</b>	2,4	4,2	<b>3,5</b>	2,6	3,7	<b>3,4</b>
School support	1,9	2,5	<b>2,3</b>	1,9	2,1	<b>2,1</b>	2,2	2,7	<b>2,6</b>
Care of people	3,2	6,6	<b>5,7</b>	3,9	6,0	<b>5,3</b>	3,9	4,8	<b>4,5</b>

Note: The section was taken from age 18 instead of 16, because it is from where relieves EAHU

Source: prepared base on Survey on unpaid work and time use – EAHU

As for volunteer work (Table 8), which includes all unpaid activities conducted freely for the benefit of persons outside the family (within or within not the framework of organizations such as those made directly to others) it appears that young people have lower rates of participation in voluntary work (5.8 %) compared with their peers adult ( 10.9%) and older adults ( 9.5%). Also, among those participating, the number of hours worked is lower (7 hours total).

Within young people, women (7.4 %) participate more than men (4.3%) in voluntary work (a phenomenon that is repeated for all age groups) and within participating, they who do it, do more hours than their male counterparts (7.6 hours vs 5.9 hours, respectively).

The data for young women, that in principle could have a reading for greater community participation , if observed in detail, it is not so encouraging: young women participate more than men in volunteer support to other households (5.2% vs 3% , respectively , spending eight hours vs 4.6 hours, respectively ), while men devote more hours to volunteering through organizations Men spend 7.1 hours to volunteering in organizations vs. the 5.1 hours spent by women , even with lower participation rates (1.7% vs 2.7% respectively ).

**Table 8**

**Participation rates and average hours per week devoted to volunteer work by sex and age groups. Population 18 years and over. Total national urban . Third quarter 2013**

Voluntary work	18 - 24 years			25 - 64 years			65 years or more		
	Men	Women	Total	Men	Women	Total	Men	Women	Total
<b>Participation rate (%)</b>	<b>4,3</b>	<b>7,4</b>	<b>5,8</b>	<b>8,2</b>	<b>13,3</b>	<b>10,9</b>	<b>7,5</b>	<b>10,9</b>	<b>9,5</b>
Support to other households	3,0	5,2	<b>4,1</b>	5,4	9,3	<b>7,5</b>	5,0	7,8	<b>6,6</b>
Volunteer at organizations	1,7	2,7	<b>2,2</b>	3,1	5,0	<b>4,1</b>	3,1	4,0	<b>3,6</b>
<b>Average time (hs)</b>	<b>5,9</b>	<b>7,6</b>	<b>7,0</b>	<b>8,0</b>	<b>7,8</b>	<b>7,9</b>	<b>8,5</b>	<b>8,1</b>	<b>8,2</b>
Support to other households	4,6	8,0	<b>6,8</b>	8,6	8,5	<b>8,5</b>	7,8	9,0	<b>8,6</b>
Volunteer at organizations	7,1	5,1	<b>5,9</b>	6,1	4,8	<b>5,3</b>	8,2	4,7	<b>5,9</b>

Note: The section was taken from age 18 instead of 16, because it is from where relieves EAHU

Source: prepared base on Survey on unpaid work and time use - EAHU

## **V. Final Remarks**

In the last decade, Argentina has implemented a battery of social protection policies aimed at improving different aspects of welfare: decent employment, income, health, education, digital inclusion, access to housing, among others. These policies were (or are) directed to specific age segments, particularly vulnerable as children, youth and the elderly.

This working paper makes a first approach to inequalities experienced by young people in the labor market, in education, in health and the use of time using various statistical sources that emerged in the last decade that allow quantification. All this, in a context in which youth is considered a population group that presents opportunities and challenges for public policies aimed at improving the intergenerational welfare.

Regarding labor market, in the last decade, the unemployment rate decreased with emphasis on young people between 16 and 24 years rather than in adults, but it is still at higher levels than that of the latter.

As for education, men have higher dropout rates than women, also female-headed households and households with the presence of children under five years. Moreover, the dropout rate is decreasing by income quintile, and homes belonging to the lowest quintiles (comprising a higher proportion of young women) are the ones who have less access to services provided by ICTs, with major gaps in computer tenure and Internet access.

In consideration of the inequalities mentioned, in January 2014, the PROG.R.ES.AR program was implemented, which is intended to encourage the right to school completion and assistance for employment enrollment of young people through the Ministry of Labor. Meanwhile the implementation of the *Conectar Igualdad* program aims to bridge the digital divide and the implementation of National Survey on Access and Use of Information and Communications technology (ENTIC) provides tools to identify more precisely the most vulnerable segments.

Regarding to health, the double condition of vulnerability for being woman and young is evident again: the percentage of youth with health social protection coverage is lower than adults and the wider gap is among young women and adult men. Regarding the use of contraceptive methods in the first sexual relationship, youth have higher rates than adults; and in all age groups, women have higher rates compared to men. In turn, rates of use of contraceptive methods are increasing with the level of income, regardless of age group, which may be linked to lack of access to free contraceptives in the areas of poor or lack of information about sexual and reproductive health.

In line with this, the first national study on the subject was implemented in 2013, through the National Survey on Sexual and Reproductive Health (ENSSyR) and in 2012 the Plan Nacer,

was renamed to Programa SUMAR as it expanded its coverage to include adolescents up to age 19, and women between 20 and 64 years without explicit health coverage.

Regarding the use of time, young people have a smaller share of unpaid housework compared to adults, although in both age groups, the gender gap is similar. Among those who participate, young women spend on average more hours than adults in caring people. Meanwhile at volunteer work, participation of young women is skewed to support volunteer work to other households rather than volunteering in organizations where men spend more hours.

The importance in the public policy agenda, of the value of the use of time in unpaid work and specifically the time spend in caring other people became apparent with the implementation of the survey on unpaid work and time use, which allows to quantify the inequality between men and women still existing in unpaid work, and thus continue the implementation of specific policies to continue closing gaps.

In short, the multidimensional analysis of inequality for attributes considered shows the existence of heterogeneities that require further progress in the adoption of specific policies for this age segment which, as mentioned, presents opportunities and challenges for public policies aimed at improving in intergenerational welfare.

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