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The Nexus Between Civil Registration and Social Protection Systems: **Five Country Practices**



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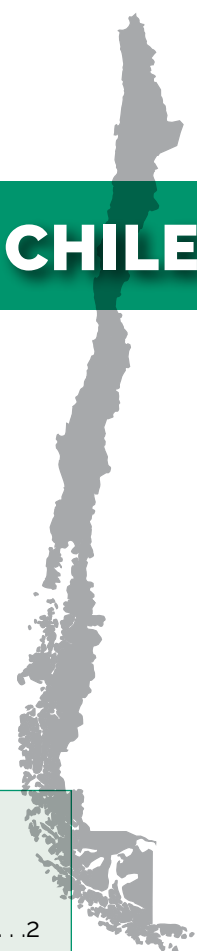
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Why a Comprehensive Identity Management System is Important for Inclusive Development

Iván Arcos Axt



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2.1 What is a comprehensive identity management system?

A comprehensive identity management system is the seamless integration of civil status records, civil identification, and the issuing of official identity documents.¹ The main aim of this approach is to ensure quick and effective access to important benefits and civic and social rights through the trustworthy verification of a person's identity. This system requires communication among the institutions involved. It must

- be fluid and effective;
- have a similar degree of development; and
- draw on technological advances that make it easier for the user to relate to the institution, and thus improve the user's experience.

To understand how this system works in Chile, we need to know what the institutions do. The Civil Registry and Identification Service (or SRCel, the Spanish acronym) is a public service under the Ministry of Justice. Its main goal is to ensure an identity management system that is comprehensive, integrated, secure, and efficient.

Before presenting conclusions and assessments about this system, we will describe and analyze the main advances and changes in the Civil Registry and Identification Service during its history. We will then highlight initiatives that show better delivery and access, such as

- assigning a unique password; and
- replacing the Social Protection Form with the Social Registry of Households, an integrated system for providing social benefits.

This report identifies four key messages:

- Even though the Chilean model has been improving for decades, and will continue to do so, institutional design is country specific. There is no one way to design it, and it must be seen as a process.
- The best way to make the greatest use of technology is to have a reliable institutional framework to certify a person's unique legal identity with a high degree of confidence.
- To ensure institutions are accountable and inclusive of all people at all levels, every citizen and resident of a country needs a legal identity.
- We cannot speak of inclusive development, social inclusion, or financial inclusion if we cannot guarantee a basic human right, such as the right to a name.

In presenting Chile's policies, we show how technological advances mean making the institution stronger: together, these are key pillars for advancing public services. Finally, we assess whether this design can be used in other contexts.

1 Harbitz, M. et al. 2015. National Identity Policies. Conferencia llevada a cabo en la International, Identity Management Conference. Inter-American Development Bank. Seoul, South Korea.

2.2 The civil registry of Chile: Institutional framework

Chile's Civil Registry and Identification Service was established more than 100 years ago. It has been modified several times, taking on more and more responsibilities. On 18 June 1868, a Civil Registry bill was presented for the first time in the Chamber of Deputies. Sixteen years later, in July 1884, under the government of Don Domingo Santa María and with Don José Manuel Balmaceda as Minister of the Interior, the *Law on Civil Registry* was published. With it, the position of Civil Registry Official was created. This role is entrusted with making copies of the Birth Register, the Marriage Register, and the Death Register. These data used to be registered by the Catholic Church.² The new registries captured the data of these three vital events that are related to the legal constitution of the family, the nucleus of Chilean society.

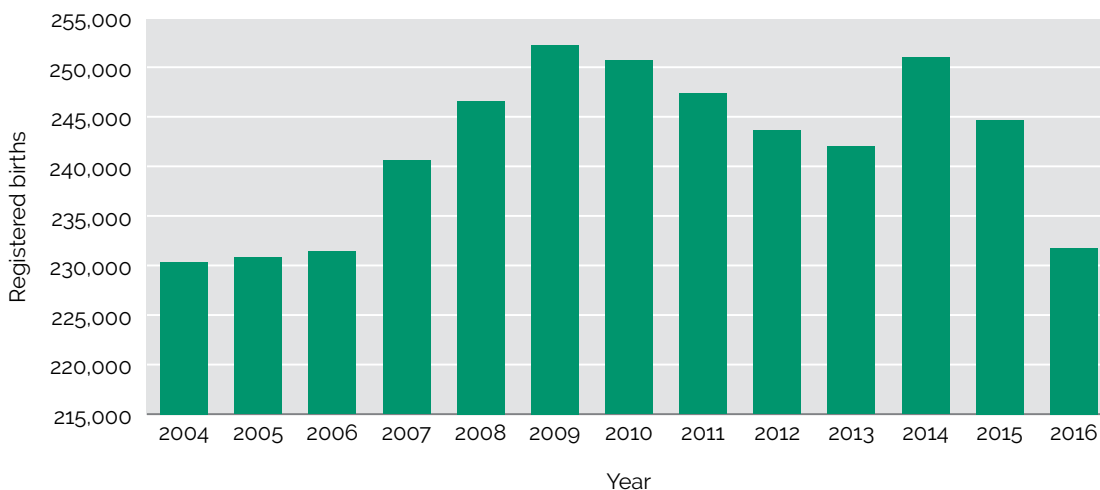


Figure 2.1:
Number of registered births in Chile by year.

Source: Author

Data: National Institute of Statistics.

Note: The variation across time is correlated with changes in the birth rate.

The *Civil Registry Law*, which is part of the so-called secular laws, was ahead of its time. It developed the fundamental spaces of a modern organic law by looking at the functional and territorial structure of the Civil Registry and Identification Service. Also, it created norms related to employees, monitoring, and inspection. Other functions have been added to the Civil Registry and Identification Service over its 135 years of existence. Today, these form a set of strategic functions for carrying out some of the government's most important aims. These include capturing links between families, the makeup of the family, and the identities of family members.

2 Irarrázaval Gomién, A. 2014. *Los inicios del registro civil de Chile: ¿Ruptura o continuidad con las antiguas partidas eclesíásticas?* Revista de estudios histórico-jurídicos, (36), 315-341. [dx.doi.org/10.4067/S0716-545520140001000110](https://doi.org/10.4067/S0716-545520140001000110)

With the state's role expanding into economic, social, political, and cultural life, the Civil Registry and Identification Service had to take on new functions of great relevance. Here are some highlights:

- 1925** The General Registry of Convictions was created. It stresses the need to establish a trustworthy and unique legal identity for citizens and to record their family ancestors. This is highly relevant to developing the Civil Registry – not only for the individualized records of people's lives, but also because it meant a technological advance. For the first time, biometric instruments, such as fingerprint ID, were used.
- 1930** On 10 February 1930, a new *Civil Registry Law* was enacted (No. 4,808, which is still in force today). It aims to more rigorously regulate information related to births, marriages, and deaths.
- 1930** On 28 August 1930, the Decree of Law No. 2,128 was published. It approved the Organic Regulation of the Civil Registry Service, which is still in force. The regulation sets out the functions that civil officers must fulfill, the requirements for creating or dissolving their jurisdictions, the way registrations should be done, and the different registries, among other things.
- 1943** The Civil Registry Service began a long period of reform. It absorbed the tasks of the Identification Service, which had been under the civil police.
- 1980** The complex reform process was finalized. The Identification offices and Civil Registry offices were merged and are now called Civil Registry and Identification offices.
- 1982** The identity (ID) number was introduced. The first computer systems were launched, full use of technology was encouraged, and internal processes were redesigned to reduce the time needed to deliver products. The focus was on improving user satisfaction.

Today, the Civil Registry and Identification Service is responsible for all records related to the civil family and personal development of each individual:

- Birth records (1885);
- Marriage records (1885);
- Death registers (1885);
- General Registry of Convictions (1925);
- Records of fouls (1925);
- Production and issuance of identity cards (1925);
- Passport registration (1925);
- Cadastre of arrests, detention, and preventive prevention (1960);
- Register of Professionals (1981);
- National Registry of Motor Vehicles (1985);

- National Registry of Drivers of Motor Vehicles (1985);
- National Registry of Disability (1994);
- National Registry of Intrafamily Violence (1994);
- National Register of Land Freight Transport (2003);
- National Registry of Effective Possessions (2003);
- National Register of Wills (2003);
- National System of DNA Records (2004);
- Registration of garments without displacement (2011);
- Registration of legal entities (2012); and
- Civil Union Agreement (2015).

Between 1997 and 2002, the Civil Registry and Identification Service was one of the best-rated public services in Chile because

- it adopted state-of-the-art technologies;
- it set up an extensive computer network; and
- it put in place modern customer service systems.

This approach was based on a broader policy to modernize public administration.

In 1994, the Interministerial Committee for the Modernization of Public Administration was created. It focused on the most overlooked area of state modernization: management. The Committee has led the process of modernizing public management since then. Based on a policy of ongoing reform, it has supported change in the management of public services in the areas defined in the Strategic Modernization Plan:

- Human resources;
- Service quality;
- Transparency;
- Strategic management;
- Information technology; and
- Institutional reform.

Today, 475 offices are connected to Chile's corporate data network across the country. The Civil Registry and Identification Service interoperates with most of the public administration, and it is beginning to offer biometrics services to the private sector (the police already have this service).

The Civil Registry and Identification Service looks after more than 20 registries. Many of them are related to goods, not people, such as the motor vehicle registry. All of them are interoperable and use the National ID number to verify an identity across the different databases.

2.3 Better delivery and access

The Civil Registry and Identification Service is constantly being improved. New policies allow it to continue to respond to the needs of users and the changes that are part of the dynamics of any society. Adding new technologies is always an important step. Two examples are the fingerprint recognition system, to verify identity in public and private services, and digital databases that increase access to the information.

This section will review two policies that have recently been applied in Chile. They seek to improve service delivery and access to social benefits and services:

- Unique password; and
- Social Registry of Households.

It is worth highlighting two issues related to these policies.

- They are based on seeing all citizens as individuals, so both use the unique identity number administered by the Civil Registry and Identification Service.
- Their design responds to two basic questions:
 - How can we improve user access to public services?
 - How can we improve the delivery of social benefits?

These questions assume that there is already a functional and centralized structure in place, such as a way to verify the individual through the unique identity number and a more efficient and accessible public service.

These policies do not only lead to better services for end users, but also improve workflows for public institutions.

2.3.1 Unique password

The unique password – *ClaveÚnica* in Spanish – allows the person who owns it to interact electronically with several public institutions. This makes procedures easier and faster for users. This key is granted to any person who requests it and is linked to their ID number. More than 3 million citizens (up to 20 percent of the adult population) have applied for it, and up to 198 public procedures can be done online with it.

This initiative was set up through Presidential Instruction No. 2 of 17 August 2012,³ which provides guidelines on how to simplify and reduce public procedures. It was based on the "single sign-on" initiatives of other countries, such as Canada, and adapted to the Chilean reality of a civil registry service. In this instruction, President Sebastián Piñera decided to

3 Oficio Gabinete Presidencial N° 0002, *Imparte instrucciones sobre Simplificación y Eliminación de Trámites Públicos*. 17 de agosto de 2012.

launch the “Chile without Paperwork” program. It aims to improve the rationalizing, simplifying, and digitizing of public procedures – especially those that have a greater impact on people's lives and those that make it easier to develop activities that contribute to the growth of the economy.

To reach these objectives, the government encourages people to use e-government services as much as possible. This allows them to choose how they interact with the government – in person or online. In this way, they can get access to updated information and public services that are organized simply and consistently. The instruction recommends that government institutions use the *ClaveÚnica* when online services need to verify a person's identity.

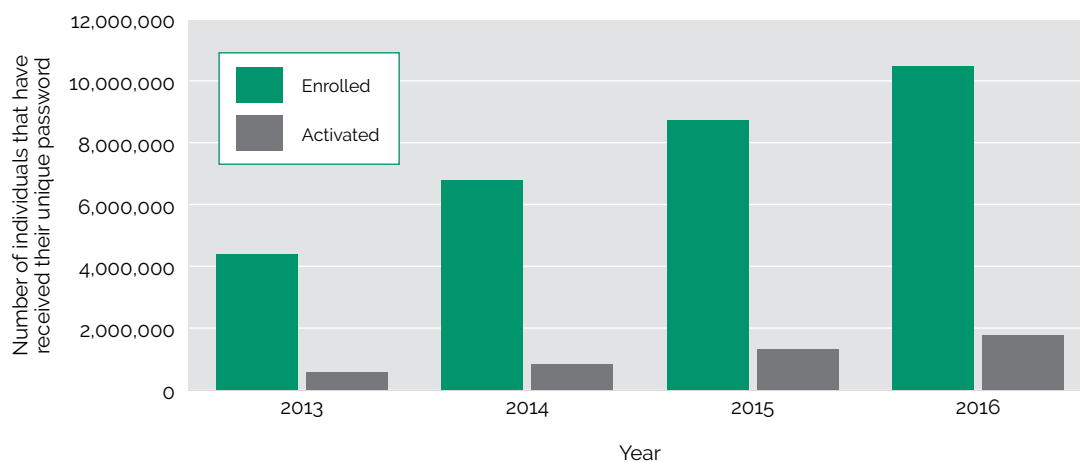


Figure 2.2: Annual uptake of unique passwords in Chile (2013–2016).

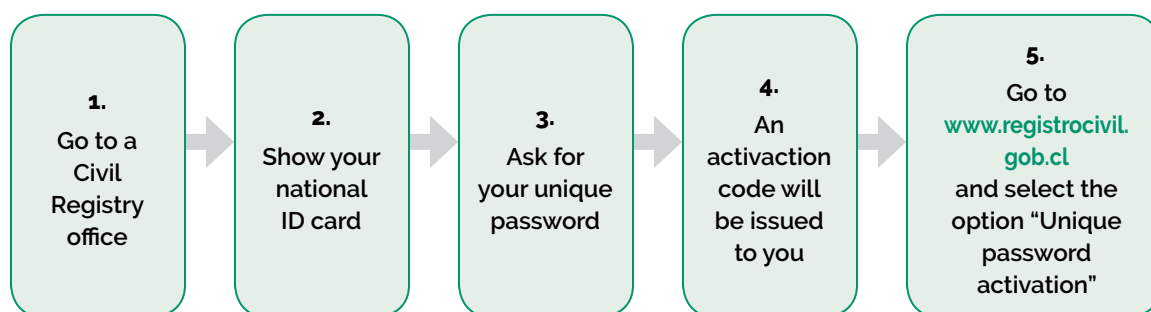
Source: Author.

Data: National Institute of Statistics.

- To get their unique password, applicants must go in person to a Civil Registry office. They must prove their identity by showing their national identity card. Also, a biometric verification (fingerprint analysis) is done to provide a high degree of security for the person requesting the password.
- Once verified at the Civil Registry office, the Civil Registry gives the user a voucher with the account activation code. When entering the activation code, the user is told about the scope of the *ClaveÚnica* and the safeguards that must be kept in place so it is used properly. The user must agree to these terms electronically.
- Then the user enters the code on the institution's website. The user must enter the following information: ID card number, full name, and email address.
- Once this is done, the system asks the user to create and enter a password, which will be their unique password. When creating the password, the user accepts the terms and conditions for using it. The user is responsible for keeping the password safe and not sharing it with anyone.

Figure 2.3:
How to apply
for a unique
password
in Chile.

Source: Author.



ClaveÚnica is a technological solution (End-Point OpenID) that allows two or more public institutions to interconnect securely. This gives them access to government organizations automatically and directly connects with the Civil Registry and Identification Service if the password is authenticated. In this way, the personal key (password) is known only by this institution.

The Ministry General Secretariat of the Presidency communicates with and coordinates the use of this key among the different government organizations. To set up secure mechanisms for communicating and coordinating, the Ministry provides *ClaveÚnica* to user institutions free of charge.

In Chile, government organizations can do administrative procedures electronically (Article 19, Law No. 19,880). These can be sent to people electronically, with an electronic signature, if they have expressly consented to this form of communication (Art. 8, Law No. 19,799 and Art. 53, DS No. 181/2002). The legal nature of *ClaveÚnica* is that of an electronic signature. Article 2f) of Law No. 19,799 defines the electronic signature as "any sound, symbol or electronic process that allows the recipient of an electronic document to formally identify its author." The concept of "electronic signature" is very broad. It is a process that formally and safely identifies the person who is making an application or doing a legal act electronically.

Article 3 of Law No. 19,799 sets out the principle of functional equivalence between the paper document and the electronic document. Acts and contracts granted or entered into by natural or legal persons and signed electronically are as valid as – and produce the same effects as – those done in writing and on paper. Acts and contracts are considered writings where the law requires that they be stated in that way, and in all cases where the law provides for legal consequences when they are recorded in writing. Also, in keeping with the above provision, any type of electronic signature is seen as a handwritten signature for all legal purposes as a general rule.

The possibility of using an electronic signature with government institutions is set out in Law No. 19,799. Title II of that law refers expressly to "Use of Electronic Signatures by the State Bodies," and Article 6 says that state bodies may execute or perform acts, enter into contracts, and issue any document, within its area of competence, by electronic signature. Article 7 adds that the acts, contracts, and documents of state organizations, signed by electronic signature, will be valid in the same way and will produce the same effects as those issued in writing and

on paper, as long as they do not constitute a public instrument or have their own effects. In such cases, they must be signed using an advanced electronic signature.

Article 8 of Law No. 19,799 notes that persons may interact with state bodies electronically and using an electronic signature, as long as they comply with the procedure described by law and the techniques and means used are compatible with those used by state bodies.

As an electronic signature, *ClaveÚnica* meets these constitutional standards:

- It does not unjustifiably restrict access to the services provided;
- The principles of publicity and transparency in carrying out the public function are adequately respected; and
- It does not cause arbitrary discrimination.

Without prejudice to the general rule noted above, two exceptions apply:

- The following activities, records, or contracts may not be carried out electronically:
 - Those actions for which the Political Constitution or the law requires a solemnity that cannot be fulfilled by an electronic document or requires the personal concurrence of the authority or official who should intervene in them. In general, solemnities that are not made in writing cannot be done through electronic documents;
 - Those in which the law requires the personal agreement of any of the parties; and
 - Those related to family law.
- Individuals cannot use *ClaveÚnica* in cases where the law expressly requires the use of an advanced electronic signature. Because the Civil Registry and Identification Service certifies that the key corresponds to a certain person, the *ClaveÚnica* is a "simple" electronic signature. For an advanced electronic signature, an Accredited Certification Service Provider must certify it.

The general rule is that the acts and contracts granted or subscribed to by natural persons are valid if they are signed using a simple electronic signature. This criterion has been confirmed by a recent opinion of the Comptroller General of the Republic. It states that individuals can use simple electronic signatures for executing legal acts with state administration bodies.

2.3.2 Social Registry of Households

The Social Registry of Households is a social protection policy that aims to reduce poverty and vulnerability. Social protection policies can cover different types of public policies or programs. In the case of Chile, this refers to all those that are able to respond to problems faced mainly by households that are economically unstable. The goal is to ensure social security, which can be extended, based on the will and capacity of each government, to the rest of the population.⁴ Chile is one of the pioneer countries in this area in Latin America: it was

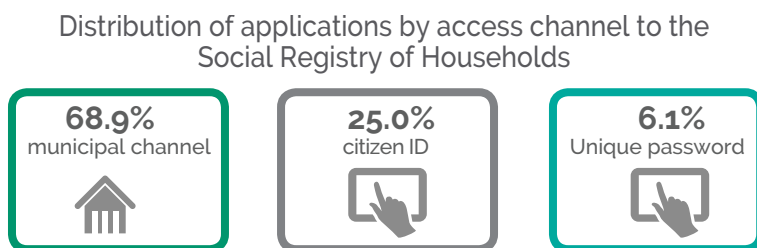
4 Robles, C. 2013. *Sistemas de protección social en América Latina y el Caribe*. Chile. División de Desarrollo Social de la Comisión Económica para América Latina y el Caribe (CEPAL). Santiago, Chile.

one of the first to launch programs and policies to improve the quality of life of its citizens and reduce the indices of poverty.

This work can go in several directions, depending on the political party that is governing. In Chile today, there are two different dynamics:

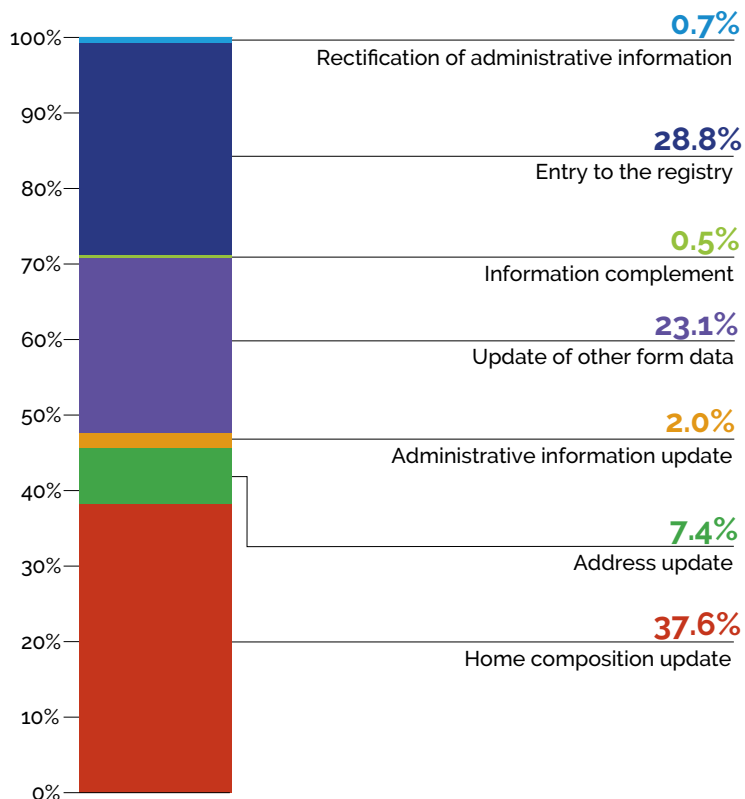
- Progress is made towards creating social policies based on the population's needs and their scope over these groups; and
- Progress is made towards creating policies that focus on social protection and promotion.⁵

Figure 2.4: Distribution of applications to the Social Registry of Households by access channel.



Source: MIDESO. ministeriodesarrollo.social.gob.cl/storage/docs/RSH_paper_2.pdf

Distribution of requests by type



5 Robles, C. 2011. *El sistema de protección social de Chile: Una mirada desde la igualdad*. División de Desarrollo Social de la Comisión Económica para América Latina y el Caribe (CEPAL). Santiago, Chile, p. 9.

Since 1979, Chile has used different instruments to measure the socioeconomic status of its population. It uses these tools to design and put in place social policies for the poorest classes. In 2015, the Ministry of Social Development (MIDESO) designed the Social Registry of Households. This system replaces the Social Protection Form. The Social Registry of Households is used to place individuals and their families in socioeconomic terms and to assign social benefits to those who are seen as vulnerable.

The Social Protection Form emerged in 2006. It made it possible to identify vulnerable people and families so they could access benefits. This was done via a survey carried out in homes by a municipal official. Based on the answers in the survey, each family got a score and was placed in one of five quintiles: the lower the score, the lower the quintile. They could then apply for certain benefits for their quintile.⁶ The main problem with this approach was that many people lied on the survey and to the municipal official so they could get more benefits. This meant the instrument and the information it was based on were not trustworthy, and benefits were not shared fairly.

In 2014, MIDESO was given the mandate to replace the Social Protection Form. The aim was to “move] towards allocating monetary transfers by excluding higher income sectors. In this way, the government assumes the responsibility of identifying and selecting, not the citizen.”⁷

Faced with this scenario, in 2015 MIDESO ran 49 citizen forum dialogues nationwide, with more than 4,000 people taking part. Through these dialogues, the government collected observations and proposals about the factors to consider when assessing households, making procedures simpler, and so on.

These consultations led to a set of proposals. One was to create the Social Registry of Households. This is a system that improves the socioeconomic status of households, gives citizens transparent information, and coordinates social benefits from different institutions. It is based on a well-defined baseline, and can easily verify the identities of beneficiaries so they get efficient access to and delivery of services. Although the Social Protection Form had collected information from the homes of the most vulnerable families for many years, some aspects needed to be improved:

- Some people felt it was no longer working and that the form was arbitrary, unfair, and not very transparent;
- People did not understand how the score was calculated; and
- It was not clear which households were entitled to certain benefits and which were not.⁸

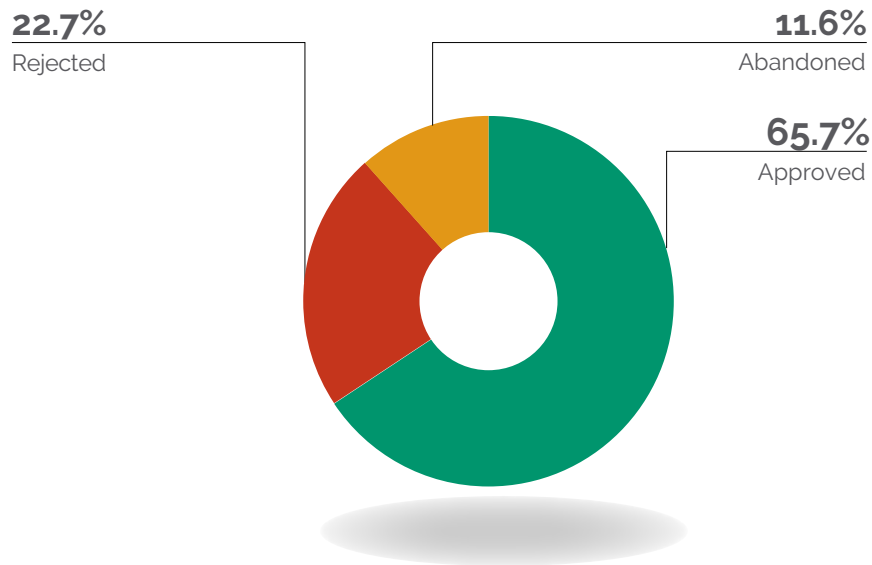
6 Rivas, F. 2015. *Familias ya pueden actualizar datos para integrarse al Registro Social de Hogares*. Bio Bio Chile. www.biobiochile.cl/noticias/2015/11/02/familias-ya-pueden-actualizar-datos-para-integrarse-al-registro-social-de-hogares.shtml

7 Ministerio de Desarrollo Social. 2017. Registro Social de Hogares. Festival Internacional de Innovación Social. Presentación en Laboratorio de Gobierno, Santiago, Chile.

8 Ministerio de Desarrollo Social. 2017. Registro Social de Hogares. [Cinta de audio]. Presentación MIDESO FIIS. Laboratorio de Gobierno, Santiago, Chile.

Figure 2.5:
Social
Registry of
Households
by state

Source: MIDESO.
ministeriodesarrollo
social.gob.cl/
storage/docs/
RSH_paper_2.pdf



The Social Registry of Households is an innovative solution that

- improves the socioeconomic qualification of households (data);
- gives citizens transparent information (access); and
- advises different public services on allocating benefits (coordinates with programs being offered).

These elements make up an integral service that was awarded first place in the 2016 National Contest of Public Innovation Works. It began to be used in January 2016; by the end of 2017, 12.9 million people (73.6 percent of the national population) were registered. To keep increasing the number of people registered and benefiting, MIDESO added two new tools to the web platform in November 2017. Because the Social Registry of Households has centralized the information by managing different administrative bases, citizens can

- access the history of benefits they have received since 2013 (benefits granted); and
- find out what benefits they can access if they meet certain requirements (potential benefits).

One of the main innovations of the Social Registry of Households is that it depends less on information declared by citizens and more on administrative records. For example, if household members do not record income information in the government's databases, the income values reported by the household member who applies for entry into the Social Registry of Households are taken into consideration. Also, this record is made per household, not for an individual. This is where the role of the Civil Registry and Identification Service is key, since it verifies the makeup of a formal family.

The Social Registry of Households prefers to use data the government has about individuals and households. This registry integrates 19 databases in the following institutions, among others:

- Civil Registry and Identification Service;
- Internal Tax Service;
- Ministry of Education;
- Social Security Institute;
- Superintendence of Health; and
- Unemployment Fund Administrator.

The information collected is used to get a socioeconomic rating in sections of households. This replaces the Social Protection Form score. The socioeconomic rating recognizes that in the first section relating to 40 percent of the most vulnerable population, it is not possible to distinguish one household from another using only income information. Other variables were added.⁹ The socioeconomic rating is the percentage rank for households based on effective income, the number of people in the household, and their characteristics. Also, to represent the socioeconomic level of households adequately, access to the following goods and services is evaluated:

- Total value of the vehicles owned by members of the household;
- Total value of real estate owned by members of the household;
- Value of the monthly payment to the educational institution where one or more members of the household are enrolled; and
- Value of the health contributions agreed on with the health institution.

Another innovation is that users can review the information that the Social Registry of Households has about them by entering their *ClaveÚnica* on its website. Also, users can ask for procedures to be done online. This is possible because the Registry collects a large part of its information from verified information of other public institutions. The information on each person can be collected and unified in the Social Registry of Households thanks to each person having his or her ID number; users can access this information online using the *ClaveÚnica*.

9 MIDESO. 2017.

2.4 Final remarks

Although governments seeking to improve their civil registration and social protection services can use the Chilean model as an example, institutional design is country specific. There is no single way to design it, and it must be seen as a process.

The Chilean model has been evolving and improving for decades, and is firmly established in society and the public sector. Models for social development that international organizations propose must take into account specific features of each country and its social dynamics. A single institution does not need to be in charge of these processes in a central way: what is important is to have the right administrative procedures in place.

Technology is a key factor. The best way to make use of technology's full potential is to have a developed institutional framework with a high degree of reliability to certify a person's unique legal identity with confidence.

Civil registration is key to social development: that is why it is part of the United Nations' Sustainable Development Goals. Goal 16 is to "build effective, accountable and inclusive institutions at all levels."¹⁰ To do this, every citizen and resident of a country needs a legal identity. Chile was already ahead in this area. But it was not nearly enough. The legal identity does not ensure effective, accountable, and inclusive institutions: that's where the Social Registry of Households comes in. The possibility of a trustworthy system of multiple interconnected databases that can assign social benefits fairly is real, and not only in a negative Orwellian way. It can be used for the benefit of the people, and is being used that way, but it must be developed and implemented carefully, ensuring privacy and efficiency for users.

Also, when processes for civil registration, civil identification, and the issuing of identification documents are being designed, the right incentives need to be put in place. The government supplies certificates and ID documents, but also requires them; this encourages the private sector to require them as well. That is how Chile managed to produce a cultural change: everyone registers vital events and gets ID documents because everyone knows that certificates and ID documents are going to be requested for different procedures.

We cannot speak of inclusive development, social inclusion, or financial inclusion if we cannot guarantee a basic human right such as the right to a name. But we must be careful not to overthink this. At some point, knowledge must become policy. Without guaranteeing the right to a name, we are left only with statistical information, which is important but clearly not enough.

10 United Nations. 2019. Sustainable Development Goal 16: Progress of Goal 16 in 2019. sustainabledevelopment.un.org/sdg16

Acronyms

- ID Identity
- MIDESO Ministry of Social Development
- SRCel Civil Registry and Identification Service



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