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Recommendation for funding for a short-duration country programme**

Southern Cone area: Argentina, Chile and Uruguay

Summary

The present document contains recommendations for funding from regular resources and other resources for the country programmes of the Southern Cone of Latin America (Argentina, Chile and Uruguay), supported through an area-office management structure. The Executive Director *recommends* that the Executive Board approve the country programmes for Argentina, Chile and Uruguay in the amount of \$4,500,000 from regular resources, subject to the availability of funds, and \$11,100,000 in other resources, subject to the availability of specific-purpose contributions, for the period 2002 to 2004.

* E/ICEF/2001/12.

** The figures provided in the present document are final and take into account unspent balances of programme cooperation at the end of 2000. They will be contained in the summary of recommendations for regular resources and other resources programmes for 2001 (E/ICEF/2001/P/L.73).



Introduction

1. This recommendation presents the programmes for the three countries of the Southern Cone area, framed by a common strategy and managed through an area management plan. The shared strategic framework is based on similarities among the three countries in the nature of problems of children and adolescents, as well as the results of past UNICEF cooperation. It also responds to the interest of the three Governments to increase intercountry cooperation. Although the proposed country programmes are rooted in certain commonalities, each responds to country-specific conditions that give final shape to UNICEF cooperation.

2. Argentina, Chile and Uruguay are relatively advanced in economic terms, and have met most of the goals of the World Summit for Children. However, in spite of important government efforts and generally favourable basic social indicators, strong inequities persist. Significant percentages of the populations of each country remain impoverished, and a high percentage of the poor are children. Social policies tend to focus on the symptoms of poverty rather than on its causes, and the “rights approach” to development has not yet been fully applied. UNICEF is being asked by the Governments and civil societies in these countries to identify and address pivotal issues that bear on children’s enjoyment of their rights, and to help generate social commitment to child rights to the point where the process of change in favour of children becomes irreversible.

3. Governments in the three countries are actively promoting channels for integration and cooperation to deal with common social problems. In the larger regional context, such treaties as MERCOSUR (*Mercado Común del Sur*) (Common Market of the Southern Cone) are strengthening political and economic ties. Non-governmental organizations (NGOs) and the private sector are increasingly expanding their activities beyond national borders. As an international body with cross-border linkages of its own in the Southern Cone, UNICEF is an asset in supporting growing intercountry relations.

4. The commonalities among the three countries provide opportunities for convergence in programming and operational practices. Similar social problems require solutions adapted to particular local circumstances, but there is added value in the systematic interchange of experiences, best practices and institutional resources among countries. Several area-wide programme initiatives are under way and, since 1997, the senior staff of the three offices comprise an area management team. In January 2001, UNICEF inaugurated a single processing centre for operations, finance and administration to serve the three countries.

5. Since the Executive Board decided to revise criteria for the allocation of regular resources in 1997, Argentina, Chile and Uruguay have been designated as “countries in transition” towards alternative modes of UNICEF cooperation. The present recommendation reflects a new paradigm for the work of UNICEF in middle-income countries, which has been developing since 1997. The Board’s decision led to a proposal by the Latin America and Caribbean Regional Management Team for “self-funded programmes”, and triggered a process of change that affected the programmatic role, operational structure and fund-raising capacity of UNICEF. This process and its accomplishments will be capitalized upon throughout the 2002-2004 programme cycle to progress further towards a programmatic presence that does not depend on regular resources. Private sector

fund-raising efforts are under way, with differing degrees of success. Argentina's well-established and successful private fund-raising history permits an early phasing out of regular resources support, while additional time is required to develop such a capability in Chile and Uruguay. UNICEF will require a small but sustained presence in the three countries if it is to remain attuned to social and political processes and respond to demands for cooperation. Based on the conclusions of the 1999 mid-term review (MTR), the present recommendation is for programmes with a three-year duration that are proposed as a new phase in the context of changing, but continuing, UNICEF cooperation.

The situation of children and women

6. In Argentina, Chile and Uruguay, economic growth over the past decade was generally strong, particularly before the Asian financial crisis of the late 1990s. However, progress in redistributing income to benefit the less advantaged ranged from moderately good to poor.

7. Although Argentina enjoyed strong economic growth in the first half of the 1990s, performance began to deteriorate at mid-decade, and the country entered a prolonged recession in 1998. Likewise, the poverty rate declined from a high of 30 per cent in 1990 to 22 per cent in 1995, but has since increased to 34 per cent of the population, including 45 per cent of all children. Income disparities increased over the course of the decade, and marked regional disparities have persisted. Some 5 million children live in poverty.

8. In Chile, in a context of strong economic growth, rates of poverty have been reduced from over 40 per cent in 1990 to 21.7 per cent in 1998. Children continue, however, to be relatively more affected, with one third of children under the age of 14 years living in poverty.

9. In Uruguay, according to the Economic Commission for Latin America and the Caribbean (ECLAC), economic growth over the past decade has been accompanied by a reduction of poverty levels, from 18 per cent of the population in 1990 to 12 per cent in 1998. However, according to the United Nations Development Programme (UNDP), poverty is high among children and adolescents. In 1994, 38.1 per cent of children under five years of age lived in poor households; the figure had risen to 46.5 per cent in 1997. Although regional and social disparities are less pronounced than in the other countries of the Southern Cone, they are increasing and threaten the traditional homogeneity of Uruguayan society.

10. Social expenditure, although variable, has been traditionally high in the Southern Cone. In Chile, increases in health and education spending in the 1990s have countered the drastic cuts applied during the previous two decades. In 1999, total social expenditure, including social security, amounted to 67.8 per cent of total government expenditure, or 16.6 per cent of the gross domestic product. In Uruguay, social expenditure is high, at 22.5 per cent of gross national product. However, investment in children is relatively small. Argentina presents a similar picture, with total social spending amounting to 62.3 per cent of public expenditure in 2000, two thirds of which are committed to social security.

11. National averages conceal socio-economic, geographic, ethnic, age and gender disparities. Increasingly, different actors, including the Governments, recognize that

neither market mechanisms nor the current social policies have reversed the significant inequalities in income distribution, and that national economic progress has not brought social mobility, access to rights or gender equality to significant percentages of the population. The effectiveness of palliative social programmes, particularly with respect to the poor, has been limited. Despite generally satisfactory rates of basic service coverage, differences in the quality of the services provided to the wealthy and to the poor have maintained traditional inequities rather than create opportunities to overcome them.

12. At the same time, the return to democracy in the Southern Cone has given rise to awareness that social equity and well-being are indispensable to sustained economic growth. These issues are present in political debates and agendas, the media and public opinion. This awareness provides fertile ground for the promotion of children's and women's rights. It allows for growth of the conviction that poverty and disparities which lead to exclusion and limit upward social mobility are not inevitable, and that poverty and disparities which deny a substantial proportion of children their rights are unacceptable and must be combated. The seeds for such an ethic are there, but as yet there is no self-sustaining movement or "critical mass" in the societies of the Southern Cone to work consistently and continuously in favour of children.

13. An analysis of accomplishments and shortfalls in terms of rights shows that there are distinctive differences, as well as strong similarities among the three nations. In particular, some common institutional mechanisms and social values that shape children's destinies are found to be pivotal obstacles or issues in the process of promoting and protecting child rights. Five common issues were identified: (a) institutionalizing at-risk children; (b) equitable access to quality education; (c) child labour; (d) the difficulties faced by families in fulfilling their role as primary caretakers, protectors and educators of children; and (e) societal difficulties in dealing with adolescents as subjects of rights.

14. The first pivotal issue refers to the institutionalization of at-risk children. Paternalism and charitable approaches reflect society's predominant belief that impoverished parents are incapable of raising children and that responsibility should be taken on by State-supported institutional homes. These institutions play an important role in the current design of social policies for children and account for a significant portion of resources spent. Long-standing legislation in the Southern Cone tends to solve children's problems (and treat "problem children") by placing them in institutions, irrespective of whether the child is a victim or law offender, suffers from a physical or mental disability or belongs to a family considered too poor to provide adequate care.

15. In Argentina, the Convention on the Rights of the Child was ratified in 1990 and incorporated into the Constitution in 1994, as was the Convention on the Elimination of All Forms of Discrimination against Women. However, national civil and criminal law have yet to be revised to ensure consistency with the Conventions. So far, 5 of 23 provinces and the city of Buenos Aires have reformed civil and judicial procedures to protect child rights, and the reform of laws is on the agenda of the National Government. For the most part, however, the child is perceived as an object for guardianship rather than a subject of rights, and the State's protective measures for children are regulated by a judicial framework that fails to differentiate between legal and criminal problems and those that derive from poverty. In both

cases, children are subject to institutionalization without due process. The system is haphazard, and there are no reliable figures or even estimates of the numbers of children in institutions or the reasons for their being there.

16. Chile also ratified the Convention on the Rights of the Child in 1990, and the Government is taking initiatives to change national laws. None the less, when dealing with children the justice system mixes protection with repression, courts deal with law offenders and children whose rights have been violated in a like manner, i.e. without due process. The obsolete protection system for minors keeps over 23,000 children and adolescents in closed institutions, with another 100,000 in special institutions as a result of such diverse problems as abandonment, behavioural disorders, disabilities or legal offences.

17. Although Uruguay has ratified the Convention on the Rights of the Child, and a new Children and Adolescents' Code has been under discussion in Parliament for the last five years, harmonization of the law with the Convention is unfinished. Children in conflict with the law may be incarcerated without due process, and children may be separated from their families and institutionalized solely for reasons of poverty. The Government has undertaken steps to improve birth registration because too many children, particularly from the poorest sectors, are not registered at birth. Non-compliance with this basic right to a name and nationality limits the child's access to other rights, including health and education, in later life. Current birth registration regulations contain other flaws; adolescents are not permitted to register their children, and children who are not registered, for whatever reason, are assigned a surname at random by the State.

18. Access to and the quality of education is a second pivotal issue. All three countries have very high levels of access to primary education, and for several years the three Governments have been implementing important educational reforms aimed at improved quality and equity in education. However, the availability of early childhood and pre-school education remain challenges, as do secondary school enrolment and drop-out rates. A poor child with fewer than 12 years of education is likely to remain poor. The current design of educational policies, the respective roles of the public and private sectors, the funding structure and the cultural context allow replication of disparities in the quality of education, discrimination and exclusion, and only incipiently promote the participation of the family in the education of their children. Taken together, these factors lead to significant differences in learning achievements and performance. Public awareness of and the demand for the right to equity in education is in an early stage, and the underlying structural issues of inequity are just beginning to be recognized.

19. In Argentina, the net primary enrolment rate is above 96 per cent. Access to and performance in secondary school is less satisfactory; the average length of schooling is 14 years for higher-income children compared to 7.9 years for the less privileged. The causes of school repetition and drop-out rates include the need to work to help support the family; the perceived irrelevance of secondary education; the lack of family support; and among girls, early pregnancy and responsibility for household chores and family care.

20. Chile presents a similar picture. Primary school coverage is above 96 per cent, and even secondary enrolment reached 86.9 per cent in 1998. However, the education system replicates inequities and socio-economic segmentation of society, with administrative and financing mechanisms that favour schools attended by

children who are better off. Low learning achievement prevails in almost one half of the “poor” schools compared to less than 5 per cent of those in higher-income brackets. Poorer children are more likely to leave school early, entering the labour market in low-paying jobs with little opportunity for advancement. Children with disabilities are only beginning to be included in regular education. Early childhood development (ECD) is a recently renewed government priority. The sector is still fragmented, and quality outreach services to empower families with child-care knowledge and skills are limited. Only about 30 per cent of children below the age of six years are covered by any programme (e.g. support to families or pre-school), with little coverage for children under the age of four years.

21. In Uruguay, access and completion rates for pre-primary and primary education are high. Some 89 per cent of four- and five-year-olds attend pre-primary school, and net primary school enrolment has been above 93 per cent for several decades. Grade repetition and drop-out start early in secondary school. Only 60 per cent of children complete the middle cycle, and 30 per cent complete high school. The quality of education also varies, and a significant proportion of primary school students have difficulty passing standardized language and mathematics tests. Only 30 per cent of secondary school teachers hold degrees qualifying them to teach at that level. Schools are perceived as the responsibility of the State, and there is little encouragement for student or parental involvement in their management.

22. The third pivotal issue is child labour. Despite progress owing to the creation and functioning of national commissions for the eradication of child labour, the practice continues to be culturally accepted, and there is limited awareness of its magnitude and effects. Children from impoverished households are often forced to drop out of school and work, becoming non-skilled labourers who are unlikely to escape poverty.

23. An estimated 120,000 Chilean children under 18 years of age, 47,000 of whom are under 15 years of age, are working. Of child workers under 15 years old, one quarter have left school, and of those between 15 and 18 years old, only 20 per cent attend school regularly. Several studies show that female child labour is underestimated. Domestic chores, child-rearing and elderly care are considered women’s responsibilities and remain underreported as labour.

24. Uruguay’s child labour incidence has only recently been measured. An estimated 5 per cent of children 12-14 years old work, as do 20 per cent of children aged 14-17 years. More than 60 per cent of the latter group have left school and work in extremely low-paying jobs, with grim prospects for economic advancement.

25. In Argentina, an estimated 252,000 children under the age of 14 years are working in urban areas, most of them for extremely low wages in the informal economy. Another 60,000 work in rural areas, often travelling with their families — and away from their schools — to harvest cotton, tobacco and other crops.

26. A fourth pivotal issue is the hardship many families face fulfilling their role as primary caretakers, protectors and educators of children. Insufficient resources, gender inequities, authoritarian practices and intra-family violence constitute obstacles to ensuring that every child can grow in a supportive family environment. This cultural reality is coupled with a fragmentation of public policies to empower families in their caretaking and protective roles.

27. In Chile, many families have difficulties in establishing nurturing relationships. A UNICEF study in 2000 showed that 75 per cent of children report being affected by some form of violence by their parents. Compared to an earlier study in 1994, severe physical violence against children fell by 26 per cent, but it still affects one out of every four children. Traditional gender roles give rise to diverse expressions of inequity, discrimination and authoritarianism, which begin in early childhood and continue throughout the life cycle. The nuclear family is considered the ideal in large segments of public opinion, as reflected in the unsatisfactory response of certain services to the needs of other family structures (e.g. single mothers, women-headed households and multi-family households).

28. A 1999 study in Uruguay noted that up to 34 per cent of girls and 43 per cent of boys reported being subjected to some form of violence. (The definition of violence differs in the Chilean and Uruguayan studies and should not be compared.) Among adults, nearly all family violence — 97 per cent of reported cases — is directed against women. Statistics on intra-family violence and gender-related violence in Argentina are incomplete, but evidence suggests the phenomenon is widespread.

29. The difficulty of society to deal with adolescents as subjects of rights constitutes the fifth pivotal issue. The predominant feelings about young people in the Southern Cone range from concern to fear, reinforced by the media through a negative and often misinformed portrayal of youth. Adolescents are not recognized as actively contributing members of society. This is reflected in the lack of public policies to improve their social standing or promote their participation in the decisions that affect them and their environment. In all three countries, the media and some political circles persist in blaming youth for increasing crime and security problems, although accurate figures are lacking.

30. In all three countries, adolescent health rights are an important issue, and one of the factors that reproduce poverty and generate obstacles to adolescent development and the development of their children is early pregnancy. In Argentina, there is no national programme for reproductive health, although some provinces and municipalities have taken an initiative in this area. In some provinces, nearly one quarter of all births occur to girls under the age of 19 years, and 10 per cent of urban girls aged 15 to 19 years are or have been pregnant. A similar situation is developing in Uruguay, with 17 per cent of all births now occurring to adolescent mothers, and in Chile, with 16 per cent.

31. The same is true for sexually transmitted diseases. Rates of HIV/AIDS infection in the Southern Cone continue to increase, particularly among women, as the average age at infection decreases. In all three countries, the highest rates of AIDS prevalence occur in the 21- to 30-year-old age group, indicating that the original HIV infection likely took place during adolescence. Uruguay presently reports approximately 1,000 confirmed cases of AIDS, Chile 3,800 and Argentina over 17,000. While such numbers may not seem dramatic when compared to those elsewhere in the world, the historical lesson is that strong preventive programmes, aimed at adolescents in particular, should be put in place.

32. There are gender aspects to each of these priority issues. While some issues may seem to affect boys more than girls, such as child labour, the three societies remain paternalistic, and gender discrimination generally affects girls rather than boys. The prevalence of stereotyped gender roles affects the autonomy of girls, their

participation in the public sphere and their being perceived as subjects of rights. Child labour among girls is related mainly to domestic chores, emphasizing the home as the exclusive responsibility of women and, as such, housework is not necessarily recognized as child labour. Violence against girls, both within and outside the family, continues to affect all socio-economic sectors. While girls' education levels match those of boys in all three countries, the labour market discriminates in favour of men in terms of opportunities and salaries. Women's representation in Government, on the other hand, has been increasing in all three countries. In Argentina, national law requires that political parties nominate equal numbers of women and men in legislative elections.

33. The Committee on the Rights of the Child has also flagged several of these pivotal issues. For Argentina, the Committee expressed concern about the effective coordination between the different levels of Government for implementing the Convention. The Committee recommended the establishment of a juvenile justice system, with training of law enforcement personnel and judges on the international standards on juvenile justice, and greater efforts to provide families with education on the equal responsibilities of parents and how to prevent intra-family violence. The Committee recommended measures against school drop-outs and to encourage the active participation of children and adolescents in the spirit of article 12 of the Convention. For Chile, the Committee has expressed concern about the existing poverty, and the geographic and social disparities and their impact on the quality and effective access to health services and education. The Committee recommended special efforts to harmonize legislation with the Convention, notably the juvenile justice system, and to fight ill treatment of children. For Uruguay, the Committee also recommended harmonization of the law with the Convention; providing support to families in their child-rearing responsibilities; measures to overcome the lack of birth registration and to combat adolescent pregnancy and child labour; and the establishment of a new juvenile justice system.

34. Moreover, each country has its own peculiarities and additional critical issues which UNICEF must address. For example, even with declining under-five mortality (from 29 per 1,000 live births in 1990 to 21 in 1999), Argentina has been outperformed by other less wealthy countries in the region. Child and maternal mortality rates vary widely among provinces, and according to the age and educational level of the mother. More than one half of infant mortality is considered to be due to preventable causes. UNICEF-sponsored surveys in the mainly rural province of the Chaco and in greater Buenos Aires have detected rates of anaemia of between 50 and 65 per cent in children under the age of two years and of 33 per cent among pregnant women.

35. Although over 60 per cent of children in Argentina are still breastfed at the age of four months, the rate of exclusive breastfeeding at age six months is below 4 per cent. In Chile, exclusive breastfeeding during the first six months reached 45 per cent of children in the mid-1990s, but has since dropped to 39.4 per cent in 2000 and, thus, requires renewed attention. In Uruguay, breastfeeding rates are improving, as 37 per cent of children are breastfed at the age of four months.

36. These pivotal issues exist in each of the three countries, but are manifested to greater or lesser degrees and sometimes in different ways. Each country programme has been designed to address the common pivotal issues according to country-

specific analyses, with objectives and strategies adapted to each country and its specific issues.

Programme cooperation, 1997-2001

37. The overall objectives of the three country programmes, while not formally developed together, were similar in nature. They aimed at: (a) increasing knowledge of the Convention on the Rights of the Child and the situation of children; (b) supporting processes to harmonize legal frameworks with the Convention; (c) improving the quality of basic services in Chile and Uruguay; and (d) supporting implementation of National Plans of Action (NPAs). In Argentina, UNICEF also aimed to assist selected provinces to develop social policies for children.

38. The Executive Board decision's to revise the allocation of regular resources soon after the programmes of cooperation were approved triggered an intense and well-planned review and adjustment of the programmatic role, operational structure and fund-raising capacity of UNICEF in the Southern Cone area. The definitions of the programmatic goals, objectives and strategies were sharpened through identification of the pivotal issues described above.

39. The milestone MTR in 1999 endorsed the strategic redefinition of the role of UNICEF in the Southern Cone, putting less emphasis on service delivery and greater emphasis on communication, to give visibility to neglected issues and on the political and technical aspects of being a catalyst and advocate for child rights. The MTR concluded that UNICEF had a dual purpose in the Southern Cone: (a) to help resolve the pivotal issues that affect children's enjoyment of their rights; and (b) to build a self-sustaining movement to work in favour of children.

40. Many of the programming initiatives to meet this adjusted vision were already broadly defined in the 1997-2001 programmes, and were elaborated or modified as needed in 2000 and 2001. Additional new elements were added during the same period. As a result, the 2002-2004 country programmes will build on a conceptual basis and set of programmatic experiences that are well-established in the present programmes.

41. In the three countries, UNICEF advocacy and technical support to the various actors involved in the process have been relevant in legislative, judicial and institutional reform to ensure coherence with the Convention. In Argentina, substantive progress was made in five provinces (plus the city of Buenos Aires) where new laws have been approved. The process is still under way in several more provinces and at the federal level. In Chile, important advances were made, with the adoption by Parliament of new laws on filiation and adoption. More recently, key decision makers, including in the Ministry of Justice, mobilized around the need to overhaul the child protection system. UNICEF provided technical support for preparing the draft laws to reform the juvenile justice and child protection systems. In Uruguay, UNICEF supported the commission in charge of drafting the Children and Adolescents' Code and the training of officers of the National Minors Institute on child rights' issues. While the Code is still under discussion in Parliament, its adoption would provide Uruguay with a modern juvenile justice system and remove social problems from the judicial system, emphasizing support to families in their child-rearing and rights protection roles. In the three countries, progress towards

approval of new laws has been slower than hoped, but understandable given the complexity of the issues and of the actors and institutions involved.

42. In the three countries, new pilot models for institutional reform were supported, with encouraging results. The city of Guaymallen, Argentina, reoriented resources from the institutional care of children “at risk” to improved social services for families. A network of child rights promoters is linked to a Child Rights Council and municipal professionals to support families in claiming and protecting the full respect of their children’s rights. The model is now being tested in four other large municipalities and has stimulated interest in Chile. In five regions in Chile, UNICEF increased its cooperation with municipalities, regional and local entities, and social organizations by supporting local situation analyses, planning and coordinating mechanisms for the implementation of child rights at the community level. In the municipality of Talcahuano, the first Bureau for Protection of Child Rights was established with UNICEF support as a pilot experience for the future institutional reform of the National Service for Minors. In Uruguay, UNICEF supported the creation of a national network of municipalities to empower communities and generate a social movement in favour of children’s and women’s rights.

43. Child labour has been introduced in the public agenda. In Argentina, UNICEF played a major advocacy role in the creation of the National Commission against Child Labour. With financial support from the Government of the Netherlands, UNICEF published the first-ever study of commercial sexual exploitation of children in Argentina, which has led to the formation of a commission comprising the National Council for Children, the National Council for Women, the Ministry of Justice and the Attorney General’s office. In Chile, UNICEF provided technical support to the Ministry of Labour and the National Committee for the Eradication of Child Labour in the preparation of a national plan on child labour, and raised the issue for public debate through the mass media. UNICEF also provided technical support to the Ministry of Justice for an action plan to eradicate commercial sexual exploitation of children. In Uruguay, UNICEF sponsored a survey to obtain baseline data on the prevalence of child labour, raised the issue for public debate, and participated actively in the government/civil society committee to monitor and address the subject.

44. In the context of the national educational reform in Chile, UNICEF sponsored a series of high-level debates on such critical issues as drop outs, inequities in the educational financing system, discrimination, coverage and quality in early childhood care (ECC) and pre-primary education, and inclusion of children with disabilities. UNICEF publications on these themes were complemented by massive information campaigns on the right to education, and by studies on best practices in high-performing schools, co-published with the Ministry of Education. As a result, several of these issues became the subjects of specific government programmes. In pilot areas in Uruguay, UNICEF has promoted community participation and increased parental involvement as a basis for strengthening pre-school education, and has provided technical and financial support for the training of primary school teachers throughout the country.

45. In health, UNICEF Argentina supported surveys in Chaco and in greater Buenos Aires that revealed a high prevalence of anaemia in children and women. This led the provincial governments to revise their nutritional supplementation programmes and the national Government to introduce iron-fortified milk into its

food distribution programmes. The Baby-Friendly Hospital Initiative (BFHI) covers 35 hospitals (with nine newly-certified institutions in 2000 alone), and more than 15 per cent of all births now take place in a “baby-friendly” maternity. A UNICEF-piloted methodology for monitoring and analysing infant mortality as a basis for improving health care has been adopted by the Ministry of Health. In Chaco, a system of local programming has been promoted in which health centres take a proactive approach to maternal and child health, and parents are encouraged to take advantage of existing services. The results were the reduction of infant mortality rates from 26 to 22 per 1,000 live births over a five-year period. This system is now being considered for adoption at the national level. In Chile, in the context of the national health sector reform, UNICEF, the Pan American Health Organization (PAHO) and the United Nations Educational, Scientific and Cultural Organization (UNESCO) have supported the Ministry of Health in drawing attention to the need for integrated adolescent health care and for continued support to breastfeeding and BFHI. UNICEF also continued to advocate against violence against children, participating in government campaigns and in monitoring their impact. In cooperation with the Inter-American Development Bank (IDB), UNICEF conducted a study of innovative experiences in caring for child victims of violence. In Uruguay, UNICEF supported the National Breastfeeding Programme as the promotion of BFHI and supported some small, pioneering non-governmental initiatives on reproductive health education for adolescents.

46. UNICEF helped to build a knowledge base and disseminate information on children and their rights through statistical bulletins, information packages, publications and teaching materials. The promotion of rights progressed from generic discourse on the Convention on the Rights of the Child to more a focused communication strategy targeting country-specific aspects of obstacles to rights.

47. In Chile, the arrival of a new Government in 2000 raised the place of the child on the public agenda, culminating in the adoption of a series of policy decisions, most importantly the National Policy for Children and Adolescents and a National Action Plan 2001-2010. The latter, a joint effort by 22 public agencies, coordinated by the Ministry of Planning with support from UNICEF, represents an important step in translating the Convention into public policy. In Argentina and Uruguay, UNICEF made important achievements in integrating the child rights perspective in society in general and in social policies in particular, strengthening relations between government and social organizations focused on children. Several studies were instrumental to this effect.

48. As a consequence of efforts to redefine the role and presence of UNICEF in the three countries, the three country programmes started generating and consolidating area-wide efforts. The MTR approved this intercountry coordination and recommended its continuation, noting that coordination among the three offices through the Area Management Team had led to a sound and shared framework for UNICEF cooperation in the Southern Cone. This joint approach is seen in several intercountry activities. The Monitoring of the Situation of Adolescents and Children in the Countries of the Southern Cone (MOSAICOS) initiative is a tool for database construction and comparative analyses of topics of common interest, with the first phase focusing on adolescence. UNICEF has designed and sponsored an annual international course for judges, prosecutors and legal experts on juvenile justice, as well as study visits and workshops for parliamentarians to bring together decision makers with different backgrounds to share their knowledge and build networks. A

common initiative is being developed on the issue of adolescents and public security and another on local development. Common communication projects have been developed in cooperation with international news agencies, and publications are now coordinated area-wide.

49. Private sector fund-raising has become a corporate priority in the three Southern Cone offices. Argentina, with experience dating back 10 years, is the most successful; and Uruguay has seen some recent success in establishing corporate partnerships, while progress is incipient in Chile. Under the “Southern Cone Development Plan”, the offices are establishing mechanisms to support such initiatives on an area-wide basis.

50. In Argentina, in spite of the recent economic difficulties, UNICEF has been successful in local fund-raising for local programmes as well as for overseas emergencies. Income from corporate and individual contributions exceeded \$2.5 million in 2000. Increases in contributions from the business community and, more importantly, a broad base of small individual donors, reflect the importance that Argentine society attaches to children’s issues and its confidence in UNICEF to defend and promote child rights. In Chile, market research indicates a potential for private sector fund-raising, but it may take some time to develop. Efforts in this area began in late 1998, with an initial focus on cultivating corporate partnerships. Uruguay, with average annual sales of 350,000 to 380,000 greeting cards over the past decade, is one of the largest per capita markets in the world for UNICEF cards. Building on the long-standing public image resulting from greeting card sales, UNICEF began systematically seeking private and corporate contributions in late 1998. Progress has been encouraging, particularly with the corporate sector.

Lessons learned from past cooperation

51. An important transversal component of past cooperation is related to programming for and with adolescents through, among other things, issues of secondary education, child labour, juvenile justice, and adolescent health and participation. This has required work on such sensitive issues as public security, adolescents and violence, and adolescents and the media, where the general social consensus behind classical child-related issues is not necessarily present. As a result, new technical skills and capacities to create alliances with a broader range of actors, including judges, prosecutors, police and political parties, were developed and will continue to be critical to the new country programmes.

52. Ongoing experience in the Southern Cone shows that harmonizing laws with the Convention on the Rights of the Child is a slow and complex process, not only because of the complex nature of these societies, but also because of its implications. Legal reform must go beyond adjusting texts to reforming institutions, creating new institutional capacities, redirecting existing budgets, and negotiating greater investment in universal social services for children and their families. While technical support is being provided to develop new legal texts, policy dialogue has to entail the demonstration of the effectiveness and efficiency of new approaches with technical partners, the Ministry of Finance and political stakeholders. UNICEF has gained experience and credibility in both spheres and should continue to feed into the process, which is far from complete.

53. It is clear that addressing the “supply side” of policy formulation and legal and institutional reform is not enough to ensure the full realization of rights. The municipal-level experiences in all three nations show that the demand from the local population has a positive impact on the offer of services. UNICEF work in education in Chile presents another example. The policy dialogue was effectively complemented by the building of parents’ associations, which provided them with information on rights, and strengthening the services dealing with complaints. This dimension will have to be strengthened further in the future.

54. UNICEF has progressed in promoting new policies and sensitizing service providers on child rights in all three countries. Today, more people know about the existence of the Convention, but what implementing the Convention means to day-to-day life in schools, health services, the streets, the media as well as in relations between adults and children, is far less clearly understood. Building new types of capacities so that the Convention is implemented at the level of service delivery is becoming a pressing need. Future UNICEF cooperation will support the development of an in-depth understanding and implementation of the rights approach in the curricula of universities and in-service training packages of a diverse range of institutions.

55. UNICEF has learned that in order to play its role effectively in the policy dialogue in countries where media and social communications are very influential, it must develop a visible image. To involve relevant actors from various sectors and to be able to voice publicly concern over controversial child rights issues, UNICEF must be recognized for its technically sound, ethical and pioneering vision. Obtaining this visible profile has been possible through a modern and complex strategy for brand positioning and management. It is also a prerequisite for successful local fund-raising.

56. While service delivery projects are easy to publicize and attractive for fund-raising, a good communication programme that informs the public about the value of longer-term developmental approaches has also been effective in increasing the UNICEF donor base in the area.

57. Finally, UNICEF has demonstrated that programmes can succeed by integrating core staff spread over the three countries with national expertise widely available in study centres, private corporations, universities and the labour market. A similar operational conclusion was reached with the successful restructuring of the operations functions of the three offices into one processing centre serving all three. UNICEF has concluded that it can streamline its presence further. The future area-wide support structure for implementing the country programme and related communication and fund-raising strategies foresee further rationalization of a small number of core staff, combined with outsourcing locally available expertise.

Area programme strategy, 2002-2004

58. The new programmes of cooperation proposed for Argentina, Chile and Uruguay have two overarching goals: (a) to identify and address a set of specific social mechanisms that prevent children from exercising the full range of rights embodied in the Convention on the Rights of the Child; and (b) to build a critical mass of persons and institutions adhering to the principles of the Convention, ensuring that sustainable change permeates cultural, political and social structures.

59. UNICEF in the Southern Cone will pursue as specific goals: (a) making education a life-long tool for equal opportunity and social mobility; (b) eradicating child labour; (c) separating the management of juvenile penal infractions from the management of social problems; (d) empowering families as primary caretakers, protectors and educators of children, both in terms of knowledge and attitudes and of policies that ensure better conditions for them; (e) changing the perception of adolescents and of policies directed towards them; and (f) mobilizing social and government institutions to adopt a rights perspective. While overall and specific goals require a long-term perspective, the UNICEF response to and role in the evolution of child rights issues in the three countries must be flexible. Therefore, a three-year time-frame is proposed for the present period of cooperation. While not sufficient to achieve the long-term goals, it will permit measurable progress towards specific objectives in each country.

60. The majority of programming efforts will remain country-specific. While oriented towards the achievement of the common goals, the country programmes will have national objectives, strategies and lines of action. They are the result of analyses of the situation of children and women and of past programme experience. They also reflect national priorities and take into account the regional UNICEF strategy that combines work for policy reform with support to policy implementation at the local level and builds social demand for child rights. Each programme has benefited from the recommendations of the Committee on the Rights of the Child on the respective State party reports and the work surrounding the United Nations Special Session on Children.

61. However, some issues of common concern can be addressed in an intercountry fashion. Mainstreamed in the individual country programmes, these common or intercountry initiatives range from sharing of experiences to more coordinated administration of common programming approaches. These include continuation of the MOSAICOS initiative; expansion of the international course on juvenile justice as a broader, university-based, capacity-building initiative for child rights; continuation of recent initiatives on adolescence and public security, and on local development; study visits and network-building among local government and civil society organizations (CSOs); and continued collaboration with international news agencies. Upcoming opportunities for intercountry activities are in ECD, promotion of breastfeeding, and analysis and action on gender issues.

62. In each of the three countries, the United Nations country team, under the leadership of the resident coordinator, has prepared a Common Country Assessment (CCA). The CCAs have, in turn, fed into the preparation of the present country programme proposals. Because of the changing nature of United Nations cooperation and presence in the three countries, the respective country teams, in consultation with the United Nations Development Group, have determined that the preparation of United Nations Development Assistance Frameworks would not be appropriate. Rather, the country team members coordinate their work through active thematic groups (on HIV/AIDS, gender and communication) and regular consultations under the auspices of the resident coordinator system.

63. Achieving the programmatic goals will entail the following implementation strategies in each country: (a) lines of action will move towards the two overarching goals simultaneously; (b) cooperation with governmental and non-governmental institutions will take place at both central and local levels, and encourage social

empowerment; and (c) alliances with a variety of partners will be strengthened, with special efforts directed towards the media, the business community, and the legislative and judicial branches of Government in order to raise awareness of the situation of children and their rights, broaden the spectrum of child rights supporters, and increase public understanding and commitment to the local and global mission of UNICEF.

A. Argentina

Basic data^a

(1999 unless otherwise stated)

Child population (millions, under 18 years)	12.2
U5MR (per 1,000 live births)	21
IMR (per 1,000 live births)	18
Underweight (% moderate and severe)	..
Maternal mortality ratio (per 100,000 live births)	41
Literacy (% male/female) (2000)	97/97
Primary school enrolment (% net, male/female) (1991)	96/96
Primary school children reaching grade 5 (%) (1997)	94
Use of improved drinking water sources (%)	..
Routine EPI vaccines financed by Government (%)	100
GNP per capita (US\$)	7 550
One-year-olds fully immunized against:	
Tuberculosis	99 per cent
Diphtheria/pertussis/tetanus	88 per cent
Measles	99 per cent
Poliomyelitis	91 per cent
Pregnant women immunized against tetanus	.. per cent

^a Excerpted from the publication "Progress since the World Summit for Children: A statistical review", prepared as a supplement to the Secretary-General's report "We the children: End-decade review of the follow-up to the World Summit for Children" (A/S-27/3), and therefore may differ from data contained in the text of this document.

Recommended programme cooperation, 2002-2004

	<i>Estimated annual expenditure (In thousands of United States dollars)</i>			
	2002	2003	2004	Total
Regular resources				
Promotion and protection of civil and social rights	500	200	-	700
Knowledge, communication and mobilization	100	100	-	200
Cross-sectoral costs	-	-	-	-
Subtotal	600	300	-	900
Other resources				
Promotion and protection of civil and social rights	1 280	1 515	1 700	4 495
Knowledge, communication and mobilization	800	850	950	2 600
Cross-sectoral costs	320	335	350	1 005
Subtotal	2 400	2 700	3 000	8 100
Total	3 000	3 000	3 000	9 000

Country programme preparation process

64. The proposed country programme was developed in collaboration with the Ministries of Social Development, Health, Labour and Education, as well as the National Council for Women and the National Council for Children and the Family, under the general coordination of the Ministry of Foreign Affairs. Consultations were held at the provincial level in Chaco, San Luis, Chubut and Misiones, and in the province and autonomous city of Buenos Aires on subnational programming. The Argentine Paediatrics Society has been most helpful on health and nutrition issues. Consultations on the programme proposal have been held with UNDP, PAHO/World Health Organization (WHO), the International Labour Organization (ILO) and UNESCO.

Country programme goals and objectives

65. In common with the area goals, the overall goals of UNICEF cooperation in Argentina are to: (a) resolve pivotal issues that bear on children's enjoyment of their rights; and (b) build a "critical mass" — a permanent public movement — in favour of child rights. These goals will be pursued through two programmes; the promotion and protection of civil and social rights; and knowledge, communication and mobilization for rights.

66. To resolve the pivotal issues, the country programme has the following objectives: (a) reform of national and provincial legislation to ensure coherence with the Convention on the Rights of the Child; (b) institutional and legislative reform in

selected areas to ensure a rights approach to social services for children and families; (c) reduction of under-five and maternal morbidity and mortality; (d) increased retention rates in the educational system through improved quality of education and policies to reduce child labour in the country; and (e) open opportunities for youth and adolescent participation in civic and social issues, and improve their access to knowledge on health and other issues of special concern to the age group, including HIV/AIDS prevention.

67. Objectives for building the “critical mass” in favour of rights include: (a) creating and spreading new information about children, adolescents, women and families; (b) broadening and deepening understanding of children’s, adolescents’ and women’s rights through communication and advocacy campaigns; and (c) mobilizing social actors and resources to increase the demand for compliance with the two Conventions.

Relation to national and international priorities

68. The Government has recently launched a National Pact for Children, with the support of provincial authorities, non-governmental, civic and religious institutions and the United Nations system, especially UNICEF. The Pact provides the framework for the proposed country programme. In addition, the Ministry of Justice and the Attorney General’s Office are committed to promoting legislative reform with respect to the Convention on the Rights of the Child, and the National Council for Children and the Family is making the promotion of family-oriented social services for children a priority. UNICEF supported the preparation of the Ministry of Health’s national plan for the reduction of maternal and child mortality and will support its implementation. Access to quality education and the eradication of child labour are joint priorities of the Ministries of Labour and Education and are among the objectives of the Government’s ongoing educational reform. It must also be noted that the Argentine people have a traditional sensitivity to children’s problems, which must be nurtured, along with a growing media interest in child rights issues.

Programme strategy

69. The country programme will adopt four strategies: (a) knowledge generation and training to provide information about critical issues of child and adolescents rights; (b) advocacy to inform the political sectors, civil society, technical teams and media about the critical issues in order to place them on the social and political agenda; (c) technical assistance, especially at the local level, to transmit skills for the development of social policies, with the objective of finding sustainable social, technical and fiscal solutions; and (d) identifying lessons learned and ensuring their dissemination to speed the replication of successes and assist pilot programmes to go to scale. Given the federal system in Argentina, the country programme will continue to work at the provincial level to help replicate proven successes, and at provincial and municipal levels to test new approaches.

70. **Promotion and protection of civil and social rights.** This programme addresses the first of the main country programme goals through five projects. The legal reform and integral services for rights protection project will use technical assistance and advocacy to mobilize legislators, jurists and civil society in support

of national and provincial legislative reform to create rights-based legal frameworks for the integral protection of children and for juvenile justice in at least five additional provinces, and at the national level. Integral services for rights promotion requires a strong legal framework, as well as municipal and community social services, including specialized child rights protection entities, to reach and support families as the first protectors of children. Technical support will be provided for the replication of successful experiences from the provinces of Mendoza, Chubut and Buenos Aires, which focus on family empowerment and non-institutional care for children, in at least 20 municipalities of provinces where legal reform has been enacted.

71. The reduction of maternal and child mortality project depends largely on the improvement of health services, including prenatal care, and improved utilization by the public. To help meet the national goals for maternal mortality reduction, UNICEF will continue to provide technical support in improving local management of health care and in replicating the successful experiences of Chaco province. Financial support will be provided for training health care workers in selected areas. UNICEF will support the national programme for mortality reduction and its implementation in the five provinces with the worst child and maternal mortality indicators through mass communication and mobilization campaigns on basic health issues. This initiative will receive technical support at the national level from PAHO/WHO and will benefit from important infrastructure programmes financed by the World Bank and IDB.

72. The ECD and family empowerment project requires reaching parents and family as the primary environment of the young child. The project will address such nutritional issues as the promotion of breastfeeding by expanding BFHI to 30 more institutions and the reduction of anaemia rates through advocacy for mandatory fortification of wheat flour with iron and the training of health staff in at least 10 provinces on home nutrition practices for the prevention of anaemia. The project will also address family behavioural issues through the promotion of improved child-rearing practices, family relations and the prevention of intra-family violence, using community networks and educational campaigns.

73. The access to quality education and the eradication of child labour project links related issues. UNICEF will support national and provincial ministries of education in reforms to improve the quality of education through the evaluation of curricular changes and compensatory policies designed to keep poorer children in school. The reforms will also promote systems for increased community and parental responsibility in education through the direct participation of parents' associations in order to achieve higher retention rates for students, especially adolescents. UNICEF and ILO will provide technical support to the National Council on the Elimination of Child Labour (which includes the Ministries of Education and of Labour) on policy development, and will support an updated assessment and analysis of child labour in the country.

74. The project on the rights of adolescents will address their neglected rights, especially to participation. Based on studies to be undertaken on the exclusion of youth from decision-making processes on issues which affect them, UNICEF will support at least 10 municipal-level programmes for youth participation in their communities and schools. The studies will rely heavily on the opinions of young people, as will the design of the municipal-level activities. UNICEF will also

provide financial and technical support to national and provincial programmes on reproductive health for adolescents, with special emphasis on HIV/AIDS prevention.

75. **Knowledge, communication and mobilization.** This programme will help build the “critical mass” in favour of children in Argentine society through two projects. The generation of knowledge project aims to: broaden the scope of understanding through research; systematize and unify information on children’s, adolescents’ and women’s issues; and develop constructive policy proposals based on the analyses. Activities will include the maintenance of a database on the situation of children and adolescents, in association with the MOSAICOS initiative; quantitative and qualitative research, in association with universities and other institutions; and formulation of policy proposals that respond to the findings. Research topics will include the effects of parental unemployment and environmental problems on children and adolescents.

76. The communication and social mobilization project will use mass media to generate a broader public understanding of children’s rights and to promote public sector commitment to implementation of the Convention on the Rights of the Child. The project will draw on material developed in the knowledge project, the experiences of the promotion and protection of civil and social rights programme and other sources for the purposes of public education. In cooperation with university schools of journalism and communication enterprises, current and future journalists will be trained in interpreting and presenting the situation of children from a rights perspective. The annual fund-raising telethon will also continue as a vehicle to raise awareness of rights, and will be complemented by other campaigns with the support of the print and broadcast media. The programme will build on existing media alliances to encourage broader commitment of the corporate sector and other actors to children’s issues.

77. **Cross-sectoral costs** will provide funding for programme-wide support staff not included in the support budget. From 2002, these costs will be covered by other resources. From 2004, all programme costs will be met by other resources, nearly all of which will depend on continued successful development of fund-raising within Argentina.

Collaboration with partners

78. Collaborating United Nations agencies in the new programme include PAHO/WHO, members of the AIDS thematic group and ILO on the eradication of child labour. Both agencies concentrate their technical support at the national level, while UNICEF also supports provincial- and municipal-level actions. IDB supports infrastructure programmes for health and education, including a stipend programme to help keep poor children in school. World Bank support to the Maternal and Infant Programme known as “PROMIN” (*Programa Materno-Infantil*), which was designed with UNICEF support, has made an important contribution to the health infrastructure required for the mortality reduction and ECC projects.

79. Cooperation with public universities in Buenos Aires, Cordoba, Mendoza, San Luis and Misiones will be critical for training and policy development on issues of legal and institutional reform. UNICEF will work with selected NGOs on health issues, particularly HIV/AIDS and breastfeeding. The most important funding partner will continue to be the Argentine public; nearly 10,000 individuals now

make monthly contributions of approximately \$10 each. Telephone donations and credit card mailings are the main methods of contributing, and past experience indicates that the number of individual donors can be increased considerably in 2002-2004. This donor base is complemented by the corporate sector, where UNICEF has developed and maintained several important partnerships over the years.

B. Chile

Basic data^a

(1999 unless otherwise stated)

Child population (millions, under 18 years)	5.1
U5MR (per 1,000 live births) (2000)	12
IMR (per 1,000 live births) (2000)	10
Underweight (% moderate and severe)	1
Maternal mortality ratio (per 100,000 live births) (1998)	20
Literacy (% male/female) (1997)	96/96
Primary school enrolment (% net, male/female) (1998)	90/89
Primary school children reaching grade 5 (%) (1995)	100
Use of improved drinking water sources (%) (2000)	93
Routine EPI vaccines financed by Government (%) (1998)	100
GNP per capita (US\$)	4 630
One-year-olds fully immunized against:	
Tuberculosis	94 per cent
Diphtheria/pertussis/tetanus	94 per cent
Measles	96 per cent
Poliomyelitis	95 per cent
Pregnant women immunized against tetanus	.. per cent

^a Excerpted from the publication "Progress since the World Summit for Children: A statistical review", prepared as a supplement to the Secretary-General's report "We the children: End-decade review of the follow-up to the World Summit for Children" (A/S-27/3), and therefore may differ from data contained in the text of this document.

Recommended programme cooperation, 2002-2004

	<i>Estimated annual expenditure (In thousands of United States dollars)</i>			<i>Total</i>
	<i>2002</i>	<i>2003</i>	<i>2004</i>	
Regular resources				
Making rights work	450	450	450	1 350
Communicating and mobilizing for rights	110	70	150	330
Cross-sectoral costs	40	80	-	120
Subtotal	600	600	600	1 800
Other resources				
Making rights work	300	300	300	900
Communicating and mobilizing for rights	270	270	270	810
Cross-sectoral costs	30	30	30	90
Subtotal	600	600	600	1 800
Total	1 200	1 200	1 200	3 600

Country programme preparation process

80. The 1999 MTR marked the beginning of intensive exchanges with national counterparts for defining the new programme of cooperation. Proposals were discussed with a wide range of partners under the leadership of the new Government, which took office in March 2000. A series of meetings were held involving UNICEF, the Ministries of External Relations and Planning, the Chilean Agency for International Cooperation, all the sectoral ministries, the main child rights-oriented NGOs and representatives of donor countries. United Nations agencies, which are active partners in several activities, were consulted at various stages of the process to define strategies and potential roles.

Country programme goals and objectives

81. The two overarching goals of the area strategy are the framework for the country programme. The first objective for the period 2002-2004 is to make progress in six areas identified as critical obstacles to the implementation of child and adolescent rights in Chile: legal and judicial issues; education, child labour; families and child care; adolescent participation and development; and child and adolescent health. This objective will be addressed by the "making rights work" programme, which aims to: (a) produce new analyses of the critical issues and maintain them on the public agenda; (b) generate and sustain processes of legal and institutional reform related to these critical issues; and (c) strengthen networks of public and non-governmental institutions that have incorporated the rights approach and are mobilized to transform their practices in at least five regions of the country.

82. The second objective is to make progress in building a critical mass of rights-oriented citizens and institutions. This goal will be addressed through the communicating and mobilizing for rights programme, which aims to: (a) strengthen the demand of rights holders and their families with respect to the critical issues which the country programme is addressing in five regions; and (b) provide the media with knowledge and the capacity for integrating the rights approach in their news delivery and programmes, for incorporating adolescent and child participation in media efforts, and for improving the quality of their programmes for children.

Relation to national and international priorities

83. The National Policy for Children and Adolescents and the NPA 2001-2010, which was promulgated by the Government in April 2001, are the framework for the country programme. UNICEF contributed to the development of the National Policy and the Plan, both of which were analysed in two workshops with government and social leaders in light of the draft outcome document of the General Assembly Special Session on Children. The workshops were also organized in cooperation with the resident coordinator system. The programme takes into consideration the observations of the Committee on the Rights of the Child concerning the establishment of a juvenile justice system, actions to stem violence against children and a mechanism for monitoring the situation of children's rights.

Programme strategy

84. While each of the two programme components has a specific thrust, the overall organization of the country programme is based on synergistic and coordinated action between the programmes, sectors, and national and local levels. Key programmatic strategies include knowledge generation and debate; advocacy and social mobilization to shape policies and laws; technical support to institutional reform and training; strengthening both demand and fulfilment of child rights in terms of legal protection, educational equity and eradication of child labour; and promoting the participation of adolescents.

85. **Making rights work.** The programme will be implemented through three projects. The project on knowledge generation and analysis will create a solid information base and sponsor relevant research on rights issues. It will be undertaken in collaboration with the national producers and users of information. New indicators, insights and documentation of innovative experiences and best practices linked to child rights will feed into policy-making, and provide tools for monitoring child rights and evaluation of initiatives. The project will analyse such issues as violence by and against children, adolescents' opinions on violence, discrimination in the education system, inclusion of children with special needs in regular schools, and gender issues in adolescent development and participation. The project will be linked with the MOSAICOS initiative and draw on the experience of ECLAC and UNDP.

86. The project on public policies at the national level aims to harmonize political, legal and institutional frameworks with the Convention on the Rights of the Child. Advocacy, technical assistance, training, research and study visits will support efforts to replace the obsolete protection system for minors with protection

mechanisms based on child rights which promote the removal of children from institutions, develop support policies for their families and provide technical input to legal reform. UNICEF will also continue to support the Ministry of Justice in juvenile justice reform, linking it to the Southern Cone initiative on adolescents and public security. Support to the policy dialogue on educational reform will focus on guaranteeing the equal right to education by removing discriminatory practices and norms; improving school management and increased parent participation; extending the coverage and improving the quality of ECD programmes; reducing drop-out rates; and improving the financing system. The capacity of the Ministry of Education's Offices for Educational Information to deal with complaints will be strengthened and monitored. UNESCO will be an important ally in promoting inclusive education. In cooperation with ILO, UNICEF will support implementation of the National Plan for Child Labour Eradication through promoting school retention and strengthening mechanisms to reinsert working children in the school system. UNICEF will support the institutions responsible for ECC (the Ministries of Health and Education and several NGOs) to develop training materials to strengthen family skills in child care, paying special attention to gender sensitivity. Lessons learned from grass-roots experiences with adolescent participation on AIDS prevention, among other issues, will feed into the development of a national policy for adolescents.

87. The project on local-level networking and capacity-building aims to strengthen the demand for effective rights and to transform local-level services, institutions and practices. This will include support for the creation of child rights protection bureaux in one fourth of the country's municipalities. In three regions, the project will contribute to strengthening municipal and regional parents' associations and to holding workshops with municipal education authorities to promote respect for rights throughout the school system. Experience gained about adolescent participation in the design of programmes and policies will be consolidated and expanded. Cooperation between adolescents and health services will develop a peer communication approach to combat the spread of HIV/AIDS. Support will be provided to NGOs to train community trainers to strengthen parents' child-care capacities, promoting non-violent behaviour and gender-sensitive relations. Through continuous collaboration with national authorities of the different ministries, these efforts will be linked to the public policy project to ensure that results feed into national policy formulation and can go to scale.

88. **Communicating and mobilizing for rights.** This programme will be implemented through two projects. In the dissemination of rights and mobilizing allies project, mass communication activities will promote public understanding of and seek to increase the level of government commitment to the Convention. Communication strategies will target the general public or specific groups in support of the "making rights work" programme. Presenting children's issues from a rights perspective, it will contribute to empowering individuals, groups and networks to demand the effective implementation of child rights. The movement created in the course of developing the National Policy and Plan of Action 2001-2010 for Children and in publicizing the outcome document of the Special Session on Children will be the basis for an alliance with counterparts, media, NGOs, the private sector and other actors to consolidate commitment at all levels, particularly in communities.

89. The media and knowledge centre project will take advantage of UNICEF communications skills to provide the media with relevant and timely information on

problems related to child rights, conveying a clear message on issues that affect children. This implies training communicators in the integration of a child rights approach in their work and improving adolescents' participation in the media. In line with the lessons learned, work with the media will increase the public's knowledge about the mission and achievements of UNICEF in Chile and globally in support of local fund-raising initiatives.

90. **Cross-sectoral costs** will provide support services to overall programme implementation. Regular resources will fund core activities related to analysing and understanding the critical issues affecting the rights of children and adolescents, and to policy, legal and institutional reform related to the six pivotal issues identified above. The scope and degree of local-level networking and capacity-building will depend on the success of fund-raising.

Collaboration with partners

91. Close collaboration with a wide range of allies and partners will be critical to ensure results. The programme will continue to collaborate with United Nations agencies, specifically ILO on child labour eradication, UNESCO on special needs education, PAHO/WHO on adolescent health, and ECLAC and UNDP on new child-related indicators. In addition, UNICEF will continue to participate in United Nations thematic groups on human rights, AIDS, gender and communication.

92. UNICEF will provide technical support to coordination between NGOs at the national level and will work with NGOs at local and the policy development levels, according to their specific interests. Partners include the National Association of Municipalities, the Teachers' Union, the National Foundation for Poverty Eradication, private sector groups and corporations, child rights NGOs, the movement of parliamentarians for child rights, the Chilean Association of Radio Broadcasters and universities. At the local level, UNICEF will provide technical support and inputs to the establishment and consolidation of local networks of public organizations and NGOs.

93. Given the transitional status of the UNICEF presence in Chile, locally-generated resources will be very important for the current country programme and for ensuring future UNICEF cooperation. The challenge will be to position UNICEF strongly in a local donor market that is potentially lucrative, but difficult to penetrate. As part of the Southern Cone Development Plan, a comprehensive local fund-raising strategy has been developed to increase product sales, obtain donations from the private sector and build a constituency of individual donors who will contribute regularly to UNICEF.

C. Uruguay

Basic data^a

(1999 unless otherwise stated)

Child population (millions, under 18 years)	1.0
U5MR (per 1,000 live births) (2000)	17
IMR (per 1,000 live births) (2000)	15
Underweight (% moderate and severe) (1995)	5
Maternal mortality ratio (per 100,000 live births) (1998)	26
Literacy (% male/female) (2000)	97/98
Primary school enrolment (% net, male/female) (1996)	92/93
Primary school children reaching grade 5 (%) (1995)	98
Use of improved drinking water sources (%) (2000)	98
Routine EPI vaccines financed by Government (%)	100
GNP per capita (US\$)	6 220
One-year-olds fully immunized against:	
Tuberculosis	99 per cent
Diphtheria/pertussis/tetanus	93 per cent
Measles	93 per cent
Poliomyelitis	93 per cent
Pregnant women immunized against tetanus	.. per cent

^a Excerpted from the publication "Progress since the World Summit for Children: A statistical review", prepared as a supplement to the Secretary-General's report "We the children: End-decade review of the follow-up to the World Summit for Children" (A/S-27/3), and therefore may differ from data contained in the text of this document.

Recommended programme cooperation, 2002-2004

	Estimated annual expenditure (In thousands of United States dollars)			Total
	2002	2003	2004	
Regular resources				
Universal and equitable rights for children and adolescents	265	265	260	790
Empowerment for rights	255	249	248	752
Cross-sectoral costs	80	86	92	258
Subtotal	600	600	600	1 800
Other resources				
Universal and equitable rights for children and adolescents	160	160	160	480
Empowerment for rights	160	160	160	480
Cross-sectoral costs	80	80	80	240
Subtotal	400	400	400	1 200
Total	1 000	1 000	1 000	3 000

Country programme preparation process

94. Discussions on objectives, strategies and actions were held with the Ministries of Health and of Labour, the National Council of Education, parliamentarians, the National Minors Institute, the Supreme Court of Justice and the National Congress of Mayors on the issues addressed in the country programme, including child labour, child health, education, the Children and Adolescents' Code and other legal reform initiatives. Numerous NGOs have been brought aboard as partners, especially around the theme of mobilizing for child rights. The overall programme strategy, as well as specific priority proposals, were the subject of consultations with other relevant United Nations agencies.

Country programme goals and objectives

95. As in the other countries, the long-term goal of the Uruguay country programme is to help overcome specific critical obstacles to children's and adolescents' enjoyment of their rights, and build a permanent movement in favour of children's rights in Uruguayan society.

96. The country programme consists of two programmes. The universal and equitable rights for children and adolescents programme aims to make progress in improving the effectiveness and efficiency of public policies, institutions and programmes so as to guarantee equal enjoyment of all rights enshrined in the two Conventions, especially those related to education, child labour, juvenile justice, adolescents as active actors of social development, and gender equity. The specific objectives of this programme are: (a) harmonization of the law with the Convention

on the Rights of the Child and significant progress in juvenile justice and child protection systems; (b) implementation of laws, policies and programmes which contribute to the reduction of the number of children in closed institutions and the establishment of mechanisms of integration in society, universal secondary and pre-school education (aged 0-3 years); the eradication of child labour through implementation of an NPA; and the creation of family environments favourable to the development of children and adolescents, and full recognition of the adolescents' potential and their access to specific social services; (c) qualitative and quantitative improvement of knowledge about the rights and the situation of children in Uruguay; and (d) progress in evaluating policies and programmes through the development of adequate instruments.

97. The empowerment for rights programme will assist in creating a national movement for the rights of children and adolescents that strengthens social demand and promotes citizens' solidarity and action. The specific objectives of this programme aim at: (a) ensuring significant progress in the implementation of a culture, and related action in public and private life, which recognizes children and adolescents as subjects of rights; (b) the creation and functioning of permanent mechanisms of child and adolescent participation in the education system and in out-of-school life; and (c) increasing civil action and mobilization to claim child rights, including through contributions to fund-raising campaigns.

Relation to national and international priorities

98. The programme priorities coincide with those of the Government and most child rights NGOs in such issues as education, child labour, legal reform and universal birth registration. The recommendations of the Committee on the Rights of the Child on these and other issues have been taken into account, as have the global and regional priorities of UNICEF expressed in the medium-term strategic plan and the global agenda for children, among others. The promotion of a national movement for children's and adolescents' rights is closely linked to the Global Movement for Children.

Programme strategy

99. The programme is designed to address the most important social disparities and cultural obstacles that have a negative effect on children's rights. National resources and external expertise and lessons identified through the area initiatives will permit technical support and training to be provided to strengthen capacities for elaborating, implementing and managing social policies for children. These will be complemented by massive dissemination and sensitization on the Convention on the Rights of the Child, and advocacy for legal and institutional reform. Knowledge generation and analysis will contribute to a better understanding of the situation of children and adolescents, which when communicated through social mobilization actions, will help to generate the "critical mass" of rights-oriented citizens. Subnational programming will amplify the impact of national policies and develop practical models for replication. Participation by adolescents and others will not only help the programmes to succeed, but will offer direct experience in realizing this right.

100. **Universal and equitable rights for children and adolescents.** This programme will be implemented through two projects. The first, on public policies in compliance with the two Conventions, will provide technical assistance and promote public debate, bringing together different sectors of society with the aim of obtaining approval by the Parliament of the new Code for Children and Adolescents, and of furthering subsequent institutional transformations in the juvenile justice and protection systems. While legal obstacles to universal birth registration will be solved through the approval of the Code, UNICEF will also support the development of mechanisms to overcome economic barriers and campaigns sensitizing parents to the importance of registration to help overcome cultural barriers. Universal access to quality education will be supported through reinsertion of secondary school drop-outs into the formal system, increasing pre-school coverage for three-year-olds, and including the topic of rights in curriculum reform at all levels. To promote gender and intergenerational equity and more democratic relationships within families, UNICEF will provide technical support to the National Institute for Family and Women and other women's rights organizations to develop and implement policies and programmes that respect the two Conventions. Similar activities will be developed with organizations working for and with adolescents. Child labour will be addressed through technical assistance to the Committee for the Eradication of Child Labour to design an NPA and promote concrete initiatives. With the Ministry of Health, strategies will be developed and strengthened to prevent the spread of HIV/AIDS among adolescents and to promote exclusive breastfeeding through the age of six months. The institutional capacities of subnational public partners will be strengthened to enable them to monitor and analyse local issues critical to child, adolescent and women's rights; develop integrated responses to the problems; document and share successful experiences; and improve coordination with the central level and build networks. UNICEF will cooperate with the *Intendencias* (provincial authorities) and local CSOs in creating local commissions responsible for the development of municipal child rights protection policies.

101. The knowledge generation and situation analysis project will support analyses of the impact and processes of policies and programmes based on children's and women's rights, and assist the Government and NGOs in the follow-up to global summits. Relevant information on the situation of children and adolescents, specifically the critical social mechanisms affecting their rights, will be gathered and disseminated to the public and decision makers in support of policy development. In cooperation with the Inter-American Institute for the Child, UNICEF will conduct a study to assess the number of children with disabilities. Data on child labour will be improved, and new studies will analyse the reasons children drop out of school. The expected result is the improved dissemination of evaluation practices related to policies and programmes for children and adolescents, and the establishment of spaces to reflect on and discuss children's rights and public policies.

102. **Empowerment for rights.** This programme will be implemented through two projects. The raising awareness project will promote broad understanding and practice of children's and adolescents' rights, focusing on such specific issues addressed as integrated health, child labour, quality education, gender equity, and child and adolescent participation. The project will intensify generic and targeted mass campaigns and sensitization activities in the print and broadcast media, producing and disseminating printed and audio-visual materials to the general public

and to specific audiences (adolescents, teachers, health workers, media, etc.). In addition, multiple training opportunities on the rights of the child, social policies and management of social programmes will be initiated for decision makers, social leaders, opinion makers, business persons and civil servants, particularly at the municipal level. More specifically, a training package will be developed for local governments and operational staff on child rights and guarantees, management of social programmes with a rights perspective and empowering families. In cooperation with the Central Board of Public Education, UNICEF will support the training of primary and high school teachers to address school drop-out and strategies for retaining children and improving student participation in school management. The project will promote a better understanding of and increased demand for the respect and protection of children's rights by parents, children, adolescents and citizens, and produce advocacy materials.

103. Through the participation and active citizenship project, UNICEF and the Central Board of Public Education will promote inclusion of child rights in school curricula, the creation of spaces and mechanisms in high schools for adolescents to practice civic and political rights, and the strengthening of parents' participation in local school boards. Extracurricular opportunities, including sports, cultural and social activities, will be developed and supported at the community level to promote the participation of children and adolescents. The project will support networks that promote child rights and the participation of adolescents, including private sector leaders and journalists specialized in children's and adolescents' issues.

104. **Cross-sectoral costs** will fund support staff not included in the administrative budget. The latter has been strengthened owing to the savings resulting from the restructuring in Argentina and Chile. Regular resources will fund core activities related to analysis, policy development and social mobilization, and the expansion at municipal and local levels will rely on other resources.

Collaboration with partners

105. Cooperation with United Nations agencies will draw on the established thematic groups for gender, communications, social policies and HIV/AIDS. Joint activities in data collection and analysis will be developed with the Inter-American Child Institute, universities, research centres and other important allies. Relevant partners in the programme for universal and equitable rights for children and adolescents will be the National Minors Institute, the National Institute for Family and Women, the National Administration of Public Education, the Ministry of Health, the Ministry of Labour and Social Security, the Parliament, the Supreme Court, the 19 municipalities and the *Congreso de Intendentes* (Council of Intendants). For the empowerment for rights programme, relevant partners will be the media, business people, CSOs and the three national networks of NGOs — the National Association of Development NGOs, *Red de Ong de Infancia* (a network of NGOs) and the Committee for the Rights of the Child — all of which promote the rights of the child and have mobilized around the Special Session on Children and the Global Movement for Children.

106. In Uruguay, locally generated resources will be very important for programme implementation and, ultimately, self-funding. The challenge will be to stimulate further growth in a relatively small market where UNICEF is a leader in product

sales and is very well perceived by the public. Contributions from private enterprise are one avenue of exploration.

Monitoring and evaluation

107. Monitoring and evaluation will be an area-wide priority and will focus on two sets of issues: the situation of children, adolescents and women; and UNICEF programmes and interventions themselves. The first will include consolidation of the MOSAICOS area-wide database on the situation of children and the systematic mix of statistical and analytical investigation in order to have a comparative view and pattern of change on demographic and social indicators of the three countries, with in-depth analysis of relevant themes affecting children throughout their life cycle. Public expenditure allocated to social services for children and investment in children will be monitored, and the use of a composite index, already developed and in use in Chile, on the basic conditions for child and adolescent development (education, health, housing and family income) will be promoted throughout the three countries.

108. Special efforts will be devoted to assess progress towards the five common pivotal issues that are addressed in each country programme. Indicators for the institutionalization of children will include the total numbers and causes of institutionalization. Education for equal opportunities and social mobility will be monitored through indicators — disaggregated by level of education, gender, public and private schools — on enrolment, repetition, drop out and learning achievement. Data collection, analysis and dissemination of indicators for the eradication of child labour will be reinforced. Empowerment of families for protection and promotion of children's rights deserve more qualitative indicators that will be collected through attitude sample surveys and focus group discussions, as well as income and characterization data available from existing national household surveys. Changing the perception of adolescents will be monitored by opinion polls and focus groups, while adolescent pregnancy rates and HIV/AIDS rates are normally available from the public health system.

109. Changes to the “critical mass” will require a more complex monitoring and evaluation model, defining indicators related to institutional and policy reform and to assess changes on the empowerment and behaviour of civil society. Developing such indicators and data collection will be a programmatic priority. In this context, the rights of children and adolescents to express themselves and to participate in decisions that affect them will be assessed through annual opinion polls. Periodic reviews will be conducted and successful examples documented to share best practices, strengthen partnerships and accelerate progress.

110. The second set of issues, monitoring and evaluating UNICEF programme cooperation, will consist of annual programme reviews with government and other partners; annual reviews of management and development plans; annual evaluations or studies of one the main programmatic thrusts; and the development of indicators for the unique portions of the country programmes. A linked MTR and strategy meeting may be held in 2003 in each country.

Programme management

111. Overall management oversight of the programme of cooperation in each country will be provided by the leading ministry responsible for UNICEF cooperation, in coordination with relevant sectoral ministries and national institutions. In Argentina, the Ministry of External Relations will oversee the management of the programme, ensuring the fulfilment of commitments assumed by other partners and maintaining close relations with participating national ministries and relevant ministries of concerned provincial governments. In Chile, the Ministry of Planning and Cooperation will be the main counterpart and will coordinate the sectoral ministries and relevant institutions within the framework of the National Policy for Children and Adolescents. In Uruguay, the Planning and Budget Office of the Presidency will ensure coordination, working closely with the Ministries of Labour and Health and the National Institute of Minors. The coordination of the country programmes implies, among other things, periodic and annual reviews to monitor progress in the implementation of the programmes that will include all stakeholders.

112. Management of the operational activities has been coordinated through a common Area Management Team (AMT) led by the area representative and including key staff from each country office. The AMT meets regularly and has stimulated improved programme planning and implementation, the development of common programme initiatives, the exchange of human resources and experiences, and the development of a common strategy for private sector development. Simultaneously, a common processing centre for operations began in January 2001, leading to significant office improvements and cost reductions. The availability of highly qualified technical professionals in all three countries also led to positive experiences in outsourcing, managed by core staff.

113. The programme and private sector development support structure for 2002-2004 is founded upon the combined management practices of the AMT, the processing centre and outsourcing. The core functions necessary to achieve the UNICEF mandate and goals as identified by the AMT are programmes, private sector development, communication, operations and information technology. The structure necessary to respond to these needs across the three countries has been designed to maintain the principle of streamlining UNICEF costs in the area as a whole. Rather than having a full team for each of these key fields in all three countries, area officers for communication, information technology and private sector development will be located in one of the three countries and support the other two offices through telecommunications and travel. The area information technology officer will be based in Argentina to ensure a close link with the operations function in the processing centre and the centralized database. The area communication officer will be in Uruguay, and the area private sector development officer will be in Chile, to work closely with the area representative. Area officers will be responsible for local planning, advising the heads of office in their area of expertise and overseeing the work of outsourced contractors in all three countries. They will ensure continuity, quality and the maintenance of UNICEF standards and accountability norms throughout the area; manage institutional contracts; build cohesion and unity of purpose; foster strategic integration; and guide the sharing and adaptation of lessons learned between countries.

114. The siting of key staff in different locations will have an additional positive impact. In balancing responsibility and involvement among the three countries, the integrity of three full offices will be maintained, as opposed to two smaller offices supported by an area “superstructure”. Each country office will have at least as many UNICEF professionals as it does at present, and each will continue to manage fully its programme with government and other counterparts. In line with the positive lessons learned, many technical programmatic inputs other than programme coordination will be provided under contracts that draw on the extensive skills present in national labour markets, universities and other institutions. For the same reasons, and with the same goals as for information technology, private sector development and communication, the coordination and management of the area initiatives will also be spread among the three offices, under the overall guidance of the AMT. The MOSAICOS initiative will be coordinated from Santiago, the adolescents and violence initiative from Buenos Aires and the local-level development initiative from Montevideo.