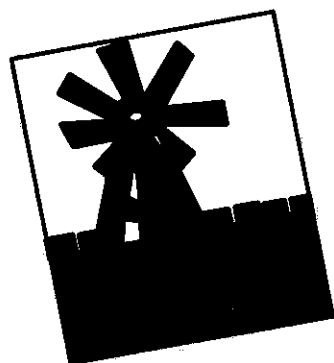
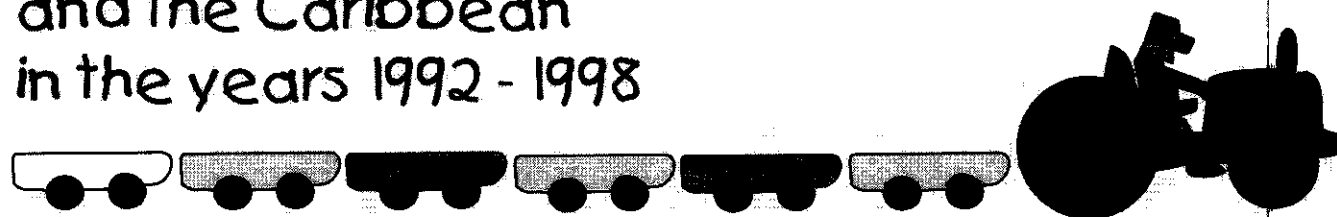


A Child Driven
Development.
Unicef in Latin America
and the Caribbean
in the years 1992 - 1998

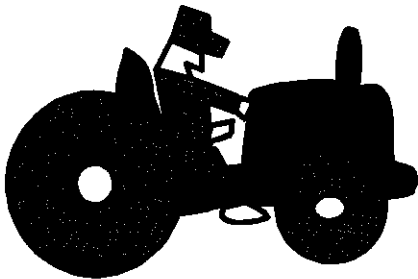


unicef 
UNITED NATIONS CHILDREN'S FUND

This document attempts to collect and present the vision and practice of UNICEF in the Latin America and Caribbean Region during these years. It was prepared based on the contributions of a group of people who dedicated their talent, commitment and energy to fulfilling the mandate of promoting the protection of children's rights, helping to satisfy their basic needs and increasing the opportunities for them to develop their full potential. While it is true that what is presented here is the result of hundreds of battles that UNICEF's team in Latin America and the Caribbean (both the current members and those who are no longer with us) has been fighting, I do wish to underscore the labour of those who collaborated directly in preparing this report, an effective effort like many that we have carried out during these years:

* Part One:	Eduardo Bustelo
* Part Two:	
Social Policy:	Crisóstomo Pizarro, Alberto Minujin, Raquel Perczek, Luzeta Adorna, Marco Segone, Carlos Mazuera
Children's Rights:	Emilio García-Méndez
Women and Gender Equity:	Joan French, Soraya Hoyos
Goals of the World Summit for Children and the Follow-up Process in the Region:	Aaron Lechtig, Luzeta Adorna María Alice Setubal
Education:	Aaron Lechtig
Health, Nutrition and Water and Sanitation:	Salvador Herencia, Luz Elena González
Communication and Social Mobilization:	Claudia Julieta Duque
Children's and Adolescents' Participation:	
UNICEF Management In Latin America and the Caribbean:	Alan Court, Judith de Giordanelli, Claudio Sepúlveda, Raúl Castillo, Curtis Glick
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By the same token I wish to recognize the work done by Raquel Perczek in reviewing and editing the texts, and by María Isbelia Hernández in the processes of edition and publication, as well as the support given by the secretarial team of UNICEF's Regional Office for Latin America and the Caribbean.



Marta Maurás
Regional Director of UNICEF for
Latin America and the Caribbean

Any part of «A Child Driven Development: UNICEF in Latin America and the Caribbean in the years 1992 - 1998» may be freely reproduced with the appropriate acknowledgement.

Spanish-English translation by Curtis Glick
Spanish version edited by Beatriz Vejarano

Designed and Printed by: Rasgo & Color Ltda.
Phone.: 2127128 - 3457018
Santafé de Bogotá D.C.

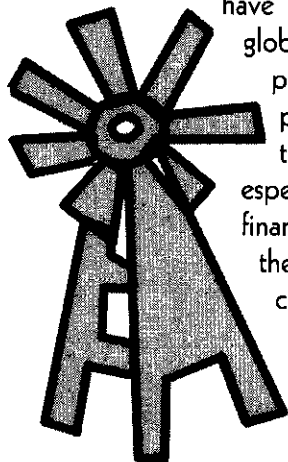
Prologue

The idea of writing this document — «A Child Driven Development: UNICEF in Latin America and the Caribbean in the years 1992-1998» — arises from a confluence of factors: on one hand, we are preparing to make the final effort towards fulfilling the goals of the World Summit for Children; on the other, we are advancing towards the construction of an agenda for children in the specific context of this Region and within the framework of globalization. Also, the role of the UNICEF Regional Office has been consolidated as a leader in the Regional Management Team (comprising the heads of all country offices and the senior-level staff of the Regional Office) and as an essential link for UNICEF as a whole. Finally, in 1998 an important change took place in the Regional team that I led during six years.

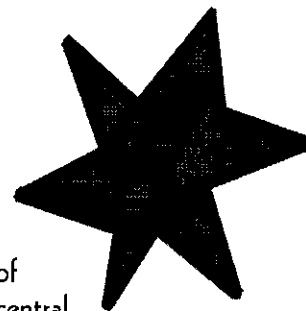
A retrospective look at UNICEF's work during most of this decade allows us to understand how close we have come to the Region's reality concerning the well-being and the rights of girls and boys. This is a decade that is emerging after years of backwardness, beset by poverty and inequity, and that is moving towards the 21st Century with uncertain steps, but with hope.

In global terms, the Latin America and Caribbean region faces economic liberalization simultaneously with new forms of protectionism; a great flow of external capital and a reduction in international cooperation; a dizzying advance in communications and new forms of crime, exploitation and corruption; and the gradual consolidation of democracy, although not without sizeable national crises. The Region is characterized essentially by the persistence of poverty, exploitation and enormous inequalities; by governments that aspire to be democratic but with anachronistic institutions; by a population of men and women who are better educated and organized to participate in political, economic and social life, but are affected by the rise of insecurity as a central problem in the community.

For UNICEF the decade has meant a significant change in its mission and action, given the impact of the International Convention on the Rights of the Child. Slowly, we have come to understand what it means to act within a human rights approach; and, beginning in 1995 with the succession of James P. Grant (Executive Director during 15 years) by Carol Bellamy, we have placed renewed emphasis on management excellence and collaboration with the global system of the United Nations. From support to sectorial programmes based principally on child survival, we have moved to programmes that reinforce national policies, with a clear emphasis on integrated development in the poorest regions of the countries. The communicational and advocacy aspect is now more elaborate, especially in those countries that have greater relative development, and where UNICEF's financial contribution is diminishing. The inspiration of these programmes comes from the conviction that building more inclusive and happier societies demands the full citizenship of children.



Why are we telling this story? First, because we believe that it underscores valid and novel experiences that might be used by others, both within the Region and outside it. Second, because — as opposed to a report on the actions of a group of people or a final report, this is an open process, full of possibilities, in which we mean to give testimony on our commitment and central conviction that this Region's development and destiny are intimately linked to the well-being of its children, and that UNICEF is the principal instrument for bringing this about.



What is UNICEF?

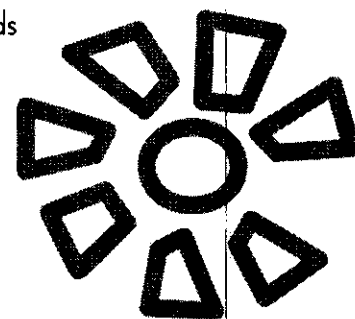
UNICEF is a semi-autonomous entity that, although an integral part of the United Nations system, has its own directive body. It was created in 1946 by the General Assembly of the United Nations in response to the urgent needs of children at the end of the Second World War in Europe. In October 1953, the Organization, which then was known as the United Nations International Children's Emergency Fund, became a permanent entity of the United Nations system, with a broader role. Today UNICEF has a mandate to work for the protection of the rights of children and adolescents, with the aim of helping to satisfy their basic needs and increase the opportunities for the development of their full potential. To this end, UNICEF works in close relation with national governments, as well as other agencies of the United Nations and with non-governmental organizations (UNICEF, 1994(b)).

How does UNICEF work in Latin America and the Caribbean?

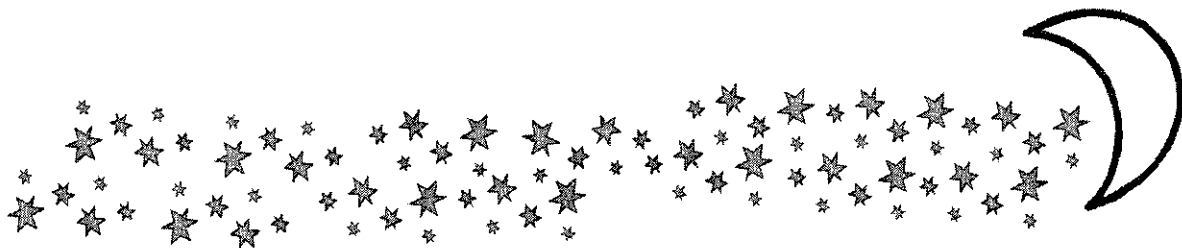
UNICEF's first activities in the Region date from 1949, when the Executive Board made the first global assignation to programmes in the Americas. In 1951 there already were offices in five countries: Brazil, Chile, Ecuador, Guatemala and Peru. At present there are six area offices, with their respective country offices: Colombia (Colombia and Venezuela), Chile (Chile, Argentina and Uruguay), Guatemala (Belize, Costa Rica, El Salvador, Guatemala and Panama), Peru (Paraguay and Peru), Mexico (Cuba and Mexico); and Bridgetown (Barbados and Georgetown) — as well as eight country offices: Bolivia, Brazil, Ecuador, Haiti, Honduras, Jamaica, Nicaragua and the Dominican Republic. Furthermore the Greeting Card Operation (GCO) has offices in Argentina, Brazil, Colombia and Mexico.

The Regional Office of UNICEF for Latin America and the Caribbean (TACRO), which functions in Santafé de Bogotá, leads and represents the Organization from a regional perspective. As part of a global system, its work includes three primary elements: proposing policies and programmes; facilitating synergy and communication; and supervising programme, organizational and management development for the country offices.

The first Regional Director, Robert L. Davee, assumed his post in Lima in 1952. In 1956 the Regional Office was moved experimentally to New York, but a requisite was missing which that city could not satisfy: the intangible but essential knowledge emanating from a culture and a style of life in a country, and that only may be acquired by living and working there. So in 1966 the Regional Office was transferred to Santiago, Chile, and in 1982 to Colombia, a country whose strategic geographic location facilitated communications. The executives who have held the post of Regional Director until now are: Albert J. Reynolds (In Charge) 1951; Robert L. Davee 1952-1962; Oscar Vargas Méndez, 1962-1967; Roberto Esquerro-Berry, 1967-1974; Carlos Martínez-Sotomayor, 1974-1982; Teresa C. Albáñez, 1982-1992; and Marta Maurás Pérez, 1992-1998.

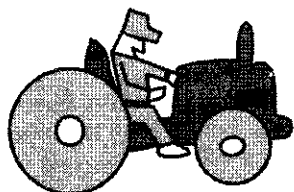






A CHILD DRIVEN DEVELOPMENT

UNICEF in Latin America
and the Caribbean in the years 1992-1998



.....
INTRODUCTION
.....

This is a report on the work carried out by UNICEF in Latin America and the Caribbean (LAC) during the period between 1992 and 1998. It is the work of a group of people, a collective effort on behalf of children in the Region – work in which many people in addition to UNICEF staff collaborated. It was a fascinating process of changes and challenges that were answered with ideas, actions and policies, but above all with dedication and commitment to children.

We should begin by admitting that the central conviction that sustained this human experience, beyond all contingencies to which it was exposed, is that the Region's development and destiny are intimately linked to the well-being of children and to the commitment with the present generation of adolescents and youths. We also believed — and continue to believe — that UNICEF is the proper instrument for making this ideal a reality. It is not irrelevant to affirm, finally, that this is essentially a regional, Latin and Caribbean experience, intensively lived as part of the construction of the countries' national projects and carried out with rationality and programming but also, especially, with ideals and passion.

This report begins with a first part that presents the strategic ideas that drove the effort, fully aware that in this world era of knowledge, having ideas, analyzing and creating possible scenarios are as important as carrying out concrete actions for children. This chapter leads into a second part with specific sections on the different areas of action, where greater information is given about activities, programmes and strategies that were implemented.

The first part is divided into three segments that mark the conceptual evolution of the work done: from child survival, passing through a conception of development centered on children, and finally arriving at the concept of citizenship for children, marked by the advent of the International Convention on the Rights of the Child¹ (CRC) as a basic policy framework for UNICEF's work.

¹ The International Convention on the Rights of the Child was approved by the General Assembly of the United Nations on November 20, 1989 and entered into effect on September 2 1990, in the shortest lapse of time of any convention on human rights. Up to the present it has been ratified by 191 States — including all those in Latin America and the Caribbean— making it the most widely accepted legal human rights instrument in the world.



.....
PART ONE:
CHILD SURVIVAL
(Antecedents of the '80s decade)
.....



It is unlikely that there ever has been a period in history that was more difficult for a region of young countries like Latin America and the Caribbean. The model of import substitution that was highly successful during the sixties, with very high rates of economic growth and most social indicators — especially in health and education — moving in the right direction, began to deteriorate in the mid-seventies. Most of the economies in the Region, driven by an international capital market offering easy credit, began to enter into debt to sustain their growth. This external debt brought about a deep crisis during the decade of the eighties and left the Region's economies highly vulnerable in their balances of payments. The social effects of the crisis are incalculable. Although it is true that in Latin America important sectors were excluded from the fruits of growth, and that there were significant inequalities in the distribution of income and wealth, the crisis contributed to substantially worsening the situation by aggravating poverty and exclusion, and deepening the existing breaches. Unemployment, the decrease in real salaries, high levels of inflation and the marginalization of large groups from the benefits of social expenditure are some of the causes that led to the significant increase in poverty, as well as the configuration of a new social structure that was both unequal and exclusive. Adjustment after adjustment, the Region ended the eighties as a «lost decade» in terms of development, with a per-capita income in 1990 that was 10% lower than that of 1980. Not less dramatic was the political situation, with dictatorial governments, most of them military, and, in several countries in the Region, political persecution, violence, and generalized violations of human rights. Thus the Region ended the decade in a climate of extensive skepticism.

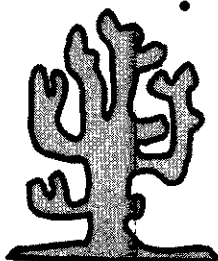
In UNICEF's work, the eighties was the decade of **child survival**, wherein the postulates of the Child Survival Revolution were developed and carried out in all the countries in the Region, in cooperation with the Pan-American Health Organization (PAHO)(see section on goals). UNICEF's programmes in LAC — especially in the area of immunization — as well as the strategy of communication and social mobilization that were implemented, were quite successful and stood out within UNICEF, in the Region's countries and in the world. Despite the economic drama that seriously affected the poorest families in the Region, it was possible to significantly increase the rates of immunization coverage, oral rehydration therapy, the practice of maternal breast-feeding and the use of micronutrients, among others — all of which contributed to the reduction of infant and maternal mortality and the improvement of other indicators of child well-being. While it is true that UNICEF took an active role in disseminating the principles and the need for a new concept of adjustment and of public policies, known as «adjustment with a human face», it did not carry out specific activities in the area that could be incorporated strategically into its programming.

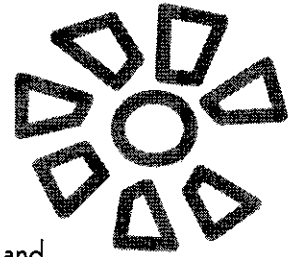
At the beginning of 1990, the panorama began to change with the application of what became known as the "Washington Consensus» (WC), driven by the international financial institutions (IFI's) headquartered in that city. The reforms contained in this consensus may be summed up in the following manner: (a) trade liberalization; (b) fiscal discipline, that markedly influenced the levels of inflation and thus relative prices; (c) Public expenditure priorities set on sectors with a high level of social return; (d) fiscal reform; (e) financial liberalization; (f) competitive exchange rates; (g) free entry of foreign investment; and (h) privatization of public enterprise and de-regulation of the market. According to its promoters, these reforms assure high rates of sustainable growth over the long range, which would result in an improvement of the living conditions of the population and a decrease in poverty. As a consequence of the profound changes in the technological-productive patterns of the end of the Cold War and the new international economic order, there has been a shift from the import-substitution model to a model of open economy. A profound economic restructuring is produced with an important decrease in the role of the State and an almost total transfer of responsibilities to market mechanisms as the most efficient mode of distributing resources.

In a related phenomenon, a generalized process of democratization began in the Region, stimulated principally by voting activity and free elections. However, with the application of the Washington Consensus in the countries of Latin America, the deterioration of social conditions increased to the point of becoming a factor that slowed economic development and threatened the Region's stability. Unemployment, the shakiness of labour conditions, the increase in vulnerability and social exclusion, expansion of the informal market, the deterioration of real salaries, and the increase in poverty and inequalities made it evident that policies promoted by the WC, although successful at the macroeconomic level, had contributed to the deterioration of the social panorama in the Region. The "social cost" of these policies was clearly secondary and marginal to economic policy, lacking a conceptual base that would allow it to face off with the social Region's social challenges. In fact, the WC gave a sort of unique recipe centered on macroeconomic aspects, but that also influenced social policies. The hegemony of this model in LAC made it the only discourse over a long period, without any apparent fissures in its logic.

Toward 1992, the prevailing economic, social and political conditions in the Region could be summed up in the following manner:

- Growing economies with controlled inflation, stable fiscal equilibrium and an incipient productive transformation.
- Privatization and decentralization in which the State's role shrank significantly.
- Strong emphasis on the private sector and market mechanisms.
- A growing social vulnerability, particularly among women and children, and an increase in poverty and inequality.
- An increase in open unemployment and under-employment, precariousness of work conditions and drop in real salaries.





- Formal democracy with weak institutions, particularly those related to independence of the judicial power.
- Social reforms left pending in the State sector, with increasing assistencialism and “utilization” of non-governmental organizations.

.....
**SOCIAL POLICY FOR AND WITH
CHILDREN (1992-1995)**
.....

UNICEF’s position on the process of economic liberalization and the new regional reality that was being configured starting in the nineties was in general terms supportive, insisting on the basic objectives established at the World Summit for Children (WSC)², on compliance with the goals by countries and regional goals, and on the formulation of National Plans of Action (NPAs).³ With widely disseminated immunization campaigns, UNICEF acquired a very positive image in the Region as a efficient organization whose concrete objectives in the area of survival were being fulfilled, but that was clearly outside the priority political and economic debate in the Region. Although the dominant language still came from the economic sphere and economic reforms, the concept that the social aspects would follow afterwards as a consequence of the trickle-down effect — and that the best social policy was economic policy — began to come apart. It was then that the need was seen for a change starting with the concept of a social policy centered on children. UNICEF proposed that this social policy should consist of the following strategic concepts:

Economy with Society

This implies a **simultaneous conception of social policy and economic policy, and the need to introduce second-generation reforms centered on social factors**. In particular, a greater investment in human capital is needed — particularly in girls and boys — as an instrument for increasing general productivity within a model of open economy. (See the section on Social Policy).

At the beginning of the nineties there was an optimistic economic climate in the Region, brought on by an increasing stability and a greater economic growth, with positive potential effects on the most socially vulnerable groups. Throughout the decade, in many of the Region’s countries important economic reforms were carried out with decentralization, deregulation and privatization. Nonetheless, social reform intended to modernize the administration of social

² The World Summit for Children was held in New York in September 1990. On this occasion leaders from more than 150 countries met, including 71 presidents and heads of State, with the aim of defining the goals that should be fulfilled through the year 2000 to achieve a better future for the girls and boys of the world.

³ Most of the countries of Latin America and the Caribbean that attended the World Summit for Children and signed the Declaration and Plan of Action, committed themselves to preparing National Plans of Action to carry out the commitments their governments had acquired upon signing the World Declaration on the Survival, Protection and Development of Children.

sectors, to achieve a greater participation of communities in the solution and management of their problems, to correct inequalities of income and wealth, and to offset the social and economic exclusion of important groups of the population, are tasks still pending despite their urgency. (See the section on Social Policy).

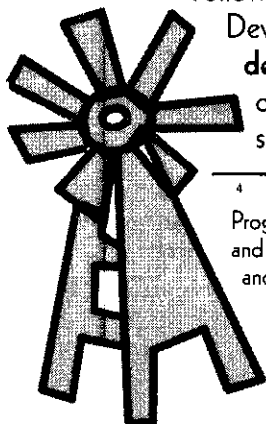
Social reform, political stability and the need for a direction in line with economic and social incentives, called for a public institutionality in the social sectors, with norms and procedures that guarantee the efficiency and flexibility to adapt themselves to continually changing circumstances, along with honesty, transparency and responsibility in the exercise of public office. To the degree that there is a new relationship with the State, decentralized organisms, the private sector and Civil Society, **it is necessary to strengthen the capacity to regulate and control the public sector in services of both central and decentralized government services, and in those activities that have been given to the private sector and to organisms of the Civil Society**, to allow the State to set a course that promotes efficiency and equity. The basic objective is to promote a State that is at the service of the people, particularly children, and not oriented to preserving bureaucratic norms, habits and privileges, but firmly committed to the resolution of concrete problems.

Adjustment with a Human Face ⁴

In order to offset the economic language of the dominating discourse, UNICEF had already posited, at the end of the eighties, the concept of "adjustment with a human face" as part of a paradigm of macroeconomic **stabilization that places people and especially children at the center of all priorities**, conceives economic growth as a means and not an end, and protects life opportunities of future generations as well as the present one. It was a proposal in favor of people, aimed at improving access to education and health, guaranteeing greater opportunities for productive employment, an expanding the equality of opportunities. Adjustment with a human face places value on life for itself, and not for what it can produce. LAC is the region with the greatest income and wealth inequalities in the world and these inequalities continue to grow despite economic reforms. It would have been impossible to conceive a Country Programme supported by UNICEF that did not consider justice as a productive and human value, and that did not incorporate lines of work destined to **combat the causes of poverty and not only its most aberrant manifestations**. (See section on Social Policy).

Following somewhat the concept of human development proposed by the United Nations Development Programme (UNDP), which is essentially a bottom-up focus since it is on **development for people but, above all, development by people**, UNICEF insisted on the priority of girls, boys and adolescents. In the context of decentralization and social reform that was to be implemented in the Region, the Regional Office also

⁴ This concept is closely related to the vision of human development of the United Nations Development Programme, UNDP. This Organization conceived human development as the final objective of economic growth, and its measurement includes multiple variables such as income distribution, gender disparity, education, longevity and per-capita income, among others.





proposed the participation of youth as a policy line aimed at making children, adolescents and youths active subjects and part of the process of strengthening democracy. **The participation that was proposed is for youth but, especially, with youth.** (See the section on Children and Adolescent's participation).

Goals and Plans of Action

The World Summit for Children, together with the respective Declaration and Plan of Action, were historic acts that established some twenty goals and objectives for humanity to reach by the year 2000, principally in the fields of health, nutrition and education. These goals, that had been redefined at the regional level, and the NPAs, needed to be taken on as part of a new generation of social reforms in the countries of the Region. (See the section on the Goals of the World Summit for Children and the Process of Follow-up in the Region, and the section on Health).

In 1994, with the objective of providing regional follow-up to the Summit, the countries of the Region attended the Second American Meeting on Children and Social Policy, Agenda 2000: Children Now, held in Santafé de Bogotá. This meeting was part of the regional follow-up process for the World Summit that had been led by the Region's countries, and ended with the signing of the Nariño Accord, that adjusted the goals of the WSC to the specific conditions of Latin America and the Caribbean. Afterwards, in 1996, the Third Ministerial Meeting on Children and Social Policy in the Americas was held in Santiago, Chile. At that meeting, through the Santiago Accord, the countries agreed to expand the Summit goals in an area that the World Summit for Children had not addressed: the establishment of a culture and the institutionalization of the Rights of the Child. Thus an even more ambitious horizon than the one originally established in 1990⁵ was gradually put into place. It was evident that cooperation to achieve the fulfillment of the goals of the World Summit for Children, as well as those of the Nariño Accord of 1994 and those of the Santiago Accord of 1996, was beginning to change notably from the form originally proposed, and it gradually was converted into a cooperation to support **not only the achievement, but also its sustainability within a context of rights.**

Although the concept of child rights was a posterior development, this idea of UNICEF's began and became consolidated during this period. This change affected all the Organization's work, since defending **rights** is not the same as defending "concessions", or evoking respect as an act of "charity" toward vulnerable persons, or invoking "pity" for "innocent" persons or

⁵ It should be noted that the follow-up process described here has been supported permanently by the Interagency Coordinating Committee of the Americas for the Follow-up to the World Summit. This Committee was created in 1991 by representatives of PAHO/WHO, UNFPA, UNICEF and USAID, for the purpose of working together in the Latin American and Caribbean Region to carry out the Plan of Action agreed to at the World Summit for Children. Afterward, other agencies like IDB, the World Bank, FAO, ILO, UNDP, UNESCO and UNIFEM joined the movement. Between 1994 and 1996 the Regional Office of UNICEF acted as Secretariat of the Committee, and this was assumed by UNFPA beginning in 1997.

“minors”. This is a matter of rights which establish the child as a **subject in full exercise of rights**, and not as an “object” of programmes, interventions or treatment.

Participation and Democracy

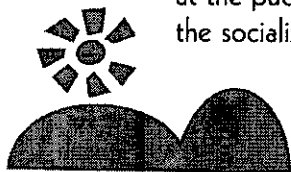
Reinforcing processes of democratization before the generalized skepticism about mechanisms of political representation became a crucial point in the Region. Disillusionment with democracy was particularly noticeable among adolescents and youths, as well as with respect to institutions like political leadership. Children and adolescents were a fundamental element for strengthening an active democracy with increased participation. (See the section on Social Policy). This dimension is given a broader treatment in the following section. (See the section on Communication and Social Mobilization).

Participation of Civil Society and the construction of an active — not symbolic — democracy are among the basic objectives of development with a human face and are indispensable components of social reform. For the latter to be successful, in addition to promoting the reform of the State and of institutions, it is necessary to advance in educating Civil Society to promote its active participation in democracy and strengthen its capacity of demand — or demandability. All the central lines of UNICEF’s proposal point in this direction: a priority commitment to meeting goals for people, principally in the areas of health, nutrition, and education; a greater supply of productive employment and better incomes to increase access to material goods and services; a generalized increase in the quality of education and in investment in knowledge and technology to make possible a growing participation of people in the economy, in all the relevant social benefits, in culture and in technical progress; the strengthening of demand in order to make beneficiaries the central focus of public services; a greater decentralization toward local scenarios to allow community organizations to have access to the orientation and execution of social services; and a gender policy to achieve better levels of inclusion of women in production, in society, in politics and in culture.

Gender Approach

In addition to the contribution women make to the well-being of children and to social and economic development of the population in general, the concept of gender includes the relations between men and women in a dynamic sense. The gender focus explores the roles and the functions that culture assigns to each sex and that constitute the bases for creating identities and forms of citizenship based on the differences in sex; furthermore it implies recognition of equal rights for men and women.

The Fourth World Conference on Women⁶ had a great influence in consolidating a gender perspective in UNICEF’s thinking and practice. This was translated, on the one hand, into support for the participation of women in political decision-making and in development, both at the public and community levels. On the other hand, it led to giving greater importance to the socialization of boys, girls, and youths within a culture of rights.



By integrating the CRC and the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW)⁷ into its conceptual framework, UNICEF places emphasis on the need to pay attention to the rights and specific needs of the girl child and to dissolve the social and cultural factors that give origin to gender discrimination. In this way UNICEF contributes to the construction of respect for the rights of girls and promotes the exercise of the rights of women and mutual respect among the sexes.

The different forms of negligence that have impeded the normal growth of girls and the development of their potential at different stages of their lives, have led to the adoption of the concept of "life cycle" as an indispensable reference for analysis and action. In fact, the Beijing Platform for Action recognizes the direct link that exists between girls' rights, gender equity lived from childhood forward, and women's citizenship. By the same token it shows that the true exercise of citizenship should begin to be constructed from the first years of life.

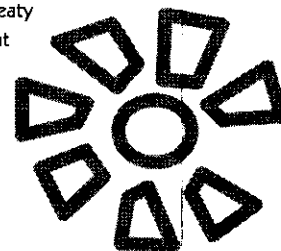
The gender focus has not only permeated UNICEF's programming, but also its management, which attempts to balance the numbers of men and women among its personnel, while increasing sensibility to different but complementary ways of working and leading — both feminine and masculine.

Education and the Economic Liberalization Model

The central function of education in the model of economic liberalization being implemented at present is of the greatest economic and political importance for the Region. Innovation and creativity are essential for raising the productivity of the Region's economies and making it possible to increase exports. When one considers that innovation and creativity begin at an early stage of life and are consolidated in adolescence and youth, it becomes clear that it is necessary to carry out a true educative revolution, investing massively in human capital to make our youths the real motor for development and technical progress. (See the section on Education). This calls for raising the quality of education at all levels, particularly in primary and secondary, and lowering the high levels of student repetition rampant in the Region — which today average 42% of the children between 7 and 14 in the poorer sectors of the population. During the period in question, UNICEF focused its efforts on the improvement of educational quality and conditions in the classroom — jointly with the United Nations Educational, Scientific and Cultural Organization (UNESCO) and the World Bank. **The proper place for**

⁶ At this meeting, convoked by the General Assembly of the United Nations, about 17,000 persons were in attendance — among them 5,000 delegates from 189 States, 4,000 representatives of NGOs, and more than 3,200 people from the communications media. As a result of this meeting the Beijing Declaration and the Beijing Action Platform were created.

⁷ On December 18, 1979 the General Assembly of the United Nations approved the Convention on the Elimination of All Forms of Discrimination Against Women, which entered into effect as an international treaty on September 3 1981. Among international human rights treaties, the Convention occupies an important place because it incorporates the female half of humanity into the sphere of human rights, in their different manifestations.



children, adolescents and youths is in a quality school, which represents the best preventive programme for the ills that affect children and youth in the Region.

Youth and Social Movements

Using a **preventive focus** centered on social reform, the struggle against poverty, the revolution in education, the strengthening of the family and gender equity, the need for specific emergency programmes for children and adolescents should be reduced. However, there is an enormous number of children and adolescents in the Region who are mired in abandonment and subject to all sorts of deficiencies, victims of violence exploitation and early pregnancy, victims of illnesses and addictions, distant from any possibility of protection and without opportunities to gain access to education or productive employment. In most of the countries the “**spaces of youth frustration**” are widening. It is therefore necessary to carry out and/or expand specific programmes of child well-being, in agreement with the problems and needs for integration and, above all, of social participation, supported by the positive experiences of numerous non-governmental organizations in the Region. (See the section on Communication and Social Mobilization).

With respect to youth, the potential represented in the **new expressive social movements** of youth in music and the arts should be taken into account, along with their enormous capacity for integration, creation, innovation and positive channeling of enthusiasm. However, it is important to make it clear, in the context of what has been expressed above, that UNICEF believes that programmes favoring an early insertion of children and adolescents into the work force are not consistent with a general policy of social integration of youth. As part of its regional policy, UNICEF has set a goal of eradication of child labour (among children under 12) from the Region by means of universalization of quality basic education and support to families to guarantee adequate income levels. UNICEF proposes policies of professionalization for children between 12 and 14, and a system of protection for child labour between the ages of 14 and 18. (See the section on Social Policy).

Social Communication

UNICEF's institutional profile and prestige in a given country are not a function of the quantity of resources provided, but principally of its institutional history, its capacity to defend children's rights with independence, and the technical excellence of its professional staffs and of the programmes it carries out. UNICEF's symbolic capital is superior to its economic capital, and in it lies the great importance of the institution's work in communications. The development of a **unified** communications policy for each Country Office was central to complying with the objectives of the Country Programme. “Unified” means that all programme activities should have a single communicational goal, which is the product of the institutional image: what is UNICEF, what does it do, what does it defend, how does it differ from a Ministry or a non-governmental organization? All sectorial themes need to be treated with the principal objec-





tive of producing a coherent institutional image, and this includes GCO⁸ activities as well as everything related to the collection of funds from the private sector. UNICEF's communications policy implies, above all, having a presence in the social communications media. But to do this requires developing the institutional capacity to keep the situation analysis of women⁹ and children and the political posture of the different social communications media permanently up to date, giving permanent attention to themes that deal with the situation of children and the defense of their rights. Also, to remain continuously informed about the social and political agenda of the different countries. (See the sections on Communication and Social Mobilization and on UNICEF Management in Latin America and the Caribbean).

New Management

The introduction of flexible and cost-efficient administrative methods oriented to the optimization of results, is part of any modern institution. Since 1992 the Regional Office launched a systematic set of training activities in new and more advanced management systems, including the improvement of interpersonal relations, the analysis of processes and gender sensitivity training, all with an approach intended to give UNICEF, too, "a human face". It was also necessary to maintain an adequate flow of financial resources, for which political contacts had to be established (donor countries, governments, multilateral financial organizations and the private sector) and develop ideas and creativity to make them effective. Given the shrinking scope of States in the Region, **the increasing importance of the private sector** motivated UNICEF to create alliances with this sector at the national and regional levels, making use of its own business experience. (See the section on UNICEF Management in Latin America and the Caribbean).

⁸ The GCO (Greeting Cards Operation) produces and markets materials which include UNICEF cards, calendars and desk items, to raise funds for programmes and also to raise public consciousness about the Organization and the situation of children throughout the world.

⁹ The situation analysis of a country is a task carried out in the initial stages of the preparation of UNICEF programmes. An exhaustive analysis of the situation of children and women in the country is done, and this information is used as input for defining the programmes that the Organization will implement in the following period.

THE CITIZENSHIP OF CHILDREN (1995-1998)

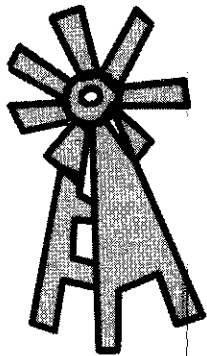
The first evaluations of the social effects of the economic reforms introduced at the beginning of the decade indicated that the benefits of economic liberalization were not reaching all the social sectors equally, and that there was a worrisome process of concentration of wealth and income. Since the beginning of the decade, in addition to the increase in poverty and inequality, a reduction in and reorientation of resources that are contributed as official development assistance (ODA) to Latin American countries was observed. In many cases this aid was channeled toward countries that had undergone processes of adjustment in accordance with standards imposed by international monetary authorities.

While it is true that the decrease in ODA occurred in the context of a recent flow of capital into the Region, it is important to look closely at both the distribution of these resources among the Region's economies, as well as their duration and composition. Several countries in Latin America and the Caribbean, especially those with higher levels of poverty, found themselves excluded from the benefits of this influx of capital into the Region. Also, the decrease in ODA that was felt in the countries contributed to worsen the foreign debt problem in Latin America. In fact, in several countries the interest payments on foreign debt were higher by far than the total amount of net direct foreign investment.

All of this placed women and children in conditions of increasing vulnerability. Also, as a system, incipient democracy in the Region showed serious weaknesses insofar as the honesty and transparency of politicians and parties, the independence of the judiciary power, and the capacity to ensure margins of political representation and control of functionaries by citizens are concerned. Towards mid-1995 it began to be evident that there was a need to move forward with the agenda for children with a broader concept that would take children into account when facing growing problems of social exclusion, working to strengthen democracy and deriving a new concept of development. The central concept that was adopted then was that of **the citizenship of children**, which is closely associated with the potential and the political space opened by the CRC. This change presupposes the adoption of the strategic concepts that are set forth below.

Programming based on rights.

The adoption of an approach based on child rights means that fundamental transformations will be promoted at both the level of basic human relations — among adults, girls and boys — and in the spaces of public and political action. It took social policy more than two centuries to move from a concept based on “pity” or “compassion” toward the weakest, to a concept of entitlement to rights and obligations, and access to citizenship. Modern citizenship began to make itself felt first in the political rights that were seized from absolutist regimes, then moving on to the recognition of economic and social rights and — what is most important — their universalization as a “basic economic stabilizer” or “minimum level” below which no person can fall.





It is within the context of this historic process of development of citizenship in contemporary societies that child rights are being established and are made more specific in the CRC, which is the most universally legitimized document ever, having been ratified by all the countries in the world except the United States and Somalia. Universal ratification of the CRC is near, so that it will become the first world law approved by all of humanity. The concept of citizenship also includes citizenship for women through the gender focus and the implications of legal reforms when they include the principles defined in the CEDAW. (See the section on Gender and Women's Rights). The CRC is therefore a global framework within which all UNICEF's operations should be placed. **In this sense, UNICEF's "political platform" is the CRC, and its Country Programmes should, in the final instance, be the implementation of the Convention in a given country.**

Programming based on rights requires a much deeper analysis, and a spectrum of possibilities that is much broader, than what is needed when one does programming based on children's needs. It implies a more careful study of underlying factors and structural situations, while simultaneously taking into account cultural, legal and judicial aspects that previously were not considered. It also implies consideration of attitudes, beliefs, values, stereotypes and myths, whose deep historic roots will call for actions that go beyond the programming cycles that were considered "usual". Participation by the different sectors of civil society and the public sector that are involved in work with children becomes particularly relevant for putting a rights-based programming into practice. Finally, the carrying out of legislative reforms "in substantial consonance with the doctrine of integral protection" is a fundamental step and the beginning of a wider process to stimulate children's and adolescents' taking an important role.

The Best Interests of the Child

The CRC establishes the concept of "the best interests of the child" (Article 3 and Article 18), and in Article 45 confers upon UNICEF attributes to carry out follow-up on the adaptation of national legislation and its fulfillment on the part of the member States. The "best interests of the child" also confers upon UNICEF an ethical mandate, above any party affiliation and beyond any commitment with the signatory governments — be it the Basic Agreement or the Country Programme — to watch over the effective compliance with the CRC. As was also expressed by Mr. James Grant¹⁰ the Convention is a "Bill of Rights for all children, a code of *demandable* obligations on the part of governments, and a minimum standard of responsible conduct for communities and families." In turn, the World Summit for Children transformed UNICEF into a global organization and gave it a general mandate to work with societies, and not only governments, of member countries. This means, among other things, a "relative autonomy" for UNICEF to act vis-a-vis governments and a pluralism in its mode of coopera-

¹⁰ James P. Grant was Executive Director of UNICEF from January 1, 1980 until January 25, 1995. During this time he carried out an historical guidance, and — as a consequence of the programmes begun, promoted or financed by him — in the final five years of the century there will be 2.5 million fewer deaths among infants and pre-school children, and 750,000 fewer physically handicapped children than might have been expected without his intervention. (Gavidia, *Boletín Médico del Hospital Infantil de México*, volumen 52, No.5, Mayo 1995).

tion: it works with governments (central and local) and with the entire broad spectrum of Civil Society's institutions to **build power** for the defense of children's rights.

The heterogeneity of situations found in LAC implies different modalities of programming to support the best interest of the child: from advocacy based on studies of the national reality to support for social movements and local solutions for protecting and promoting the rights of children. (See the section on Child Rights).

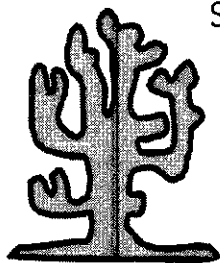
Rights and Financing

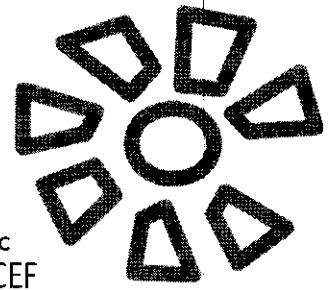
A relevant theme in the Region was financing the implementation of the social rights approach. The CRC gives orientation for financing the putting into practice of rights and for making them politically demandable. In reference to economic, social and cultural rights, the Convention states in Article 4 that the States Parties commit themselves to put them into practice **"to the maximum extent of their available resources"**. There are various references in the Convention to the need to protect children's rights "to the highest possible level" of resources. At this point it is useful to recall the commitments assumed by all the countries of the Region in the Plan of Action approved by the World Summit, which establishes in its Article 34, clause iii that "Each country is urged to re-examine, in the context of its particular national situation, its current national budget, and in the case of donor countries, their development assistance budgets, to ensure that programmes aimed at the achievement of goals for the survival, protection, and development of children will have a priority when resources are allocated. **Every effort should be made to ensure that such programmes are protected in times of economic austerity and structural adjustments"**. Similarly, the Declaration of the World Summit established in Point 24 that "We are prepared to make available the resources to meet these commitments, as part of the priorities of our national plans". Financial aspects are crucial to the demandability of rights.

As part of country programming, the Regional Office supported the analysis of public sector budgets with the aim of seeking additional resources for financing programmes for child well-being. As regional social expenditure recovered in Latin America, a comparative study on this subject was carried out and, together with the World Bank, an analysis was made to estimate the resources needed to finance the NPAs. Furthermore, jointly with UNICEF Headquarters, case studies are being made to analyze the degree of application of the 20/20 Initiative.¹¹ (See the section on Social Policy).

The Voice of Children

The change in conception of children from objects of programmes or social interventions to **SUBJECTS-ACTORS** has meant a profound conceptual and operative transformation for UNICEF. It has meant abandoning the idea of the child as an object of protection and repression by adults, in favor of another — that of holders of the full range of rights as





citizens. This means complementing the vision of negative rights (not harming the child) with another, more important one related to positive rights, in whose guarantee the State, the family and the community are involved. The strategic principles defined earlier have had a great impact, since based on them UNICEF must work essentially —although not exclusively— on the demand side, and on the part of interests referent to the compliance with child rights. Within the framework of the CRC, **the largest step is thus to serve children, and not necessarily governments and/or UNICEF, and to serve them primarily in accordance with what they themselves define as their problems and priorities.** The role of UNICEF is to develop, incorporate, mediate and interpret the expressive messages of the VOICE OF CHILDREN. (See the section on Communication and Social Mobilization).

In coherence with a strategy centered on demand — that is, on the defense of the rights and interests of children — when formulating Programme strategy, conjointly with the situation analysis and information about government policies it is **necessary to acquire information about what children think, what they define as their most pressing problems, as well as what their worries, joys and hopes are.** To do this the Regional Office supports the development of independent surveys on children, adolescents and youths which are published at least once a year. This is not a capricious notion, since it deals with rights guaranteed in the CRC in Articles 12 and 13. The first guarantees “to the child who is capable of forming his or her own views the right to express those views freely in all matters affecting the child, the views of the child being given due weight in accordance with the age and maturity of the child”. And in the second, “the child shall have the right to freedom of expression; this right shall include freedom to seek, receive and impart information and ideas of all kinds, regardless of frontiers, either orally, in writing or in print, in the form of art, or through any other media of the child’s choice.” Consequently, it might be considered that not concerning oneself with learning and documenting the opinions and interest of children, as well as making decisions or taking on commitments without making a true effort to develop and incorporate the voice of children into the Country Programme, is a violation of their rights.

Demandability of Rights

The topic of demandability of rights was fundamental throughout the period under consideration, and continues to be so at present. On one hand, as the CRC affirms, it makes it possible to strive for a larger assignation of financial resources to guarantee demandability. On the other, it sets forth the concept of a wider demandability, that is, not only in the fundamental scope of legal administration in the areas of justice and legal reform, but also taking on the entire democratic institutionality as a field for expanding children’s citizenship.

¹¹ The World Summit on Social Development (Copenhagen, March 1995) adopted the 20/20 Initiative. This proposes that an average of 20% of the expenditures of the national budget, and 20% of development assistance funds received, be assigned to basic social services (BSS). This is based on the conviction that the delivery of BSS is one of the most effective and cost-efficient ways of combating the worst manifestations of poverty.

In the same way, the CRC allows a true articulation of what is established in WSC. Therefore, the Committee on the Rights of the Child, created by the General Assembly to oversee advances in implementation of the Convention, has decided to use the **goals established in the World Summit** — with its adaptations at the regional and country levels — and the timetable for its fulfillment, as **indicators for determining if a country is complying with what is prescribed in the CRC** or not, in the areas of economic and social rights of the child. That is, that both intermediate and decade goals — broadened and ratified at the regional level by the Nariño Accord ¹², and above all by the Santiago Accord ¹³ — now are demandable of the signatory countries, in terms of the rights that are defined positively in the CRC, and not as assistential concessions to girls and boys. Furthermore, when a child dies of malnutrition or diarrhea, when she goes blind because of a lack of Vitamin A, when she suffers mental retardation for lack of iodine, when he is obligated to work instead of attending school, or when a girl is abused and/or exploited, a **violation of a positively consecrated human right** has been committed. (See the section on the Goals of the World Summit for Children and the Process of Follow-up in the Region).

Family and Socialization

Although the concept of family has always been present in UNICEF — as a basic cell in which the primary socialization of children, adolescents and youths is carried out, and where the system of solidarity with all of society begins — it is only recently that the idea of formulating public policy for the family as a unit or as a system beyond the sum of its members has begun to take shape. In this way UNICEF is proposing that in a context of economic and social change, the family and the State should recuperate the bi-directionality of their relationship. Within that relationship the family complies with its primordial function as a fundamental unit of coexistence between adults and children and creator of the necessary affection and solidarity for balanced development, and the State produces the conditions for it.

The economic crisis of the eighties, the collapse of public expenditure in social services and accelerated urbanization have produced profound transformations that have had an impact on families. Symptoms of this are intra-familial violence, child labour, the high rates of single-parent households, and adolescent pregnancy, all of which will signal the need for a decided action to recover the central importance of the family in the well-being of its members and, in consequence, of society.

¹² With the objective of following-up goals and commitments established in the WSC, the countries of LAC gathered at the Second American Meeting on Children and Social Policy, Agenda 2000, Children Now, that was held in Santafé de Bogotá in April 1994. The meeting culminated in the signing of the Nariño Accord by the representatives of the governments of the 28 countries that were participating. This agreement proposes a series of goals in the areas of health and nutrition, safe drinking water, environmental sanitation, education and civic rights.

¹³ The Santiago Accord was the principal outcome of the Third Ministerial Meeting on Children and Social Policy in the Americas, held in Santiago, Chile on August 8 and 9, 1996. The fundamental objective of this meeting was to analyze the achievements at mid-decade in the fulfillment of the commitments signed at the WSC and in the Nariño Accord, and to reaffirm the obligation assumed by the countries of the hemisphere to improve the conditions of children's lives. The Santiago Accord introduces a group of new goals for the year 2000 in the areas of education, gender equality and protection for girls and boys.





Education and Democracy

At the beginning of the period in question, UNICEF recognized that a key aspect for building children's citizenship was to postulate or develop a new approach to replace the "productivist" view of education with another that emphasizes the construction of social capital and the role of children in strengthening democracy. In this context it was evident that the Organization's policies in the field of education should be placed on the terrain of citizen values, equity in access to knowledge, social integration, respect for diversity, and tolerance. In this fashion UNICEF began to create the bases for formulating an educative policy for children and adolescents, starting from a conception of education for democracy based on rights, that emphasizes not only the quality and universality of the educative process, but also equity, inclusion and participation of children and adolescents as well as different sectors of society. In accordance with this, UNICEF has defined three priority fields of action in Latin America and the Caribbean: (i) basic education and child development; (ii) quality and equity of education; and (iii) education for citizenship. (See the section on The Strategic Focus on Education.)

Democracy and Children

How should a conception of children entitled to full rights, specific and distinct from those of adults, be reconciled with the weakness of democratic institutions in the Region? Well, the democratization process is not static, but is in continuous evolution, and the participation of children is very important to it. Children are *developing human beings*, and in this they are like democracy, since this is by definition a *forma formans* and not a *forma formata*. Children thus are the very "matter" of democracy, and democracy begins with children, since **it is good for children and, even more important, children are good for democracy**. In turn, the concept of citizenship has an important essence in children as full subjects of different rights than adults: children are not "half-adults", but simply are different and should not be assimilated into adult logic. The fracture of the adult-child relationship is expressed in this generational fault-line, where may be found the possibility of growth and of emergence of new forms of participation, expansion of citizenship and birth of an inclusive democracy.

It is then crucial for democracy to ensure both the direct and indirect participation of children. Among the indirect forms it is essential to study creatively the participation of children in all possible electoral activities in order to guarantee that those elected do not overlook the rights of children. It is known that "children neither vote or have a union", so their legitimate rights are almost always infringed on. To develop inclusive forms of democracy the organization of children is indispensable, as is the creation of organisms to defend their rights, political coalitions of and for children, and elective institutions in which children participate. In this way, not only are their rights better guaranteed, but new ways of deepening democracy may emerge, based on their points of view and opinions.

It follows that the participation of children in different forms of direct democracy is essential, since there they find major, concrete possibilities of expressing their voice. Two institutions are particularly relevant for children: the family and the school. In both, basic cultural habits are formed for democracy; there children learn that their rights have correlated obligations and they discover the advantages of cooperation and solidarity. (See the section on Participation).

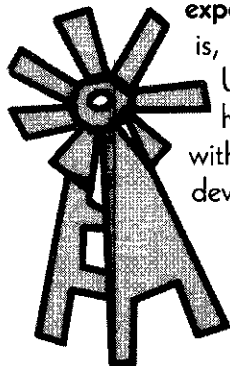
Children and Development

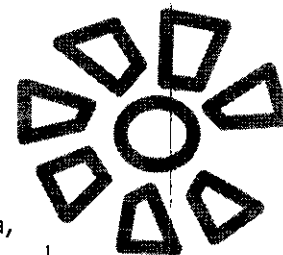
Finally, if the Latin America and Caribbean Region is to achieve human development, it needs to concentrate its efforts on children — not as a “literary” possibility but as a founding reality of an inclusive democracy — since they will be the ones responsible for overcoming the more extreme forms of human oppression, which are poverty and misery. The idea of development is an idea of process, of flows, and invites thinking about the future, in terms of its direction, its destiny and its sense. If the ultimate objective of development is the people, then one must realize that those women and men of tomorrow are the children of today. By extension, children represent the point of origin of almost everything, and even more so of human development, since the process of development in its most profound sense imitates the development of children, as the continuous expansion of the multiplicity of forms in which human life is expressed. That is why **UNICEF proposes a child driven development.**

The discussion of a static final model of “human development”, taking today’s men and women as a referent, completely destroys any sense of development as a human undertaking. With the current generation, changes and perhaps important ones may be suggested, but in any case they will be only marginal because essentially, the present generation “already has been”. Therefore, **human development is the development of children based on the process of expansion of citizenship.**

Management excellence

The Manage Excellence Programme (MEP) undertaken globally by UNICEF in 1995 and by UNICEF in LAC since 1997, is focused on structural reform as well as improvements in the processes of resource management. The Regional Office contributed to the formulation of recommendations and was a pioneer in their implementation, principally with the installation of the Regional Management Team, made up of heads of office and country management teams. To do this, all the personnel in the Region was consulted, through personnel associations and an advisory group convoked for this purpose. **In LAC, UNICEF had been accumulating experiences in management change, oriented by the concept of “citizen” offices** — that is, autonomous, decentralized and humane. It was assumed that the Region — including UNICEF in the Region — would “graduate” in terms of development levels, and would have access to fewer resources from international cooperation, financing itself increasingly with credits, especially from IFIs. For these reasons new modes of self-financing began to be developed.





The Regional Office, inspired by the successful experiences of Brazil and Argentina, promoted the mobilization of resources from the private sector, and from the general public to finance programmes for children. This strategy was based on three elements: on the concept of the universality of the rights of children; on the idea that the demandability of rights requires financing; and on the wide acceptance by national societies to contribute to the financing of the programmes supported by UNICEF. In this sense, and in agreement with Headquarters, the concept of self-funded offices is being explored in the countries of the Southern Cone.

THE ROAD LEFT TO TRAVEL

Assuming an optimistic scenario of economic expansion, the Latin America and Caribbean Region faces, with the advent of the next millennium, the challenges of building more egalitarian societies, strengthening processes of democratization, and creating a culture of cooperation and solidarity. An effective response to the Region in these areas calls for the empowerment of the new generations.

Facing these challenges, and as has been shown throughout this document, UNICEF has accumulated in LAC a set of experiences and knowledge that constitute a precious capital for taking on the task of defending and promoting the rights of girls and boys. Among the most important are the conviction that survival no longer is enough, but that we must take on issues such as the lengthening of life and its quality; the certainty that programmes for the struggle against poverty cannot be limited to attacking its worst manifestations, but should also take on its causes; the recognition that social policies for citizenship are the base of economic growth and have to be implanted in interaction with the political economy; the conviction that the shift towards a culture of rights and responsibilities must be part of the necessary codes for acceding to modernity; and finally, the knowledge that a modern economy cannot be imagined outside the context of a modern society.

Seen in this way, one of the great challenges that Latin America and the Caribbean must face at the gates of the 21st Century is the conformation, within the context of globalization, of an international social citizenship. This implies the construction of inclusive and democratic societies, in which the full exercise of all rights — including those of the third generation or related to the protection of the environment, peace and development — is the expression of this inclusion and of the functioning of democracy.

We are witnessing the expansion of social and economic negative trends that affect a growing percentage of the population, which although may have access to basic goods and services for



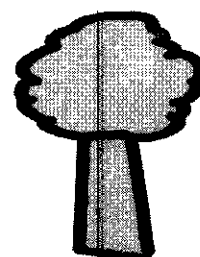
survival, have to overcome major obstacles to exercise their rights. And the fact is that the ultimate objective is — beyond the eradication of poverty — the construction of a world where human rights are respected, protected and fulfilled, and in which all individuals, regardless of their ages, may exercise the full spectrum of their political, social, economic, civil and cultural rights. The aspiration is to forge cohesive and inclusive societies, based on the principles of equity and solidarity, in which human rights form an integral part of a global ethic of respect for human dignity and for democracy.

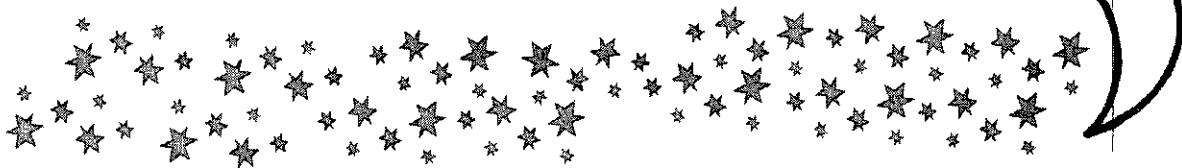
Moving toward more inclusive societies requires a “new generation” of programmes, oriented to the strengthening of rights, participation and full citizenship. It is necessary to implement a model of social policy that is radically different, that builds on what already has been accomplished, corrects past errors and leads to more equitable societies, centered on the accumulation of social capital as the basis for development. Certain principles will orient the tasks to be undertaken: in first place, it is clear that there is no contradiction between satisfying basic needs and demanding compliance with rights for all. In second place, the demandability of rights — that is, the capacity to have them respected — is intimately tied to social inclusion. They are two faces of the same coin, in which a society that generates the conditions for demandability of rights strives for a better distribution of resources, provides a better quality of services for all, and creates more spaces for participation; that is, it affords the conditions for inclusion. In third place, human rights offer a wide and indivisible agenda of political, civil, economic and social rights, which does not exclude the need to prioritize actions to ensure the full inclusion of the most vulnerable. And in fourth place, LAC is a region with its own regional identity, that is, homogeneous amid a great diversity. Therefore appropriate actions will have to be undertaken within a regional consensus.

For UNICEF in particular, this challenge signifies, in terms of tasks for the future: (a) creating an environment that allows real demandability of the rights of girls, boys, and adolescents, and ranges from a State of rights and an appropriate legislative framework, to the formation of an emancipated citizenship based on a culture of and an education on rights and served by democratic and effective institutions; (b) developing policies and programmes for all children between 0 and 18, that take into account the integrity of their development and the diversity of their circumstances (age, gender and origin, among others); (c) ensuring that UNICEF continues to be an authority, a name, and a reference for the defense and protection of children’s rights in all the countries in the Region, seeking the most appropriate modes of action and financing for each of them, based on solid information, a communications strategy and a modern management style. It will be necessary to develop precise goals, together with each country and with regional political and technical entities, with the final aim of placing boy and girl “citizens” in a context of emancipated citizenship.

UNICEF has accumulated a committed and experienced human capital that gives the Organization adequate maturity to answer the challenge of children. It has, furthermore, accumulated in its institutional image, a symbolic capital that is quite superior to the resources it handles. It

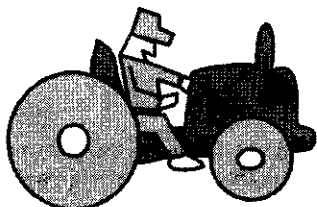
has become a valid interlocutor, not only for governments but also for Civil Society in its multiple manifestations: NGOs, the private sector, teachers and doctors, artists and intellectuals, as well as different religious creeds. In other words, UNICEF itself has come to obtain an institutional "citizenship" that grants it autonomy as a regional and national system, and can make it an actor for the defense of the rights of children.

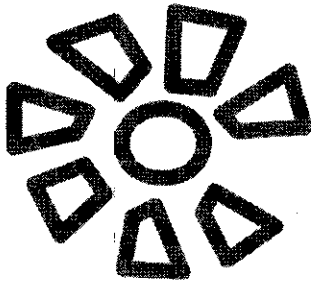




ANNEX I SOCIAL POLICY

Strategic orientation and
accomplishments, 1992-1998





..... Introduction

Numerous tasks were undertaken by the UNICEF Regional Office for Latin America and the Caribbean (TACRO) during the first years of the nineties, in an explicit effort to change the conceptual orientation of the contents and reach of social policy. This effort was intended to fill a double purpose: first, to frame actions for children in their intrinsic relations with social policy, an aspect that was conspicuously absent from what had been the conventional approach of the Organization. Secondly, the failure of the concept and practice of social policy as a mechanism for correcting the undesirable social effects of the political economy was becoming increasingly obvious. A critical review of the place of children within social policies and the relationship between social and economic policies was therefore undertaken. Also, TACRO did not miss the cue that this redefinition process should not be undertaken alone.

Therefore, with funds from SAFLAC ¹⁴ (the Special Adjustment Facility for Latin America and the Caribbean) the construction was begun in 1993 of what were called "conceptual alliances" with other international institutions like the World Bank, IDB, UNDP and ECLAC. Through these alliances it was hoped to achieve the following objectives: (a) to join efforts to promote a common approach to human development in international cooperation activities; (b) to create a new conceptual framework for human development policies for children, which, being based on "adjustment with a human face", was expected to respond to the new challenges in the Region; (c) to promote UNICEF's approach to social policy and its experience of working with international agencies, favoring greater political coordination and technical dialogue; (d) to make a joint analysis and design of policy recommendations referent to social sector reforms, employment and income for youths and women, and the strengthening of social security systems; (e) to channel funds toward country initiatives — National Plans of Action and others — that benefit children and women; and (f) to execute co-operative and coordinated activities. With these objectives in mind, agreements were negotiated with ECLAC, the ILO, UNDP and IDB, and a staff member was temporarily stationed in Washington. Another concrete expression of these alliances was the constitution of the Inter-Agency Coordinating Committee for Follow-up of the World Summit for Children in the Americas. In 1994, TACRO became the Pro-Tempore Secretariat for this committee, which included eight agencies of the United Nations Organization (UN) as well as USAID, the IDB and the World Bank.

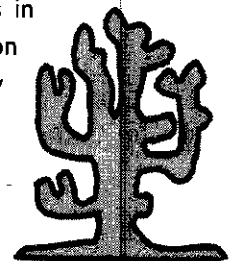
¹⁴ SAFLAC was created in 1988 with the aim of helping the Region's countries face the negative impact of the economic crisis of the 1980s. Although some of the characteristics of this service have changed, its objective continues unaltered in the various countries of the Region.

Between 1993 and 1998 various studies have been made in collaboration with ECLAC, that examine the economic arguments that sustain that investment in children should be a priority of governments and of society; also, studies are being made of reforms in the education and health sectors, as well as aspects of equity in the achievement of the goals for children. The results of these studies, some of which are briefly outlined in the section on the intergenerational and inter-temporal impact of investment in children, have been widely disseminated in *Social Panorama of Latin America*, ECLAC's annual publication that enjoys great prestige in academic and governmental circles and that, with support from UNICEF, has since 1993 included a chapter dedicated exclusively to child-related matters.

The extensive collaboration with the World Bank has been concentrated in the area of education, while the work with IDB has included programmes related to rural poverty (PROANDES), children in especially difficult circumstances, adolescent pregnancy, and female leadership. Interagency documents have been produced jointly with PAHO/WHO, FAO, and UNFPA in the area of health and nutrition; with IDB, the World Bank and UNESCO in the area of basic education; with the ILO in the area of child labour; and with UNIFEM and UNFPA in the area of women and gender.

A new expression of alliance-building began to be developed with much vigor during the last three years, this time with academic research centers. Emphasis has been placed on expanding UNICEF's capabilities as a learning organization. Active exchanges were established with CLACSO and FLACSO (NIDAL network), with the University of Connecticut/Roper Center (Voice of Children Project), the University of Notre Dame (Democracy, Rights and Social Policy), the London School of Economics (Seminar on Public Policy and Children), and GAP Washington (the Social Effects of Adjustment). The aim was to promote independent positions that would show viable alternatives for social development, in particular that of children, in reply to the hegemonic discourse on free markets. This led to the organization of the First Regional Seminar on Public Policy and Children, presented by professors of the London School of Economics, the International Development Centre, Queen Elizabeth House at Oxford University and professionals from different instances of government. The presentations offered a general panorama of the tendencies of world and regional public policies, and tackled different themes related to globalization and its impact on social indicators; the effectiveness of such policies as focalization, decentralization and participation; privatization of social services and quasi-markets and the role of the State, among others. Given the high relevance of the theme and the accomplishments obtained at this seminar, in 1998 a second event was held, organized by the Regional Office with collaboration from the Mexico Area Office.

To show the results of the re-conceptualization effort undertaken by TACRO between 1992 and 1995, the following documents would merit special attention: the 1993 Work Plan; the document entitled "Compliance with the Goals of the Summit and New Challenges in Latin America and the Caribbean", prepared for the Second American Meeting on Children and Social Policy, in 1994; and the "Note on the Social Summit: A View

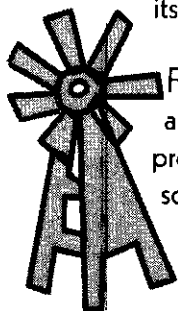


from Latin America and the Caribbean” prepared by ECLAC, ILO and UNICEF in that same year. The arguments included in these last two documents were picked up in the Nariño Accord — resulting from the aforementioned Ministerial Meeting — and in the Declaration and the Plan of Action of the World Summit on Social Development in 1995.

The studies carried out by TACRO through 1995 recounted the progress achieved in the goals contained in the National Plans of Action for Children, as well as the aggravation of conditions of poverty and inequality. Having learned this, a set of proposals was advanced, to redefine the guiding principles for public policies that would be capable of facing the social lags of the past, and the new problems arising from the implantation of adjustment policies during the decade of the eighties. The principal proposals derived from this analysis placed special emphasis on the reciprocity of relations between economic development and social development and their simultaneous character; the value of child development as social and economic investment; and the “virtuous” links between child development and democracy. These proposals also recognized the monitoring and evaluation of social programmes and policies as fundamental elements for guaranteeing optimal results.

The described relations received a strong impetus from the progressive inclusion into UNICEF’s cooperation, of a programmatic approach centered on implanting child rights — a phenomenon that was particularly visible beginning in 1996 and was formalized in the Santiago Accord that same year.

In the last two years the emphasis on equity problems and human rights has attracted extraordinary interest. The first attempt to propose a clear distinction among the problems of poverty that dominated the conceptual discussion in the first half of the nineties, is described in the book prepared by TACRO and the Corporation of Economic Research for Latin America (CIEPLAN) in 1994, *Las Políticas Económicas y Sociales en el Chile Democrático* (“Economic and Social Policies in Democratic Chile”). The topic is revisited in 1996 in the book *Desarrollo Social en los Noventa* (“Social Development in the Nineties”), also prepared by TACRO and CIEPLAN. Finally, equity took central importance in the discussion of public policies and children in the two Seminars on Public Policies and Children, held in Costa Rica in July 1997 and in Mexico City in July 1998, as well as in publications of the Regional Office of UNICEF for Latin America and the Caribbean with the Fundación Santillana, *Todos Entran: Propuesta para Sociedades Incluyentes* (“All In: A Proposal for Inclusive Societies”) and *Regreso a Casa: La Familia y las Políticas Públicas* (“Returning Home: The Family and Public Policy”). This last publication posits the need to frame public policies to support the family in its basic function of providing solidarity and affection.



Following the lines described above, the evolution of UNICEF’s proposal within the Region and its contribution to redefining social policy are examined below in four sections of the present Annex 1. The first of these sections, concerning the relations between economic and social development, shows that the main advances in health should be understood to be the



outcome of focused actions promoted by the National Plans of Action, as well as the action of more universal variables like the processes of urbanization and the growing exposure of the population to new communications messages. The great challenges left pending — related to quality of education, the extension of water and sanitation into rural and marginal urban areas, as well as the advances in nutrition, maternal mortality and reproductive health — still depend on political reforms of greater scope. Also depending on these more extensive reforms is the future of equality, a matter taken up in the second section. Issues relative to the inter-temporal and distributive effects of investment in children and the virtuous relation between children and the development of democracy are taken up in the following two sections. Finally, the fourth section goes more deeply into the topic of monitoring and evaluation and examines the evolution in this field in the decade to date.

..... Relations between Economic and Social Development

Advances in Health and Education

In the document published in 1993 by CELADE and UNICEF, *Mortalidad de la Niñez* (“Child Mortality”), a decrease in infant and under-five mortality rates is shown over the past thirty years. This same tendency may be seen in the improvement of life expectancy, which rose from 56 years in 1960 to 68 in 1992. The rate of literacy among women rose from 69% in 1970 to 83% in 1992. The gross school enrolment rate for girls increased from 71% to 102% in the first years of the nineties. In terms of progress in the National Plan of Action for Children, the goals for reducing infant and under-five mortality would already have been met for the Region, as had been foreseen three years ago in the already-cited document *Meeting the Goals*. The same might be said for goals for eradicating polio, eliminating measles and fortifying foods with micronutrients. These advances are attributable to the application of low-cost technologies for reducing morbidity and mortality in children under five — included as goals in all the Plans of Action — such as immunization programmes, oral rehydration therapy and maternal breast-feeding. Furthermore, they obey other, more general influences such as the improvement of the education level of the population and especially of women; a drop in fertility rates; and the increase of populations living in urban areas. The latter factor has led to an increased exposure to media messages concerning new life styles and opportunities.

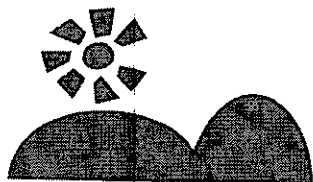
Despite the changes, those aspects of social well-being that are most strongly conditioned by economic reforms, social investments and democratization of the public system — the so-called “hard goals” — still show great lags with respect to the established goals. These include the

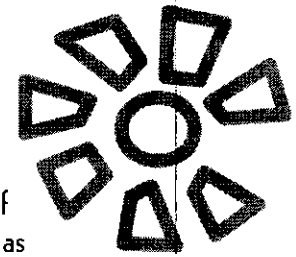
extension of safe water services delivery to dispersed rural populations and marginal urban groups with low degrees of social and political organization, increased quality of education, and the provision of new social and economic services to improve women's reproductive health.

Relations between Economic Development and Poverty

The economic growth observed at different periods has not always brought with it a reduction of poverty in the Region. During the seventies, when the growth rate of GDP reached an annual average of 6%, the absolute number of persons in poverty was not reduced; on the contrary, many times economic growth was accompanied by an increase in poverty. So with much greater reason, in periods of negative growth of 10% -- as happened between 1981 and 1990 — the population living in conditions of poverty increased dramatically. The "lost decade", as the eighties commonly are called in Latin America, meant a dramatic reversal in the economic and social advances made during the seventies in the Region's countries. Between 1980 and 1990, poverty grew from 35% to 41%, which meant that in the course of ten years, more than 61 million people entered the ranks of the poor. In spite of the reactivation of economic growth that was experienced in many countries during the first five years of the nineties, the gains in the area of poverty were minimal and insufficient to counteract the many years of deterioration in social conditions — a partial reflection of long and costly adjustment processes and economic restructuring.

To the drop in economic growth was added the fall of social expenditure, a dimension that was pointed out in several initiatives of the Regional Office in association with ECLAC in various editions of *Social Panorama of Latin America*, especially those of 1994 and 1996, and in other works by UNICEF, like the study *América Latina y el Gasto Social, Provisión y Regulación Pública en los Sectores Sociales* ("Latin America and Social Spending, Funding and Public Regulation in the Social Sectors"), published in 1995. During the period 1982-1989, the average public social expenditure fell in relation to the GDP, with relation to total public expenditure, and in per-capita terms. Since the end of the eighties and the beginning of the nineties an average recuperation in per-capita terms of almost 28%, and an increase relative to GDP of some 2% has been registered. In twelve of the fifteen countries for which comparative data are available, resources assigned to the social sectors increased during the first years of the decade of the nineties — indeed reaching levels higher than those observed at the beginning of the eighties. As a result, social public expenditure measured as a percentage of the GDP increased an average of 1.8 points. (ECLAC, 1996). Despite these improvements, the Region continues to show a large lag with respect to the expenditures in industrialized countries: the countries with a high social expenditure, like Uruguay, Costa Rica and Chile, invest 425 dollars per capita, and little more than 17% of GDP. Developed countries with high social expenditure like Sweden, France and Austria spend 7,200 dollars per-capita and more than 31% of GDP. Along these lines, studies of social expenditure in various countries of the



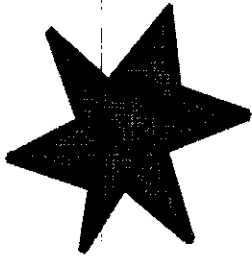


Region are being carried out jointly with UNDP, focused on the 20/20 Initiative¹⁵. These studies seek to determine the proportion of the national budget and of the flow of international assistance that is being invested in basic social services, as well as to establish the possibilities of an inter- and intra-sectorial restructuring of the budget in favor of these, examining the progressive/regressive nature of government incomes; identifying alternatives for financing public expenditure that lead to a more equitable distribution of income; and finally, identifying the areas where the cost-effectiveness relation of the basic services delivery system can be improved.

The increase in social expenditure, as well as the economic recuperation observed during the first five years of the nineties, have also had repercussions in the decrease of poverty. The highest rates of reduction, between 6% and 10%, occurred precisely in those countries that showed the highest and most stable rates of accumulated growth between 1990 and 1994, such as Argentina with 28%, Chile with 24% and Uruguay with 20%. The high growth rates shown by these countries came about in a context of price stability. In countries that were able to increase employment and at the same time reduce open unemployment, a considerable increase in the number of persons from the lowest-income deciles who were employed also was seen, along with a notable decrease in open unemployment among the economically active population in the quintile of poorest households, as in Bolivia and Costa Rica. Nonetheless, although the Region has had an average growth of 3.1% between 1991 and 1996, estimates by ECLAC and the World Bank indicate that sustained growth rates of 6% per year would be required to achieve an effective increment in employment that would absorb the growth in the economically active population and place a larger number of workers in quality jobs. At present, a high-productivity sector with salaried and non-salaried workers with professional or technical qualifications has stood apart, where an important increase of product and productivity — but only a small increase in employment — is noted. Low-productivity and informal employment is what has expanded the most. It is estimated that of every ten new jobs, eight correspond to the low-productivity sector. On the other hand, the breach in salaries has widened, between the economic sectors oriented towards the external market or inserted in some specific niche, and the other sectors of the economy. Similarly, there has been an increase in the intra-sectorial differences and those among different skill levels (especially between skilled and non-skilled workers and employees).

Among the factors most directly related to the reduction of poverty, then, it is necessary to stress the maintenance of high and sustained economic growth rates in a context of price stability: growth which, in turn, is capable of generating new good-quality jobs that reduce open unemployment.

¹⁵ As was mentioned previously, this initiative proposes that an average of 20% of budgetary expenditures and 20% of development assistance received, be assigned to basic social services (BSS). This is based on the conviction that delivery of BSS is one of the most effective and cost-efficient ways of combating the worst manifestations of poverty.



..... The Equity Gap

Inequalities in Income

Historically, Latin America has shown a highly inequitable income distribution. At the end of the sixties, after a period of sustained economic growth, the inequality of income in the countries of the Region was higher than those of developing countries in East and Southeast Asia. Thus, for example, the ratio between the highest and lowest deciles showed values of 33.6, 21.2, 18.0 and 11.4 in Brazil, Colombia, Venezuela and Argentina, respectively, while in the Philippines Thailand, and South Korea it was 13.6, 8.9 and 7.5. (Cornia G., Andrea, 1994). According to some authors, this is one of the reasons why the countries of Latin America, despite their growth and having achieved good levels of productivity, were not able to eradicate the most severe manifestations of poverty.

Throughout the past decade, while per-capita income has been kept relatively stable, the Gini Coefficient has grown significantly. Recent data from some countries show the contradictory movement of a simultaneous increase in average per-capita income and of the Gini Coefficient. Recent reports indicate that Latin America retains the unfortunate honor of having the most inequitable income distribution of any region in the developing world. The relation between the income participation of the wealthiest 20% and the poorest 40%, is significantly higher in Latin America and the Caribbean than in any other region. It has been calculated that the Region has an "excess of inequality" of approximately 15 points of the Gini Coefficient. (Londoño and Székely, 1997).

All of this shows clearly that economic growth and the decrease in open unemployment have not led Latin America to a reduction in income inequality. In the seminars on Public Policy and Children, the issue of equity was explicitly dealt with in diverse papers and in a special panel. Under conditions of high and stable economic growth, poor households can be observed to maintain their participation in the distribution of income, while at the same time the wealthiest 10% of households experience an increase in income participation, as has occurred in Chile. It also can be seen — as in the case of Argentina — that with high rates of economic growth, the increase of the participation of the wealthiest 10% of households is more pronounced than the participation increase of the poorest 40%. Of the total of Latin American countries, only Uruguay reduced the participation of the wealthiest 10% of households while at the same time increasing the participation of the poorest 40% of households. Besides Argentina, the participation of the wealthiest 10% of households grew in Mexico, Panama, Paraguay and Venezuela. Resistance to a larger reduction in the disparity of income from labour as a means to achieve a better redistribution of incomes is associated with an increase in the distance between the incomes of professionals and technical workers and those of low-productivity workers. Between 1990 and 1994 this disparity increased between some 40% and 60%.

The new methods of business management, and the speed of technological change and its incorporation into the productive process, have encouraged a great heterogeneity among productive sectors. The activities that are most dynamic and of highest productivity principally employ professionals, technicians, or workers with very specific skills, and the remuneration of these groups has begun to rise rapidly, at a much faster rhythm than the average productivity of the economy.

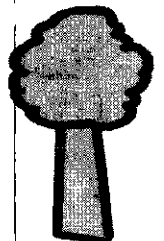
Equity and Democratization

The seminars on Public Policy and Children also emphasized that — given the growth dynamic in the Region's economy, to great measure determined by the incorporation of scientific and technological progress — the traits deriving from the structural heterogeneity and its perverse impact on the increase in salary inequality, only can be corrected by introducing political reforms. These should be aimed at creating the varied mechanisms that make possible a broad discussion of economic reforms in the following areas: distribution of public resources and ways of generating them, including progressive-style tax reforms; democratization of economic opportunities in capital markets; ownership of natural resources; and the improvement of equity in the distribution of educational opportunities. Also, the transparency, efficacy and equity of these reforms will be greater in the measure that it is possible to increase the representativeness of the electoral system, the responsibility of the corporate representatives before their bases (accountability), political authorities' capacity to reply to the poorest groups (responsiveness), and the these groups' drive to organize themselves and participate in decision-making and carrying out reforms.

At the same time, the construction of democracy based on the family as a fundamental unit of coexistence is beginning to be discussed, and UNICEF has proposed the framing of public policies for the family in the areas of health, education, housing and communications.

.....
**The Intergenerational and
Inter-Temporal Impact
Of Investing in Children**
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In parallel with the exposure of these problems, in the previously mentioned report, "Compliance with the Goals of the Summit", TACRO opened the discussion of the intergenerational and inter-temporal distributive efficiency of investment of children in the areas of pre-school education, health and nutrition, among others. One of the most important dimensions of equity is related to the intergenerational plane, which considers, aside from ethical arguments, the set of costs — environmental and all others — that the present generation can either impose on future generations or protect them from, for the full development of their potential-



ties. The impacts of investment in children in scientific and technological creation and innovation, in the early constitution of citizenship skills, and in the development of democracy, were all amply pointed out in consonance with the intergenerational focus. Starting from this concept, the 1994 and 1996 editions of *Social Panorama of Latin America* promoted empirical research on themes like the characteristics of households and the contexts in which children are socialized, the profitability of opportune and early investment in education, the breaches in equity in reaching goals in education and health, the magnitude and repercussions of child labour and the incorporation of adolescents into the labour market, women's work, the waste of the human resources of youths who neither study nor work, and the importance of educational capital for the future of youth. With respect to some of the results from these investigations, it is worth mentioning, for example, that in urban areas obtaining ten years of education or, even the finishing of secondary education, is a requisite for avoiding by 80% the probability of having to live in poverty. Furthermore, the increase in retributions of salaried urban adults with three additional years of primary or secondary education is equivalent to between six and eight times the value their salaries would need to have to recover, in one decade, the cost of this additional amount of education.

Many children and youths in the Region find themselves excluded from the benefits of education for their future lives owing to their early insertion into the labour market. Different editions of *Social Panorama of Latin America* have shown that in some countries in the Region this phenomenon reaches as high as 36% of the total of children and youths in urban areas, and in rural zones it can go higher than 50%. An important proportion of children between six and eleven are included in this total: for example in Colombia and Peru the proportion of these young girls and boys oscillates between 10% and 25% of the total of working children. Only one of every four children and adolescents who works also attends school.

Regarding equity in meeting the goals, in particular the mid-decade goals for education, it was shown that disparities among socio-economic groups were reduced in a great number of countries. On the contrary, in many countries, basic sanitation goals were not reached, and no gains were made in reducing the inequalities between the poorest groups and the other socio-economic groups.

Children and Democracy

Based on the conviction that the new processes of democratization that were extended throughout the Region would not be sustainable over the medium and long range without a new form of socialization, the Regional Office opened a new line of reflection on the links between child development and political development. The book *Niñez y Democracia* ("Children and Democracy"), promoted jointly with the Governability Project of the UNDP and published in 1997, examined for the first time in this Region the conditioning factors to be found in values





and practices in which democratic conduct is manifested, stressing very particularly the importance of relations of respect and mutual confidence that may or may not be forged within the mother-child relationship. Also underscored was the harmful influence on development of democratic skills of incoherence in the logical-formal discourse on democracy and the absence of effective forms of democratic coexistence in the school, family, cultural and political environments. In its publication with ECLAC, *Familia y Futuro* ("Family and Future"), UNICEF had already emphasized the role of the family "in creating an environment of happiness, love and comprehension" absolutely indispensable for "the complete and harmonious development of the child's personality". This theme is once again taken up in *Regreso a Casa: La Familia y las Políticas Públicas* ("Returning Home: the Family and Public Policy"), published by Editorial Santillana.

The strengthening of democratic practices in their territorial expressions achieved considerable vigor within Regional Office policy, which promoted the decentralization of the Plans of Action for Children at the municipal level and gave strong support to the Mayors Defenders of Children initiative. In this way UNICEF's programming came closer to communities, opening concrete opportunities for the participation of families, women, youths and children in changing their own situations.

From the general perspective of the changes in the political system, making children into subjects that bear democratic values is an unquestionable condition for consolidating and broadening the democratic forms of social and political coexistence. The child as the subject of rights is, in turn, an intrinsic part of the new concept consecrated by the Convention on the Rights of the Child. The commitment to respect, guarantee and promote children's rights of participation and of free expression points to necessary cultural transformations for the effective and full enforcement of the Convention. Children and youths have a voice, a vision of the world and a creative and new perspective on the future to contribute; furthermore, they have the right to express it and to be listened to. (See the section on Participation, and UNICEF, 1998c). A review of democracy's more than 2,500 years of history, from its remote origins (500 years BC) until today, teaches that incorporating a new subject into social and political life always has brought with it a conceptual and practical redefinition of democracy. We may then hope that the incorporation of children and youths, and especially of women, into social and political life also will have repercussions in a new advance in the secular and incomplete journey of democracy in search of a greater equality and freedom.

••••• Evaluation •••••

Monitoring and evaluation is a fundamental strategy for building necessary knowledge for analyzing countries' socio-economic reality and the effectiveness, relevance, sustainability and efficiency of public policies. On the other hand, the direction and the approaches of social policy directly influence monitoring and evaluation. The latter, charged with analyzing the

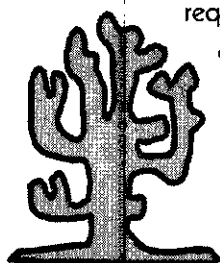
relevance and effectiveness of programmes and policies, is not a technically and methodologically pure instrument, because it needs a conceptual framework for analysis, that includes a political dimension: it requires study of the process and the content of decisions made, considering the context and the political framework that dictate certain priorities and decisions. It is thus clear that monitoring and evaluation are directly related to social policies and that there also exists between them a relationship of reciprocal influence.

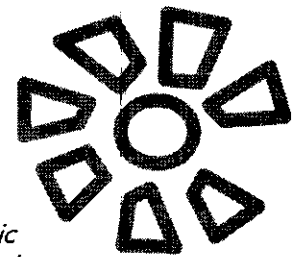
Despite the recognition of evaluation as a crucial element in the area of social policy, at the beginning of the nineties the function of evaluation lacked a regional strategy. Country Offices made evaluations that assigned a low priority to lessons learned and to the dissemination of best practices, and no regional monitoring and evaluation plan existed. During the first half of the decade efforts were made to organize unique activities that had as a result some evaluations with regional impact, such as SAFLAC in 1991.

Also during the first half of the decade, there was an increase in consciousness of the strategic importance of evaluation to facilitate learning and institutional change and to support a better performance of programmes and projects. This was the period when the Regional Office began to analyze the state of monitoring and evaluation in the Region and to develop a regional focus based on the results and recommendations from this analysis. In 1993 a study of forty evaluations done in the Region detected an increase in the quantity and quality of evaluation, but showed that UNICEF was carrying out sectorial evaluations in an isolated fashion, without a holistic and integrated perspective, because of a weak culture of evaluation and the absence of a regional strategy in this area. This sectorial treatment limited the potential impact of evaluation on institutional excellence and on institutional learning. The principal recommendations were: to give priority to monitoring and evaluation at all levels in UNICEF and in all offices; to strengthen regional advisement on evaluation by contracting a regional advisor; to formulate regional policies and strategies; and to create a regional network in this field. All these recommendations were put into practice.

To confirm these results and to define a base of evaluation culture and practice in the Region, a survey was done whose results were quite clear: the principal bottleneck was not in the technical capacity (evaluation *practices*) but in the weak evaluation *culture*. It doesn't make much sense to create technical skills if it is done in a way that is isolated from decision-making processes.

In May 1997 the Regional Office held a workshop that brought together all the monitoring and evaluation officers and/or focal points from Country Offices on the continent, with the objective of analyzing monitoring and evaluation practices in the Region and designing strategies and policies to strengthen them. Using a participatory process, it was established that the requisite for a strong evaluation function is an institutional culture that is favorable to evaluation. Together the participants analyzed the concept of "evaluation culture", which they defined as:





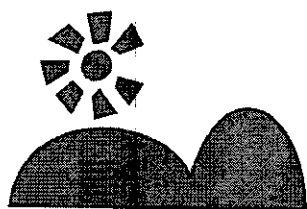
“ ... A set of values, attitudes and processes of participatory and systematic reflection about the mission of the institution and its objectives, strategies and programmes to generate knowledge, systematize experiences and carry out a rigorous validation. This includes a process and some daily practices that imply a comprehension of the principles and bases of monitoring and evaluation, the valuing of an historic perspective, a shared language, and the incorporation of independent voices into the evaluation and of the will to apply lessons learned. The results should permit people to feed back into and/or reorient plans, policies and programmes as an everyday expression of the Institution, with the aim of learning from its experience and achieving efficacy, efficiency, impact, sustainability and dissemination of knowledge.”

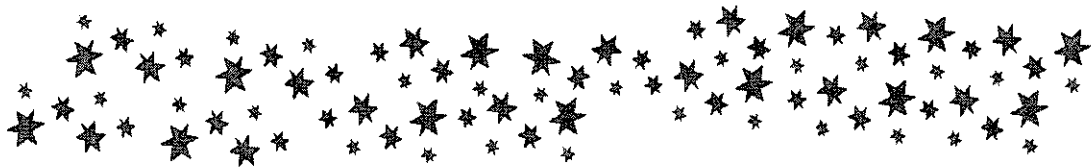
Through the years the scope of evaluation has changed in accordance with a process that takes on not only the function of evaluation, but the entire development of the institution. Years ago, when the objective of an evaluation was to measure and judge, people perceived it as a repressive tool at the service of top management, to control both institutional and individual performance. Currently, in this Region UNICEF recognizes and promotes evaluation as an instrument for improving the performance of programmes and projects — positive responsibility — in representation of its partners and beneficiaries, supplying to those who make decisions the information that they require for making determinations that are pertinent and effective. Since one of the principal objectives of evaluation is to generate knowledge for institutional and individual learning, the *process* itself is of greater importance than the results. In this context, the objectives of evaluation are problem-solving and decision-making, positive responsibility and excellence, knowledge generation and the construction of skills, and institutional learning and strategic planning.

A new conceptual framework and a regional strategy for monitoring and evaluation will be discussed and adopted during a coming regional training event in this field, to be held in Fortaleza. The regional strategic lines for the future are strengthening of the culture of evaluation and training environment; the reinforcing of technical skills; the dissemination of information and knowledge; the development of methodologies for evaluating newly emerging areas; and the promotion of democratic evaluation.

The regional function of monitoring and evaluation should be developed within the context of the principles of the CRC and the CEDAW, the strategies of the Management Excellence Programme (MEP), and a culture favorable to evaluation. If there is an enabling environment, a process of democratic evaluation can contribute to solving administrative and programmatic problems; achieving positive responsibility and excellence; generating knowledge to be used in strategies and activities for advocacy, communication and fund-raising; building analytic skills; strengthening the process of institutional learning and change; and improving strategic planning.

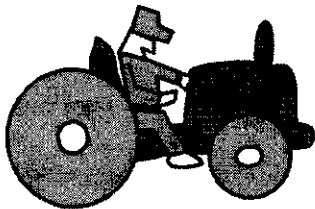
A current challenge is the definition of a rights approach for evaluating policies, programmes and projects. When an evaluation is carried out, the frame of reference should be based on the principles of the CRC and the CEDAW and their implications, such as the interdependency, indivisibility and universality of rights; non-discrimination; the best interest of the child; support for the creation and strengthening of a culture of rights; attention for all children and women, the new social actors (among them Civil Society and the family), and the participation of children and women.





ANNEX 2
CHILDREN'S RIGHTS

Strategic orientation and
accomplishments, 1992-1998



..... Policies for Children in the Context of the Convention on the Rights of the Child

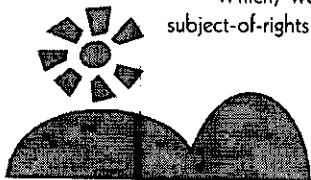
The process of developing the CRC took ten years of discussions. However, it may be argued that its positive effects began to be felt even before its approval. One of the central characteristics of its political value is that the CRC is the first legal instrument to speak a language that is understandable to the NGOs. Needs begin to be formulated in terms of rights. While the rights perspective includes all children and implies a fundamental qualitative leap with respect to programmes, the issue of quantitative coverage begins to become the center of debate. Once the CRC was approved, it became clear that it is antagonistic to, and stands in flagrant contradiction to, the existing legislation on "minors". Some countries undertake a slow and complicated process of adapting the substance of national law to the spirit and text of the CRC. The new perception of children as subjects of rights, and the introduction of mechanisms to ensure their demandability ¹⁶, provokes profound changes in the traditional concept of government policies, breaking their automatic association with the concept of public policies. Organized Civil Society, concerned with the issues of children, takes positions that decidedly attempt to influence government policies "on the march". From "alternativism" (from NGOs to government), a transition begins in the unmistakable direction of "alterism" (cooperation between Civil Society and the government).

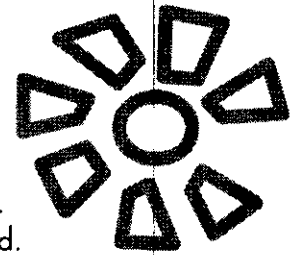
The Region's more advanced laws concerning children institutionalize society's deliberate participation; policies for children only will be public to the degree that they include society's effective participation. The greater this intervention, in terms of quality and quantity, the greater and more complex will be the public character of these policies. This approach shows clearly the nature of the tie between the material condition and the legal condition of the child. Furthermore, it allows tracing the most extreme situations of risk (street children, maltreatment, abandonment, sexual exploitation, child labour, etc.) to failures and omissions in the basic social policies. Non-existent or deficient families and schools offer much better explanations than individualistic or structuralist variables — the issues that traditionally have concerned the area of Children in Extremely Difficult Circumstances (CEDC).

..... The Value and Use of the Convention on the Rights of the Child

Few legal instruments possess the double virtue of the CRC: to regulate and specify the rights of children in great detail, while at the same time representing an almost planetary consensus. But in addition, never before had a legal instrument shown the CRC's potential to transform.

¹⁶ Which, we might mention annuls the sterile debate contained in the false opposition of child-social-subject/child-subject-of-rights.





In the case of Latin America, its concrete effects were even felt long before its approval in November 1989, by the General Assembly of the United Nations. In this sense it is not an exaggeration to say that the CRC is a true watershed. Nothing will ever again be the same in the Region.

The CRC is the most complete legal body, synthesizing and surpassing all previous international documents and declarations related to children, while at the same time specifying and detailing a large percentage of the general principles contained in the Universal Declaration of Human Rights.

From another point of view, the CRC may be understood to be an instrument with triple meaning: a) political, b) developmental, and c) legal. UNICEF's efforts and concrete results in terms of ratifications, as well as its effective use as a tool for advocacy, clearly show the potential of the CRC. However, that same cannot be said for the use of the CRC as a legal tool, since in the post-ratification era¹⁷ it is still incipient.

The Convention on the Rights of the Child as a legal instrument

To date, practically all the countries in Latin America and the Caribbean have ratified the CRC; similarly, almost all the countries also have promulgated it — that is, they have made it national law. UNICEF has played an important role in this process; since 1993 it has, as one of its priorities, promoted the adaptation of national law to the spirit and text of the CRC. In this activity, the contents of the new legislation have been as important as the processes of mobilization, of which the legislative reforms are both cause and consequence. In this way the processes of legislative reform have been completed in Brazil, Bolivia, Costa Rica, Ecuador, El Salvador, Guatemala, Honduras, Nicaragua, Paraguay, Peru and the Dominican Republic. UNICEF has supported the countries technically in the parliamentary processing of legal texts in Chile, Panama and Uruguay. Also, with enormous difficulty, it has been possible to move forward in the approval of two provincial laws in Argentina (Mendoza and Chubut). Similarly, approval of a law that had not been socially consulted and was technically weak has been blocked in Colombia; a law on adoptions has been approved in Paraguay (a law that has positively influenced a decrease in the scandalous trafficking of children in that country); and at present UNICEF is working to achieve full enforcement of the law in Guatemala, that was approved by unanimity in Parliament in September 1996.

However, despite the fact that all the countries in the Latin American Region have ratified and promulgated the Convention on the Rights of the Child, the judiciary sector charged with its application has insistently reverted to the programmatic and non-self-applicability of the Convention. Right or not, the result is that there still is no report of any concrete judicial decisions

¹⁷ James Himes, "Reflections on Indicators Concerning the Rights of the Child: The Development and Human Rights Communities Should Get their Acts Together". Innocenti Essays No. 5, 1993.

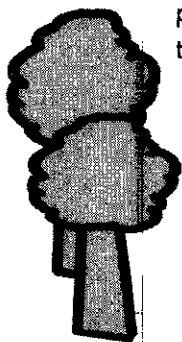
based on the text of the CRC in the Region. Worse yet, the CRC rules in almost all the countries alongside national laws that, based on the doctrine of "irregular situation", are explicitly antagonistic to the spirit and text of the Convention.

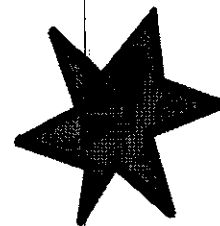
After the ratification and the eventual promulgation of the CRC, there have been three roads followed by countries in the Region:

- 1) Countries where the CRC has had practically no sort of concrete effect, or at least has not transcended the level of superficial political repercussion.
- 2) Countries that have carried out a purely nominal and formal adoption of the CRC.
- 3) Countries which have begun a difficult and complicated process of substantial adaptation of the CRC. In this case, the results have been uneven regarding the technical quality of the legislative texts. But what these countries have in common is the fact that the richness of the process started by the CRC has been extremely useful for re-opening the debate on the entire package of policies on children.

In the countries that have completed their legislative reforms, an institutional reform has been carried out with the basic objective of creating institutions that are guided by the governing principles of the Convention and act upon the best interest of the child. This reform implies re-ordering ALL institutions, including those with which UNICEF traditionally has worked (welfare systems) and others that have become new counterparts for UNICEF in the Region, and with which we have been working since approximately 1992-1993: the police, the attorney general's office and judges, among others. This labour includes training technical personnel for putting the new doctrine of integral protection into practice. To this end innumerable publications have been prepared, and (in collaboration with the Inter-American Children's Institute, IIN), an open national and regional training programme has been developed, which now is in operation and to date involves more than twelve universities in the Region. The change of paradigm implied by the Convention confirms that political and cultural resistances are the principal roadblocks to developing modern and efficient policies for children. Since 1993 a solid collaborative alliance has been built with the Inter-American Institute for Human Rights (IIDH), whose outcome is the introduction of specific references to children in a considerable part of the IIDH's programmes and projects in the Region. In particular, the existence of the UNICEF Course within the framework of the Interdisciplinary Course on Human Rights has allowed for the training of more than 1,500 high-level governmental and non-governmental agents in these specific issues.

Also, UNICEF has made important efforts to strengthen its own regional network of focal points in the area of child rights, and has advanced notably in training these professionals in the child rights perspective.





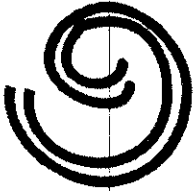
Why New National Laws for Children?

If one recognizes the legal specificity of the CRC instrument, it becomes easier to answer this question, although it can be answered in two complementary ways. First, it should be understood that the CRC as a legal instrument is not an end in itself. This means that it is a serious mistake and a false contrast, to put forth one the CRC's three dimensions (ethical, political or legal) as an alternative to the others. The CRC is a legal instrument at the service of a policy of child development. From this perspective the needs of children begin to be perceived as rights. This opens the debate on one of the central themes that must be addressed: the demandability of rights. In other words, the challenge (post-ratification/post-substantial-adaptation) would doubtless consist of creating and or detailing political, social and legal mechanisms to make possible both the fulfillment of consecrated rights and the rectification of their non-fulfillment or violation.

In second place, new legislation is necessary because upon it depends the concrete destiny of a considerable part (the majority) of children in the Region. A directly proportional relation can be shown between situations of risk to children and the practical or symbolic incidence of the law.

In the Region there are basically two types of children: one, the minority, that has its basic needs satisfied ("children and adolescents") and another, the majority, whose basic needs are fully or partially unsatisfied ("minors"). For the first category the old laws, based on the doctrine of the "irregular situation" (or its functional equivalent of merely euphemistic adaptation), are a matter of absolute indifference. Their eventual civil conflicts (for example, property-holding children) are worked out through legal and jurisdictional channels that are totally different from the ones foreseen in laws for minors: civil and family codes. On the other hand, their eventual conflicts of a penal nature — considering that what really matters is the "personality" of the actor and not the nature of the deed — are worked out with the assurance of impunity, even for misconduct that may be of considerable gravity from the viewpoint of penal law. The entirely discretionary power that laws for minors grant the juvenile judge paradoxically allow both for impunity to be ensured and for general principles of rights to be violated, in strict compliance with the positive norms now in effect.

For the second category of children, — "minors" — the laws for minors affect their entire existence in a concrete and everyday fashion. It is obvious that for children born into "irregular situations" the laws for minors open and totally legitimize the State's control of their destinies. Systematic practices of "compassion-repression", stripped of any sort of guarantees, order everything from early declarations of being in a state of abandonment (a practice which opens the doors to adoption, not as a response to individual dramas but as policy), to coercive institutionalization (true privation of liberty), antechamber to processes of criminalizing poverty. In this institutionalized legal context, juvenile judges are the ones who indeed design and execute policies (and programmes) for the Region's poor children.



The “judicialization” of social problems (that is, of those problems of a non-penal nature or that are not linked to reconciliation of conflicts of a civil nature that potentially could permanently affect the legal condition of children and adolescents) has had a perverse additional consequence. Since stopgap replies are offered to problems that are strictly structural, this contributes to obscuring the link between failures and omissions of basic social policies and the qualitative and quantitative emergency of children and adolescents in situations of risk. In other words, the judicialization of social problems has served objectively as an ideological substitute, as a legitimizer of the reduction of public expenditure in the area of basic social policies for children.

UNICEF has been present – in most cases as the only and exclusive actor — in all processes of juvenile penal reform and in all the debates and governmental and non-governmental plans related to the issue. In all these cases UNICEF has been a decisive actor for blocking more repressive social and legal policies linked to lowering the age for trial and sentencing, and the consequent deterioration of the democratic state of law. Additionally, UNICEF has carried out an important job in the Region in activities related to the phenomenon of violence and its multiple manifestations. The Organization’s task in this field has basically consisted of, 1) collaborating in the production of reliable statistical information, and 2) helping governments and Civil Society to reduce levels of impunity.

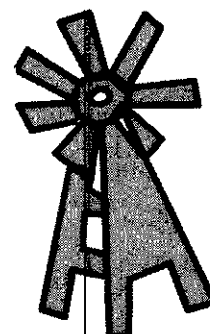
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**Recuperation of the Centrality of the School
and the Family: Rediscovering the Obvious**
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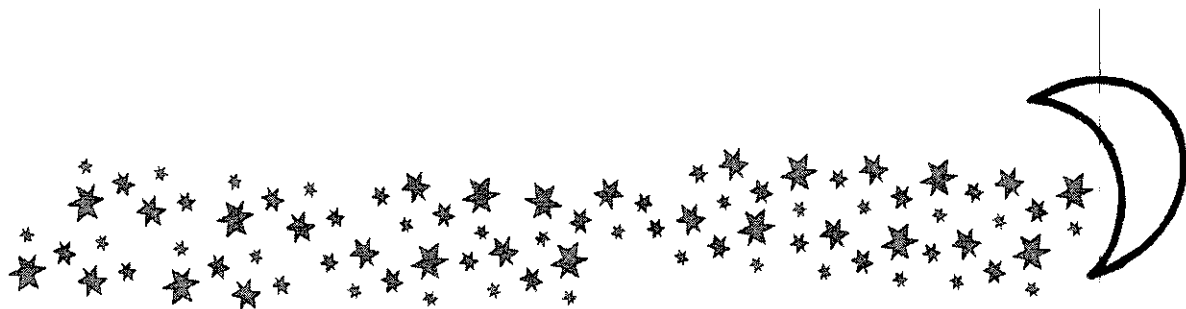
The process of re-democratizing the Region, even with all its reversals and contradictions, cannot be left out of this discussion of policies for children. If it is true, on the one hand, that the return to democracy does not translate automatically into improvements in the material conditions of children (and often it even brings strong reversals and deterioration as a result), on the other hand one cannot ignore the possibilities that are opened up in a process that begins by taking seriously the rights that are established, formally and potentially, for the population as a whole, and particularly for that portion which is most vulnerable: the children.

Traditionally policies for children have been conceived in terms of the supply of services, ignoring the potentialities of an efficient and organized demand. Experience shows that the quality of demand is a fundamental variable for improving the supply of services. The potentialities of this perspective have not yet been explored in their full dimension. In any case, if there is a consensus that the sharpest and most dramatic manifestations of children in situations

of risk are generated by the deterioration, insufficient supply, or omission of basic social policies, then it should be clear that we should take the path of recovering what is obvious and essential: the school and the family. This position implies opening a new debate — although not limited to only traditional actors. A new debate (on the school, for example) requires new and non-traditional actors in order to overcome the classic vices of corporativism. Only when educative policy is truly understood to be an integral part of development policy by all its principal actors, will the foundations be laid (or re-laid, in many cases) to create the citizenship of all the component members of a country, beginning with its vulnerable sectors.

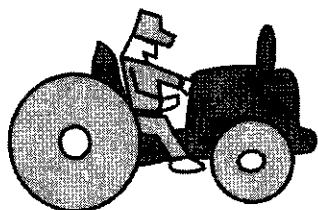
Public policies for a family that is understood to be a unit that creates forms of solidarity, democracy and coexistence will reinforce this process of creating citizenship.





ANNEX 3
WOMEN AND GENDER EQUITY

Strategic orientation and
accomplishments, 1992-1998



Between 1992 and 1998 the Women and Gender Equity Area expanded its focus on Women and the Girlchild to include the conceptual link between the situation of the girlchild and the situation of woman, as well as a gender focus both in the adult stage and during childhood. This is necessary to achieve definitive and sustainable changes in gender relations and thus achieve equity for women and girls, and their enjoyment of their rights.

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Achievements, 1992-1998
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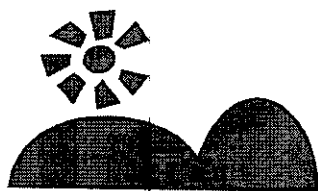
Between 1992 and 1998, UNICEF's attention to gender at the regional level focussed primarily on gender sensitization for UNICEF staff, promotion of the concept of "mainstreaming" (the incorporation of the gender focus within the central channel of programming), critical assistance to the establishment of Offices for Women in each country, and the building of a Network among these offices. The number of offices rose from four in 1987 to nineteen in 1993, and at this moment there is no country in the Region that does not have a national entity for women.

In addition, the number and forms of mechanisms for the advancement of women's rights and gender equity have increased in some countries, with an incipient trend towards the establishment of National Councils as well as Women's Bureaus, and the establishment of Ministries in some countries, or the assignment of Ministerial rank to the persons in charge of the machinery. Focal Points for Women/Gender are also being established in some government Ministries and other national entities, while a few Statistical Bureaus have established mechanisms for ensuring attention to gender in the compilation of national statistics. These latter are embryonic tendencies which, however, point to new directions which hold significant hope for the future.

In the area of legislative reform, support has been given to several national-and regional-level initiatives to review laws against gender discrimination, and to reform them by introducing the recognition and protection of women's rights.

Internally the network of Gender Focal Points was organized and strengthened through annual meetings, and became an important factor in ensuring attention to gender at the country level.

In this period there were also significant initiatives in research and documentation on critical areas, to support the diagnosis on the importance of specific attention to gender, girlchild and women's rights, legislative reform, violence, the division of labour and its consequences for gender disparities were some of the areas of research and documentation as well as regional mobilization.





A major activity of the area in this period was support to the preparatory process for the Fourth World Conference on Women, held in Beijing September 1995. Both NGOs and Governments were supported for participation in the preparation of the Regional Plan of Action and the Conference itself. The publication entitled *Girls and Women in Latin America and the Caribbean* (UNICEF, 1995) was prepared by UNICEF as input to the Conference. In 1996 work began on a publication to document the regional process, which enjoyed a high level of coordination within and between NGO, government and agency processes. The publication is being supported by UNICEF and the United Nations Development Fund for Women (UNIFEM), as a learning tool for advancing collaboration between civil society, governments and agencies.

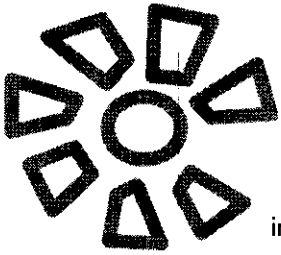
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**Developments and
achievements, 1995-1998**
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Between 1995 and 1998 the work to promote Mainstreaming of gender moved from the stage of sensitization to training for the application of the principle of mainstreaming in all stages of the UNICEF programming cycle, and in all components of UNICEF country programmes. To this end a major regional workshop was held in Quito, Ecuador, in June 1997, which served to complement and strengthen the effects of direct technical assistance given through the country programming process and individual country visits, as well as the initiatives already taken by offices at the country level.

The workshop and the technical support process addressed the practical issue of 'what to do', and by positing the analysis of clearly within the context of reducing gender disparities, there was clear recognition of the continuing need to work separately with girls and women on issues related to their subordination, and to build their capacity to defend their rights, as part of the Mainstreaming process. This has resolved conceptually, and in most cases programmatically, an area of previous discrepancy within UNICEF in the region, in which some interpreted Mainstreaming to mean 'no longer working separately with girls and women', while others saw the need for continued work with women and girls on issues such as self-esteem building, conscientisation, and support to their own initiatives to understand, defend and enjoy their rights, thus strengthening the capacity of women and girls to participate more effectively in wider processes of social transformation.

According to a review of the Annual Reports for 1997 by the UNICEF Country Offices¹⁸, gender mainstreaming in Country Programmes that used the conceptual framework of the CRC and CEDAW was rated as "high" in five country programmes, "medium" in seventeen, and "low" in two.

¹⁸ The Annual UNICEF Country Office Report is a document prepared each Head of Office, containing an analytical review of the achievements and constraints in managing the Organization at the national level. The document also gives a brief balance of the general situation of the country, in areas of concern to the interests of boys, girls and women.



The 1995-1998 shift towards building the conceptual link between the girlchild, women, and the construction of gender equity, has been achieved primarily by promoting the message that the child of today is the adult of tomorrow, that building gender equity and respect for women's rights in childhood is critical to achieving the sustainability of advances made on gender in the adult world, and that building equity in the adult world paves the way for children socialised to expect it, while creating positive role models for both boys and girls, and especially for girls whose life goals and potential for full participation in all aspects of social life is strengthened by the example of women who are currently engaged in breaking the barriers of discrimination and claiming their rights.

This vision has led to more emphasis in programming within the region on processes of socialization, the construction of value systems from early childhood, issues related to the construction of male and female identities through all stages of the life cycle, and work with families and communities from a gender perspective, including on issues of women's citizenship, leadership and representation, with the necessary involvement of both males and females, but with the clear intention of reducing gender disparities and improving the situation of women and the girlchild. An important aspect of this focus has been a new and growing focus on the socialization of boys and their integration into initiatives aimed at eliminating gender discrimination, disparities, and violence.

The new approach has also increased common ground and created greater possibilities for practical collaboration between the women's movement and UNICEF. Previously the movement more often regarded UNICEF's commitment to the primary interests of the child as a potential threat to women's attempts to break out of the exclusive motherhood role and to control their reproductive decisions. This qualitative change in relations, generated through attention to gender issues in children and adolescents, was reinforced by the inclusion in the Beijing Platform of Action¹⁹ of the chapter of the Girlchild — which constituted a great triumph for UNICEF at a global level — and by a regional tripartite post-Beijing meeting, sponsored by UNICEF and UNIFEM in June 1996. At this meeting bridges were built between governments, NGOs and agencies of the United Nations system through the joint definition of immediate action priorities for the region.

The practical effects of this change are being seen in greater attention by the women's movement to the Girlchild and female Adolescent in publications, seminars, programmes and projects, and campaigns. The publications on the Girlchild and the dedication of an edition of 'Agenda Salud' to UNICEF's Regional Workshop held in Jamaica in November 1997²⁰, by ISIS international, a well-known and respected regional NGO, is a case in point, as is the specific

¹⁹ As has been mentioned earlier, the Beijing Platform of action was one of the principal commitments to come out of the Fourth World Conference on Women, held in Beijing in 1995. The Platform is comprised of six chapters in which priority actions are established for application in the five years following the Conference.

²⁰ The Latin American and Caribbean Regional Workshop "Adolescent pregnancy and early motherhood: a rights approach to prevention, support and policies" was held in Kingston, Jamaica between November 3-7, 1997. It brought together 110 participants from 29 countries in the Region, who agreed to carry out actions directed at strengthening programmes and policies that guarantee the right of adolescents to an integral education and, in the case of pregnancy, to continue their formation within the formal education system.

attention to the Girlchild and female Adolescent in the current United Nations Inter-agency Campaign on Violence, entitled 'A Life Without Violence is our Right'. This campaign is being conducted in collaboration with NGOs, and is a UNIFEM initiative arising out of the Post-Beijing meeting in 1996 sponsored by UNICEF and UNIFEM. UNICEF is collaborating along with other UN agencies, and has prepared/is preparing a number of inputs and materials, specifically related to the Girlchild/Adolescent for use in the campaign.

Gender and the traditional areas of work

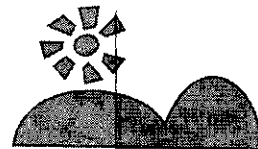
Some traditional areas of UNICEF work have also been affected by this new focus in interesting ways. It has been recognized for instance, that a gender approach to issues such as maternal mortality, and nutrition is necessary for more effectively advancing in the accomplishment of goals, not only in the quantitative sense, but in terms of increasing the potential for sustainability.

In the context of the teamwork promoted in TACRO and the region, the Health and Women and Gender areas coordinated the production and of key conceptual papers on Reproductive Health and Maternal Mortality, with an integrated gender perspective, and new approaches to working on the theme have been promoted regionwide, and are influencing the design of country programmes in Ecuador, Bolivia, Peru, and Jamaica. It is now recognized that the neglect of women's needs is closely associated with their own socialization to put others first and neglect their own needs, as well as trivialize their pain and symptoms as 'natural'. Men often do not understand the processes that go with childbearing, and are not able to give due weight to signs of danger. However, even where women understand, men control essential services such as transportation, and their understanding of the issues is often the critical element in the survival or death of a pregnant woman.

This new perspective on Maternal Mortality has been particularly well received, given the fact that this is the only goal in the region which did not improve at all in the decade between 1985 and 1995. The promotion and implementation of new approaches have been hampered by lack of financial and human resources.

Adolescents and Gender

Increased attention to the life cycle and gender approaches has also led to the recognition, not only that the girlchild is a central element in reducing and eliminating gender disparities, but also that adolescents, previously almost invisible in UNICEF's programmes as a group with specific needs, require special attention. Within the area of gender equity, this recognition has led to addressing the special needs and socialization of adolescents.



A strategic point has been adolescent pregnancy. Work in this area is not seen only as a plea for direct support, but also as a door for entering into wider areas related to education for sexual and reproductive health, gender equity, the development of necessary life skills, the promotion of positive life projects, and the protection of rights — especially the right to an education. It is increasingly recognized that to be successful in these efforts, attention also must be paid to socializing the male child and incorporating in all citizenship programmes — especially in education — knowledge of girls' and adolescents' rights, as well as practical and effective respect for these rights.

In sixteen countries in the Region, and within the multinational framework of the Caribbean, UNICEF helps with programmes and projects for adolescents' sexual education and the prevention of pregnancy — as well as support for policies related to adolescent pregnancy. In the Regional workshop organized by UNICEF in Jamaica in November 1997, "Adolescent Pregnancy and Early Motherhood: a Rights Approach to Prevention, Support and Policies", 31 governmental agencies and 25 NGOs from 26 countries in the Region committed themselves to applying a rights approach to the problems, with gender as one of the fundamental aspects.

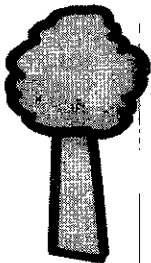
Gender at all stages, and everywhere

Another consequence of this approach has been the recognition of the need to address gender issues not only at all stages but also in all the spaces of gender socialization - and particularly in the school, family, and media, where formal and informal education processes exercise critical influence. These have therefore been receiving more attention as spaces for the building of gender equity and the advancement of rights.

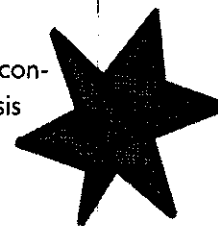
With regard to education - some significant initiatives are now being taken from the early childhood stage, and at the primary as well as secondary levels of education. Early Childhood projects in the Caribbean, particularly Jamaica, and the creation of a curriculum and programme in Uruguay for working with pre-school children., are cases in point. Currently, however, sexual and life skills education is confined mainly to the secondary stage, while most problems arise among primary school attendees or drop-outs. The significant number of non-attending children of school age in the region has also brought home the need for taking this kind of education more into the community and the news media, whatever media may be relevant to the particular community. The use of cultural forms has been found to be particularly effective in community education and work with adolescents.

Including gender in the goals

In 1996 gender goals were included in the Santiago Accord, complementing the traditional goals related to maternal and child health. Monitoring of the progress toward these goals has



created the opportunity to build gender indicators and to gather information that will contribute to creating TACRO's regional database. This information will be used as a basis for the progress report that will be presented at the Fourth Ministerial Meeting on Children and Social Policy in the Americas²¹, to be held in Lima in November 1998.



Data for gender analysis

Limited data disaggregation and lack of data on new areas relevant to gender equity and the situation of women and girls have been major constraining factors in measuring advancement in the building of gender equity and the enjoyment of rights by women and girls. Efforts have been made to address this. These include those related to the Santiago Accord, as stated above, as well as successful advocacy with CARICOM to increase disaggregation of information and include new gender indicators in the year 2000 Census. Collection of information on violence to women and girls has also begun, and research on Child Labour as it relates to girls is planned for later in 1998.

In the field of legislative reform, in 1996 UNIFEM and UNICEF jointly produced the document entitled *La mujer en los códigos penales de América Latina y el Caribe hispano* ("Women in the penal codes of Latin America and the Hispanic Caribbean") (UNIFEM/UNICEF, 1996), which has influenced the processes of legal reform by uncovering the gender bias existent in the codes. This information has been used as a contribution to legal reform in several countries. Of special importance are the changes in legislation on violence. One outstanding achievement was the change in laws that exonerated rapists if they married their victims, in three of the Region's countries — Colombia, Peru and the Dominican Republic — between 1997 and 1998.

TACRO'S advocacy activities in collaboration with the Caribbean Area Office achieved a significant increase in the ratification of the Inter-American Convention on the Punishment, Prevention and Elimination of All Forms of Violence against Women. While in April 1996, seven Caribbean countries had not signed or ratified the Convention in March of 1998, four of them had ratified and deposited the required instruments, one had gotten parliamentary permission to proceed, and another is taking measures to obtain parliamentary approval. In the entire Region, only Mexico and Suriname remain on the margin of the process. Mexico has signed, but not ratified the Convention; and Suriname until now has only expressed its intention to act.

Women's Leadership and representation

In the area of women's leadership, TACRO's strategic orientation has been directed at promoting and supporting the participation and influence of women in decision-making at the commu-

²¹ This ministerial meeting is part of the follow-up process to the commitments made during the World Summit for Children. Its objective is to establish jointly a Regional Plan of Action, with priority actions to ensure that the goals for children will be reached before the year 2000. It also will be an opportunity to reflect on the lessons learned from this process, as a contribution to the definition of an agenda for children for the first decade of the next millennium.



nity, municipal and national levels. TACRO has collaborated with the Inter-American Development Bank (IDB) in designing and promoting an inter-institutional programme that includes this orientation as a line of action, and has prepared a joint project with UNIFEM to be carried out in the course of 1998.

Partnerships and collaboration

Inter-institutional associations like those previously described were important for promoting UNICEF's gender agenda in the Region. The principal institutions involved have been UNIFEM, the United Nations Population Fund (UNFPA), the United Nations Development Programme (UNDP), the Economic Commission for Latin America and the Caribbean (ECLAC), and the Inter-American Development Bank (IDB). There also was collaboration with the United Nations Education, Science and Culture Organization (UNESCO), and the Pan-American Health Organization (PAHO), while other entities, like the Office of the United Nations' High Commissioner for Human Rights (UNHRC), participated in consultations. The most noteworthy inter-institutional collaborative activities have been the preparatory process for the Beijing meeting; the definition of post-Beijing priorities; the Santiago Accord; work on adolescent pregnancy, sexual education and life skills; and the current regional Campaign Against Violence to Women and the Girlchild.

Internally, networking has focussed on the building of teamwork between the Countries, TACRO and Headquarters, and this has been the basis for the construction of consensus and the definition of common directions, using participatory and consultative processes, and leaning on the experience of countries in implementing the general policy mandate of the organization in relation to women and gender. At the same time the process has provided the space for the region to contribute to the development of global strategies and programmatic approaches for implementing these policies. In this process TACRO has acted as a facilitator for the countries, and a bridge between them and the global level, and at the same time has leaned on experience, expertise and commitment in the countries and at Headquarters.

Working on gender from the Rights Approach which now provides strategic direction for the region, has meant emphasizing both social policy and work on the ground with specific communities and populations. The principle of addressing disparities and inclusion has also meant, in the case of Latin America and the Caribbean, identifying the need for special attention to excluded and marginalised indigenous and afro-Latin peoples, and poor and vulnerable populations. Within the gender area this has translated into ensuring inclusion of these populations in the articulation of efforts to advance gender equity for women and girls in the region.

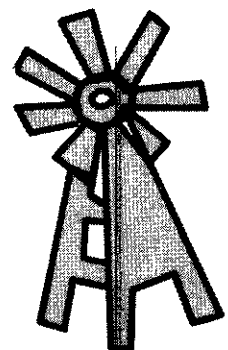
THE ROAD AHEAD

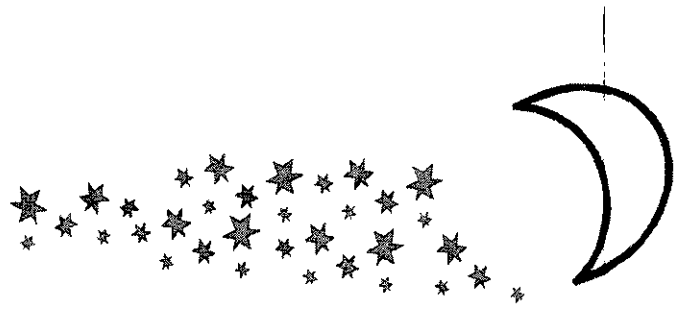
The new directions in work on gender which have begun in the region in the last three years, have contributed to and are in line with the Rights Approach currently being developed in UNICEF, and to which the organization has committed itself in principle. The Region should

continue to contribute to the global process while strengthening its own capacity for ensuring implementation and evaluation of rights-based programmes and projects aimed at achieving concrete objectives for fulfilling children's rights and the rights of women, which are a necessary complement for the achievement of children's rights, and without which the rights of the girlchild will not be fulfilled.

In summary, the following directions need to continue and be strengthened:

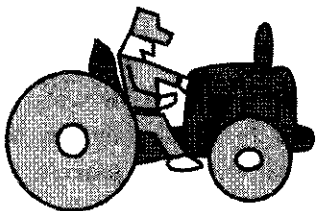
- 1) Continue work for the advancement of women's rights and the empowerment of women, e.g. Legislative Reform, Women's Human Rights, and Elimination of Violence against Women and Girls.
- 2) Define and work around areas for the empowerment of girls and female adolescents.
- 3) Identify and address the special needs of the girlchild and female adolescent.
- 4) Promote programmes for the construction of gender equity in childhood and adolescence, particularly in the school, in the family, and in the community, with special attention to the media.
- 5) Attend to male and female socialization as fundamental areas for the construction of gender equity.
- 6) Involve males in work around the building of gender equity and respect for the rights of women and girls.
- 7) Ensure Mainstreaming in UNICEF country programmes
- 8) Build internal capacity for mainstreaming and programme development and guidance, with the above areas as a priority.
- 9) Ensure inclusion and attention to the special needs of marginalised, discriminated and vulnerable populations.
- 10) Continue networking, collaboration and advocacy at all levels, internally and externally, to advance towards gender equity and the fulfillment of the rights of women, girls and female adolescents.





ANNEX 4
GOALS OF THE WORLD SUMMIT FOR
CHILDREN AND THE PROCESS OF
FOLLOW-UP IN THE REGION

Strategic orientation and
accomplishments, 1992-1998





.....
The decade of the eighties and
evolution in the nineties
.....

In 1982 UNICEF's response to a very strict economic adjustment policy was set in the acronym "GOBI", which summed up a set of four interventions: **G**rowth monitoring (monitoring and promotion of growth), **O**ral rehydration, **B**reast feeding and **I**mmunization. In practice this response was centered on direct support for service delivery in a very reduced group of interventions, within which priority was given to control of polio and to expanding coverage of oral rehydration therapy to avoid deaths of children from diarrhea. The approach was very narrow and self-limited, but it allowed significant success to be obtained in the Region and at the world level in a decade in which the social area lost much ground and could not win any other victory.

However, eight years later, thanks to vaccinations, infant mortality from preventable diseases had been reduced so far that it no longer was one of the four principal primary causes of death in children under five in the Region. The high level of priority assigned to this action — both exclusive and limiting — was no longer justifiable. Nonetheless it had been shown that an approach of international cooperation based on goals or products could be effective on this continent.

At the same time the initiative known as GOBI became too limiting insofar as possibilities for cooperation were concerned, since it considered the health sector as the only priority, and took on too few interventions within that sector. Therefore, it quickly reached its limits in Latin America and the Caribbean. It was necessary to take a step forward. This evolution in the conception of cooperation was facilitated at the beginning of the decade of the nineties by two fundamental advances.

1. In 1989, the General Assembly of the UN adopted the International Convention on the Rights of the Child (CRC).
2. In 1990, the Plan of Action of the World Summit for Children included 27 goals in health, nutrition, education, protection and care for children and women. This was possible in great part thanks to the success obtained in the eighties, which suggested the possibility of programming a much more ambitious agenda for the nineties. In particular, the reaching of the goal of ratifying the CRC by legislative bodies in all countries by 1995 constituted a notable and dramatic advance, whose long-range implications are only now —several years later — beginning to be perceived on this Continent. The process of ratifying the CRC in the Region's countries led to a careful study of the Convention and the detailed analysis of its implications when it becomes a State commitment and national law. A process of

interpretation and debate began on the meaning of boys and girls being citizens and subjects of rights, in terms of framing and implementing policies. The goals approach had to be re-conceptualized, adapted and widened to be able to reply — in a rights context — to the needs of all children, adolescents and women in a region with characteristics as complex and challenging as those of Latin America and the Caribbean.

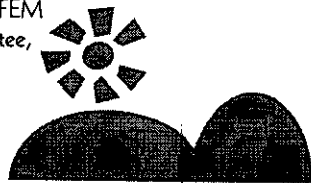
Thus, in 1994, with the objective of providing regional follow-up to the World Summit for Children, the countries of the Region attended the Second Ministerial Meeting of the Americas on Children and Social Policy, Agenda 2000: the Children Now, held in Santafé de Bogotá. This meeting culminated with the signing of the Nariño Accord, which adjusted the WSC goals to the specific conditions of Latin America. Afterwards, in 1996, in Santiago, Chile the Third Ministerial Meeting of the Americas on Children and Social Policy was held. At this meeting, the countries agreed, in the Santiago Accord, to widen the goals of the Summit, entering into an area that had not been touched on by the World Summit for Children: establishing a culture and an institutionality of Child Rights. In this way an even more ambitious horizon was imposed than the one originally set in 1990²². It was evident that cooperation to achieve the goals of the World Summit for Children, as well as those of the 1994 Nariño Accord and the 1996 Santiago Accord, was beginning to become notably differentiated from the form originally established, converting itself gradually into a cooperation that supported not only the achievement of the goals but also the sustainability of this accomplishment in a context of rights.

This new position called for a fundamental evolution in the follow areas:

a. From goals as technocratic proposals to goals in the context of rights and as public policy: An advance was made toward implementation of the goals of the World Summit and the Ministerial Meeting in Santiago as one of various stages in putting into practice the rights to life, health, nutrition and development of all boys, girls and women. In this way the false dilemma between goals and rights also was avoided. This change was enormously facilitated when the International Committee on the Rights of the Child began to use the degree of progress towards achieving the goals of the World Summit as an indicator of compliance with the rights of children within the framework of the CRC.

The rights approach meant cultivating demand, as well as supply of services, and developing the mechanisms of demandability as part of a culture of rights and life, where everybody has the right and the duty to participate.

²² It is worth mentioning that the follow-up process described here has been supported permanently by the Inter-Agency Coordinating Committee of the Americas for Follow-up of the World Summit for Children. This Committee was created in 1991 by representatives of PAHO/WHO, UNFPA, UNICEF and USAID, with the aim of working together in the Latin American and Caribbean Region to carry out the Plan of Action agreed to at the World Summit for Children. Afterwards, other agencies like IDB, the World Bank, FAO, ILO, UNDP, UNESCO and UNIFEM joined. Between 1994 and 1996 the Regional Office of UNICEF acted as Secretariat for the Committee, and beginning in 1997 this function became the responsibility of UNFPA.



The first successes in implementing and utilizing the mechanisms of demandability in the context of the CRC in the Region came from the participation of the population at the municipal, community and national levels, at certain, important points like supervision of the iodine content of salt in many countries, and the corresponding protest when the results found were not satisfactory.

The explicit conceptual framework used to identify and analyze the obstacles blocking fulfillment of goals and to reach an agreement on actions to overcome them included, since 1993, the CRC and CEDAW; the latter was endorsed by the Nariño Meeting in 1994. The same conceptual framework, based on rights, was used to take advantage of the high degree of interrelationship among the different goals of the WSC.

b. From direct support for service delivery to support for the elimination of the underlying and basic barriers that were blocking the reaching of goals:

Starting with the countries' situation analyses, it was increasingly evident that the high barriers that impeded the achievement and sustainability of the goals were the result of social processes that violated children's and women's rights; and also, that in order to eliminate them it was necessary to go beyond the solution of immediate difficulties, and beyond the compensatory or simply curative processes practiced especially in the State sectors of the social area.

Cooperation addressed the overcoming of the following obstacles:

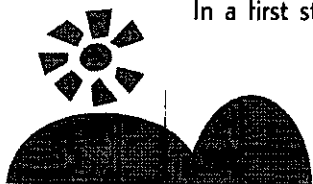
- * Integrated management of childhood illnesses (IMCI). This was proposed as an additional goal of the Santiago Agreement, and currently is in full application in most of the countries of the continent.
- * Care and attention for children and women by the family, the community and social services, with different combinations of public, private and mixed interventions.
- * To control the problem of nutritional deficiency, instead of the simple distribution of capsules for a limited time, the fortification of foods with micronutrients. Thus, salt was fortified with iodine; wheat and corn flour, along with sugar, are fortified with vitamin A and iron. As a result, coverage, effectiveness and sustainability of the control of nutritional deficiencies due to a lack of micronutrients were dramatically improved.

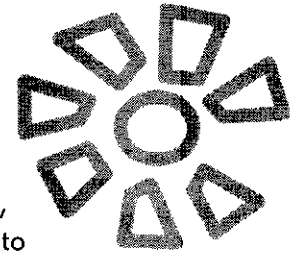
Private enterprise, service clubs and the general population also participated in these actions.

2. Basic barriers, through the operational application of the following approaches: rights and the construction of citizenship beginning at a very early age; gender equity and lowering disparity through the development of inclusive processes; and empowerment of those who do not have enough power to control the unfavorable factors that affect their lives.

c. From a subgroup of goals centered on immunizations, to all the goals of the WSC:

In a first stage (1993-1995) priority was assigned to the eight mid-decade goals in health





and nutrition, as well as cooperation to lower mortality in children under five, maternal mortality, and the different forms of undernutrition. Beginning in 1996, the effort was extended to all the 27 goals of the WSC, and gradually came to include the goals of the Santiago Accord.

d. From the goals of the WSC as a global “package” to an enlarged set of goals adapted to the needs of Latin America and the Caribbean:

This change was accomplished by means of the Nariño and Santiago Accords (1994 and 1996, respectively), in which the countries proposed additional goals of great importance for the Region. Thus, the Santiago Accord not only explicitly reiterates commitment to the goals of the WSC, but also to their sustainability. Furthermore, in the Agreement a consensus was reached about conversion operations for social sectors, to contribute to the eradication of extreme poverty. There also was agreement about the need to prevent and confront new problems like HIV/AIDS, addictions, early pregnancy, abandonment, sexual abuse, violence, unemployment and low salaries. For the first time in continental fora, it was agreed to support the strengthening of the family and the development of a systematic social policy within the framework of the CRC and the CEDAW, and to ensure substantive adaptation of national laws to these conventions.

In addition to those goals already agreed upon and additional ones in the areas of health and nutrition, water and sanitation, and education, the goals for children and for social development included a set of important goals in areas of increasing importance in this Region, such as child rights, gender equity and women, and the follow-up and evaluation of goals with the participation of Civil Society.

The text of the Santiago Accord and many of the goals mentioned not only have shown themselves to be useful for orienting UNICEF's cooperation for the rest of the decade at the country level, but also have shown their value in global processes of debate in countries and inside the United Nations system.

What has been the operational effect of this conceptual evolution on the goals approach?

The commitments acquired by countries at the World Summit for Children and in the two subsequent ministerial meetings, from which came the Nariño Accord and the Santiago Accord, have been translated into a great stimulus — without precedent in the history of humanity — for action in favor of children in all the world, especially in the fields of health, nutrition and education. The application of policies and programmes especially oriented to benefit children have given an enormous boost to actions like the universal immunization of children under one, broadening of the coverage of primary education, fortification of foods with micronutrients, nutrition of female adolescents and women, and the local organization of systems of social attention, among others.

Also, regular follow-up of the World Summit has made it possible to keep alive the commitment of governments to children and the Region, despite changes of government that have been occurring in countries throughout the decade. It has also made it possible to adapt Summit goals to the specific conditions of the Region and to legitimize them at the highest political level; to act with growing emphasis for the development and protection of children, without forgetting the issues of survival; and to promote within the countries a more careful follow-up of the situation of children and the improvement of social information systems to facilitate decision-making about social policies and programmes.

All of the above has led to a situation where, as may be observed in Table No.1, of 27 goals agreed upon in 1990, 18 already have been reached or are in the process of being reached, by the year 2000. The areas that register important but insufficient advances to reach the goal are the following: maternal mortality; water and sanitation, particularly in rural areas; adult literacy; prenatal care; and maternal breast-feeding. All these areas urgently require radical strengthening of cooperation during the rest of the decade and in the following years.

There remain three goals which, in their proposed form, are not applicable to the Region:

1. Elimination of dracunculiasis, a sickness that does not exist on this continent;
2. Children in especially difficult circumstances. This goal has been redefined in the context of the rights of children and women, and has been converted into a series of new goals set forth in the Santiago Accord.
3. The goal of food production, for which there are no indicators or quantitative objectives agreed upon by the countries.



TABLE 1.
THE GOALS OF THE WORLD SUMMIT FOR CHILDREN:
ACHIEVEMENTS AND CHALLENGES. THE AGENDA TO FINISH

	Summit Goal and Indicators	Base Line (Around 1990)	Latest figure	Goal for 2000	Will the goal be reached?
1	Reduction of infant and under-5 mortality rate by one third or to 50 and 70 per 1000 live births respectively, whichever is less - Under five rate per 1000 live births - Infant mortality rate per 1000 live births	69 51	43 35	46 34	Yes Yes
2	Reduction of maternal mortality by half - Maternal mortality per 100,000 live births	190	INA	95	Being reduced at a slower rate than required
3	Reduction of severe and moderate malnutrition among under-5 children by half.	11%	8%	5.5%	Yes *
4	Universal access to safe drinking water - Access to safe drinking water, national - Access to safe drinking water, urban - Access to safe drinking water, rural	80 89 57	77 86 46	Universal Universal Universal	No No No
5	Universal access to sanitary means of excreta disposal - Access to sanitary means of excreta disposal, national - Access to sanitary means of excreta disposal, urban - Access to sanitary means of excreta disposal, rural	62 81 18	71 81 41	Universal Universal Universal	No No No
6	Universal access to basic education and achievement of primary education by at least 80% of primary school age through formal schooling or non-formal education of comparable learning standard, with emphasis on reducing the current gender disparities - Net primary school enrolment rate, boys - Net primary school enrolment rate, girls - Percentage finishing 5th grade	83 79 -	92 86 74	Universal Universal 80%	Yes Yes Yes

7	Reduction of the adult illiteracy rate (the appropriate age group to be determined in each country) to at least half its 1990 level, with emphasis on female literacy.				
	- Adult illiteracy rate, men - Adult illiteracy rate, women	13.6 15.5	12 15	6.8 7.8	No No
8	Provide improved protection of Children in Especially Difficult Circumstances and tackle the root causes leading to such situations.	N.A.			N.A.
9	Special attention to the health and nutrition of the female child and to the pregnant and lactating women - Percentage of pregnant women immunized against tetanus	47	58	90%	Yes **
10	Access by all couples to information and services to prevent pregnancies that are too early, too closely spaced, too late or too many. - Prevalence of contraceptives - Unsatisfied needs for family planning	58 -	64 -	- -	Yes
11	Access by all pregnant women to pre-natal care, trained attendants during childbirth and referral facilities for high-risk pregnancies and obstetric emergencies. - % of births attended by trained health personnel	80	78	Universal	No
12	Reduction of low birth weight rate (under 2,5 Kg) to less than 10%. - Incidence of low birth weight (%)	11	10	<10%	Yes
13	Reduction of iron deficiency anemia in women by one third of the 1990 levels.				Yes*
14	Virtual elimination of iodine deficiency disorders. - Goitre rate among 6-11 year olds (%) - % of households consuming iodized salt	15 -	12 87	90%	Yes* Yes
15	Virtual elimination of vitamin A deficiency and its consequences, including blindness.	Ocular manifestations in only 2 countries			Yes*

16	Empowerment of all women to breast-feed their children exclusively for four to six months and to continue breast-feeding, with complementary food, well into the second year. -Exclusive breast-feeding (0-3 months) % -Breast-feeding with complementary foods (6-9 months) % -Still breast-feeding (20-23 months) %	DNA			Advance is lower than required
17	Growth promotion and its regular monitoring to be institutionalized in all countries by the end of the 1990s.				Yes
18	Dissemination of knowledge and supporting services to increase food production to ensure household food security.	No determined indicator			NA
19	Global eradication of poliomyelitis by the year 2000				Yes
20	Elimination of neonatal tetanus by 1995. - Rate of prevalence of neonatal tetanus per 1000 live births	-	0.020	<1 per 1000 live births	Yes
21	Reduction by 95% in measles deaths and reduction by 90% of measles cases compared to pre-immunization levels by 1995, as a major step to the global eradication of measles in the longer run.	55,903	2,244	5,590	Yes
22	Maintenance of a high level of immunization coverage (at least 90% of children under one year of age by the year 2000) against diphtheria, pertussis, tetanus, measles, poliomyelitis, tuberculosis and against tetanus for women of child-bearing age. -Immunization coverage for children <1, DPT -Immunization coverage for children <1, Polio -Immunization coverage for children <1, Measles -Immunization coverage for children <1, BCG -Immunization coverage for children <1, Tetanus	75 87 77 78 40	82 87 84 93 56	90 90 90 90 90	Yes* Yes Yes Yes Yes**

23	Reduction by 50% in the deaths due to diarrhea in children under 5 and 25% reduction in the diarrhea incidence rate. - Number of deaths from diarrhea in children under five - Use of ORT (%)	123,522,57		61,748	Yes Yes*
24	Reduction by one third in the deaths due to acute respiratory infections in children under five years. - Number of deaths in under fives from ARI - Number of infant deaths from pneumonia and gripe	2000 1239	239	1334 826	Yes* Yes
25	Elimination of illness from dracunculiasis (guinea-worm) by 2000	NA	NA	NA	NA
26	Expansion of early childhood development activities, including appropriate low cost -family and community-based interventions	DNA			Yes*
27	Increase acquisition by individuals and families of the knowledge, skills and values required for better living, made available through all educational channels, including the mass media, other forms of modern and traditional communications and social action, with effectiveness measured in terms of behavioral change.	DNA			Yes*

NA = Not applicable to the Region; DNA = Data not available; * estimate based on ongoing interventions and preliminary information; ** coverage only in high-risk areas

TABLE 2.
COMPLIANCE WITH THE GOAL FOR UNDER-FIVE MORTALITY IN
THE AMERICAS AND THE CARIBBEAN

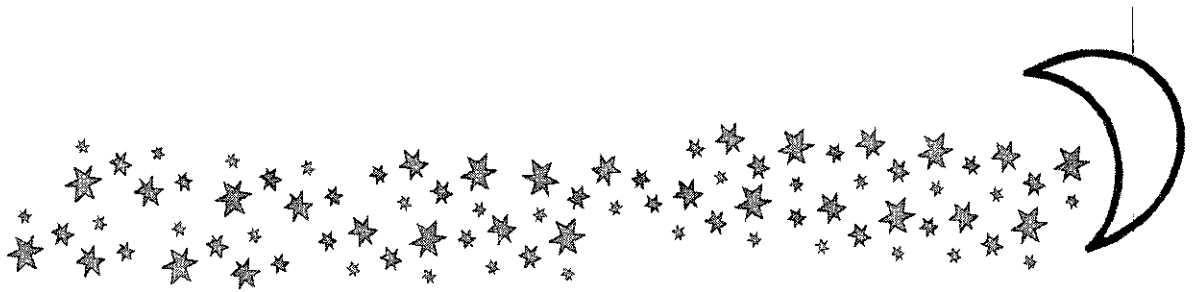
	<u>Will the goal be reached?</u>		<u>Will the goal be reached?</u>
Argentina	Yes	Haití	No
Bahamas	INA	Honduras	Yes
Barbados	No	Jamaica	INA
Belize	No	México	Yes
Bolivia	Yes	Nicaragua	Yes
Brazil	Yes	Panama	Yes
Canada	Yes	Paraguay	Yes
Colombia	Yes	Peru	Yes
Costa Rica	Yes	Dominican Republic	Yes
Cuba	Yes	St. Lucia	INA
Chile	Yes	St Vincent/ Grenada	INA
Dominica	INA	Suriname	No
Ecuador	Yes	Trinidad & Tobago	No
El Salvador	Yes	United States	No
Grenada	INA	Uruguay	No
Guatemala	Yes	Venezuela	Yes
Guyana	No	Latin America & Caribbean	Yes

Notes: Countries in Latin America and Caribbean with a U5MR average annual rate of reduction equal to or greater than 4.05% during the nineties are on target to meet the goal for the year 2000. In the case of Canada and USA, on target assessment was based on average annual rates of reduction for the period 1980-96.

Proportion of children under five in Latin America and the Caribbean:

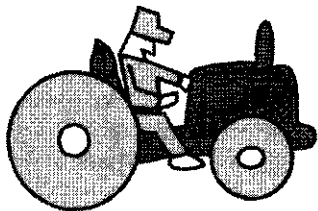
- the 18 countries which are on target: 97%
- the 7 countries which are not on target plus the 6 countries with NIA: 3%

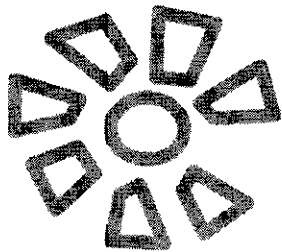
Sources of information: UNICEF, State of the World's Children , 1992 for the 1990 baselines and UNICEF, State of the World's Children 1998 for the latest information (1996), except for Brazil's 1996 data which came from a UNICEF Headquarter revision based on the country's latest information.



ANNEX 5 EDUCATION

Strategic orientation and
accomplishments, 1992-1998





Quality of Education - 1992-1998

At the World Conference on Education for All, held in Jomtien in 1990²³, the importance of education was emphasized, not only as a child right and human right for the growth of the individual, but as a necessity for the economic and social development of nations, and for the first time the active dimension of the right to a basic education was recognized. From Jomtien through 1996, UNICEF centered its activities on child development and primary education, with the challenge of improving the access to, coverage of, and quality of both.

Child development

There is no uniform system in the Region for determining the number of children who participate in the different kinds of programmes of child development. Normally, the information available in the ministries is limited to pre-school education. However, even though the statistics are not very precise, it can be seen that there has been an increase in the number of child development programmes.

The evolution of programmes for early childhood up until now has great importance because of its positive contribution to prevention and early attention, as well as to child education in such dimensions as learning and socialization, including the reduction of student drop-out and the improvement of social conduct. In this context the challenge of developing and expanding non-formal, cost-efficient programmes based on the family and the community was addressed, to increase the knowledge and skills of parents and other providers on topics like care and early stimulation of children, and included them in social programmes for health, nutrition, promotion of women and other elements of psycho-social development.

Primary Education

UNICEF considers primary education to be the pillar of basic education for three principal reasons: a) primary education is the principal means for satisfying children's learning necessities; b) learning, through either formal or non-formal programmes, is the base for creating future knowledge; c) the results of primary education determine the demand for more advanced educative programmes for youths and adults who wish to improve their knowledge and skills.

²³ This meeting, held in March 1990 and co-sponsored by UNESCO, UNICEF, the World Bank and UNDP, gathered for the first time in history, representatives from 155 governments with the sole aim of discussing the crisis in education, with a special emphasis on basic education. In the World Declaration of this conference, the importance of education was stressed, not only as a child and human right for the growth of the individual, but as a necessity for the economic and social development of nations, and, for the first time, the active dimension of the right to basic education was recognized. (Inter-Agency Coordinating Committee for the Americas, 1996).

In Latin America and the Caribbean, access to primary education during the period 1992-1996 stood at approximately 86%. Nonetheless, it has been difficult to improve the quality of learning processes because this step requires a cultural change — a change in the concepts of education and knowledge that includes the ability to comprehend what has been learned; the development of higher intellectual skills, the use of such skills, knowledge and information in daily life; and learning to live together in an increasingly complex society.

There were four strategies developed by UNICEF in the Region:

- * To contribute to a more effective functioning of schools by means of such proposals as flexible promotions, teaching comprehensive reading, and teaching writing.
- * To increase and improve the use of such aids as textbooks and teaching materials.
- * To increase the time devoted to learning, especially that given to teaching language and mathematics — areas that are basic to developing skills that will help the students acquire other knowledge.
- * To improve the child's ability to learn.

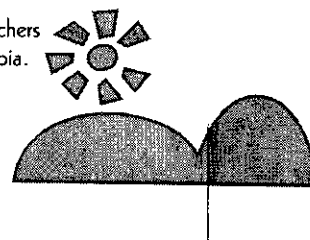
These strategies are brought together in the implementation of the *Escuela Nueva* ("New School") model²⁴ and its adaptation in different countries of the Region, in some of which — like Colombia, Chile, Guatemala and Peru — the model has been improved, while in others, like Honduras, Paraguay and Bolivia, methodologies better adapted to the countries have been developed.

Since the Jomtien conference there has been consensus in the Region concerning the need to offer a quality education— understood as a synthesis of knowledge, understanding, knowing how to do and the ability to live with others — as a necessary condition for the Region to benefit from the opportunities of the coming millennium.

.....
Rights and Citizenship:
Education For Democracy 1996-1998
.....

The prism of human rights has had a considerable impact on the concept of social policy and has redefined its objective —going beyond the provision of quality services — as the construction of inclusive and democratic societies. In this context UNICEF's policies in the field of education should be on the plane of citizen values, equity in access to knowledge, social integration, respect for diversity, and tolerance. This option is consistent with the affirmation of the rights of children. It is evident that if we are going to talk about child rights we should undertake an educative effort that will allow us to sustain the activities to comply with these rights, in the field of daily culture and emotional reactions.

²⁴ The New School model can be defined as a low-cost, modular set of educational materials that teachers and students use with facility and that aid in improving the quality of basic rural education in Colombia. (Schiefelbein, 1993).



In this context, taking into account that education is the central axis of UNICEF's activities, the Regional Office sought to update a strategic proposal based on the country offices' experience and on the new economic and social tendencies in the Region. With this intention, various offices were visited and a document was prepared, and then discussed and reformulated in the Workshop on Education and Child Rights at the end of 1997, with a group of staff members from this Region, specialized in education and child rights. Based on the elaboration of this regional educative proposal, discussion and reorientation was carried out on different countries' programmes and proposals on education for democracy, oriented along the lines of rights and citizenship.

UNICEF carries out its mission in the field of education by:

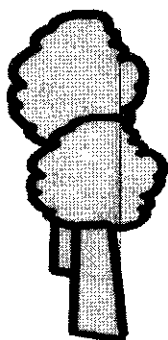
- * Introducing knowledge, attitudes and practices into society, that contribute to creating conditions that make possible the fulfillment of Human Rights, especially those of girls, boys and adolescents.
- * Recognizing and supporting the centralization of formal learning systems as public spaces where the citizenship of girls, boys and adolescents is carried out and constructed.
- * Creating conditions for the child's integral development and teaching the indivisibility of civil, social and economic rights.

In the following sections UNICEF's priorities for the Region in the area of educational quality are set forth, with emphasis on rights and citizenship:

Basic education and the importance of child development

The debate about basic education prioritizes the primary school over other modalities of education. Specialists and researchers have shown the importance of initial education, and affirm that when the learning process begins at birth and continues with pre-school education, it is possible for the child to obtain better results in primary school. Initial education in Latin America is limited to the private sector and is concentrated in urban areas, with a very low coverage and significant inequalities in attention and quality.

Among the efforts that are necessary in the field of child development, the following should be mentioned: integrating programmes of child development with the nutrition, health and education sectors; raising the quality of national human resources by training the personnel from the social sectors; strengthening conscience-raising about the importance of child development and stimulating demand for it; designing and implementing national policies, systems and legal frameworks related to children; and, finally, developing criteria for attention and indicators for monitoring and evaluation of the activities carried out.





Since 1996, UNICEF's strategy is directed towards influencing governments about the fundamental importance of developing a policy for children that is oriented by the aforementioned principles and, therefore, by the need to increase investment in child development and initial education.

One way of making sure that UNICEF's actions are more effective lies in TACRO's participation in meetings and congresses on the topic of child development, like the encounter of Networks on Children in Latin America, coordinated by the International Centre for Education and Human development (CINDE), in which major international organisms like the World Bank, IDB and USAID participated. Systematization of innovative experiences is another strategy that allows strengthening of a knowledge base in favor of children.

In this new perspective it is important to consider two great challenges: 1) how to develop a policy on the family aimed at facilitating access to quality basic services, and at the same time achieve the change of certain practices that inhibit children's full development, and 2) how to maintain the appropriate level of attention, training and supervision of educational programmes on a large scale.

Education and Rights: Inclusion, Equity and Quality

It may be said that although access to primary education has increased significantly, its quality is quite precarious. Available statistics give evidence to the fact that there is a discrepancy between access to and quality of education for the poorest sectors and for the indigenous population. Also, tests of school results show that students from the lower socio-economic strata have below-average academic performance, and furthermore have a higher incidence of school dropout. Considering that a rights perspective presupposes universality of quality education, it is necessary to develop initiatives to overcome these weaknesses.

Concerned by these results, the Regional Office organized the meeting on "Inclusion and Equity: Indigenous Populations in Latin America", with the participation of offices in countries with a high percentage of indigenous population. The objective was to prepare a regional document on the issue and discuss a plan of action.

With relation to the quality of the results of the different international tests in education, Carnoy and Castro (1997) examine the low achievement of students in Latin America and the Caribbean, and indicate that the great majority of students who attend public schools in those countries do not even learn the expected basic minimum. Also, although the results related to changes in organizational culture, family and community participation, and the transformation of local schools are very unequal, they show a great fragility and vulnerability of execution when faced with political variables and the limitation of technical and financial resources. (Alvarez and Cáceres, 1997).

The Regional Office's main strategies for action in this area are:

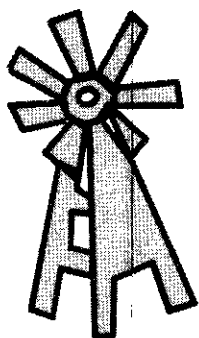
- * Recollection of data about follow-up and support for educational quality, beginning with installations, teaching resources, teacher formation and the construction of indicators of quality.
- * Support for programmes that promote access of all children to school and their permanence there, especially of children from the poorest groups and the indigenous population. In this perspective, the Regional Office publicizes the importance of implementation of policies that are articulated among governments, schools and communities, with the aim of lengthening the school day for all children and establishing education policies that contribute to the eradication of child labour.
- * Creation of an Intranet education network, EDULAC, for exchanging knowledge, information and experiences, with the objective of making UNICEF's actions more effective.

Education and citizenship: participation and values.

The exercise of citizenship has as its goal the formation of a new mentality in society, in which institutions are perceived as sources of social creation, guaranteeing the right of each citizen to participate in transforming social relations, and defining a way of being and acting in groups. This social product, where each one participates at his or her level and context, is built upon local projects, solidarity actions and networks, in accordance with established projects that only make sense when they are articulated at regional, national and global levels.

For the exercise of citizenship it is necessary that teaching guarantees all children the acquisition of knowledge, values and skills, making it possible to build indispensable knowledge for their insertion into society. However, this learning should take place at the proper moment in order to avoid repetitions. To this end the following dimensions proposed by UNESCO should be considered orienting axes for building citizenship: learning to know, learning to do, learning to live together, and learning to be. These guiding axes have as their final objective, the building of a democratic society in both public and private spaces, where participation of society's different sectors takes place under equal conditions.

In this perspective, the strategies promoted by the Regional Office address the following fundamental points:



- * The need to create educative institutions that re-emphasize subjectivity related to the social dimension of the person, production and communication of knowledge through a participatory, creative and socially responsible attitude.



- * The need to mobilize Civil Society to create, build and support a quality education in which all the different sectors of society feel included. For this a shared management is of fundamental importance, where the family and the community participate in the activities of the school and children take active part in school governments and daily class and school activities.

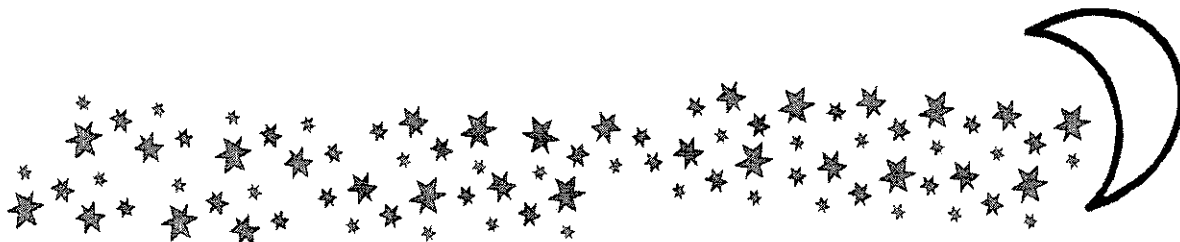
As an example of these strategies, the Regional Office is coordinating a regional project "Education for Peace, Development, and Democracy" in Colombia, Honduras and Guatemala. Part of this project entails a study of experiences in schools in which educative practices are guided by values of peace, citizenship, rights and democracy. The Regional Office is also coordinating the publication of a book on the topic, *Educación para la Democracia: Derechos y Ciudadanía*, ("Education for Democracy: Rights and Citizenship").

THE ROAD TO A QUALITY EDUCATION FOR ALL

UNICEF's work should continue to guarantee an equitable and inclusive education, that is, a quality education for all, whose objective is to make citizenship a reality.

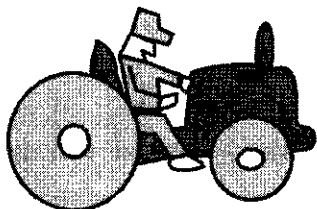
To accomplish this, emphasis should be placed on the above mentioned strategies, which presents us with the following challenges:

- Obtaining reliable knowledge and information, with disaggregated data, that contribute to supporting policies and actions
- Disseminating policies for an education based on universality, quality, equity, inclusion and the participation of the family and different sectors of Civil Society.
- Mobilizing to promote increased government investment in the areas of child development and basic education.
- Developing schools and educative institutions that are more democratic, more flexible, more articulated with the environment and in tune with the challenges of the contemporary world. Fundamental elements include support to educating for a culture of solidarity, development of a school that is shared with the community, and the opening of spaces for the effective participation of children and adolescents, as well as parents.



ANNEX 6
HEALTH, NUTRITION AND
WATER AND SANITATION

Strategic orientation and





What was the situation in Latin America during the eighties?

In the Region, the eighties decade was characterized by very strict economic adjustment policy, in its cruelest and most orthodox expression. As a consequence of this process, the poorest segments of the population wound up paying the cost of adjustment with more undernutrition, more illness and more deaths. This was the case of many countries in the Region, among them Brazil during 1982-84. Public investment in health decreased, beginning a process of deterioration of health systems — especially the services that covered the lowest-income populations.

The response of the international cooperation sector, including UNICEF, was concentrated on direct support for service delivery with a quite reduced set of interventions, especially support for immunizations and, among them, the fight against poliomyelitis (maintenance of the cold chain and acquisition of vaccines) through immunization campaigns begun in Brazil in 1977, continued in Colombia in 1984, and then extended to all the countries of the continent.

This emphasis, which continued until 1992, led to a notable decrease in mortality from vaccination-preventable diseases, and these fell from the ranks of the first four causes of death in children under five.

At the beginning of the decade, partly as a consequence of lack of attention to the health sector in the previous decade and of processes of privatization and decentralization that became the *de facto* axis of reform in this sector, a general worsening in access to basic health services was observed, along with a deterioration in important areas of health care for children and women. This process arose simultaneously with a recuperation of economic growth in the countries of the Region, which generally was not reflected in significant decreases in the prevalence of poverty, as measured by income.

After the General Assembly of the UN approved the CRC, the World Summit for Children adopted a series of ambitious goals in health, nutrition, education, protection and care for children and women. Also in 1990, UNICEF's Executive Board approved the Nutrition Strategy that, for the first time, was normative in nature, based on the CRC. As a consequence, it was necessary to design new contents and forms of cooperation in this area.

The four themes in health and nutrition

In terms of contents, UNICEF's cooperation gradually expanded, taking on four large issues:

A. Reaching and sustaining — in a context of rights — the goals of the World Summit for Children (1990) for the year 2000, and the goals of the Santiago Accord (1996)

Cooperation in support for reaching goals was notably different from the form envisioned before 1993, in that it moved from goals as technocratic proposals to goals in the context of rights and public policies; from direct support to service delivery to support for controlling the underlying and basic causes of death and undernutrition; from an emphasis on a subgroup of goals concentrated on immunizations to *all* the WSC goals; and from the WSC goals as a global “package” to a set of broadened, specific goals for Latin America and the Caribbean. (See the section of Goals of the World Summit for Children and the Follow-up Process in the Region).

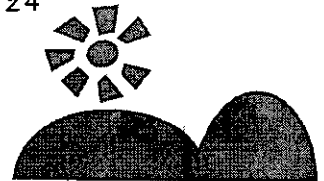
B. In nutrition: emphasis on fortifying foods with iodine, vitamin A and iron:

In the area of undernutrition, it already was evident in 1993 that the problem of acute undernutrition (measured as low weight for size), as had been the case in the sixties in LAC and in Africa today, had been limited to a few countries (Ecuador, Guatemala, Haiti, Honduras) and had ceased to be a continental problem. In fact, chronic undernutrition (measured by small size or low weight-for-age), that is more common, is in frank decline: from 21% of low weight in 1970 to an estimated 10% in 1990 and 7% in 1995. In other words, the intermediate goal of reduction by 20% for 1995 (that is, down to 8%) was easily reached at the regional level, and it is highly probable that the goal for the year 2000, of a 50% reduction, also will be reached.

This progress made it possible to discover the rise of a very serious problem at the other end of the nutritional spectrum: obesity and overweight in almost all the countries. For this reason the goal of monitoring and controlling obesity, as well as undernutrition, was included in the Santiago Accord, as part of the universal monitoring of growth and development in children. There are two causes of the decrease in undernutrition: 1) better access to basic health services, including sanitation, water, and family planning; and 2) the empowerment of women, reflected in the remarkable reduction in the breach in basic education and their massive entry into the labour force.

The strategy to reach the goal and, further, to eradicate undernutrition, placed priority on three steps:

1. At the immediate level: to prevent common infections like measles and diarrhea; to improve the diets of expectant and nursing mothers; and to promote exclusive maternal breast-feeding from 0 to 6 months, adding an adequate complementary alimentation from 6 to 24 months.



2. At the underlying level: provide better care for children and women; and provide universal access to good quality and friendly health services, including sanitation, safe drinking water and family planning.

3. At the basic level: universalization of basic education and employment for women; and the fight against poverty, particularly in households headed by women.

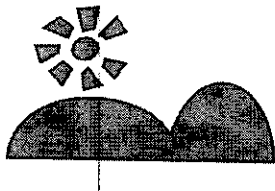
Regarding micronutrients, the fundamental strategy adopted by the Region was the fortification of foods. Thus, salt was fortified with iodine, sugar with vitamin A and flours (both corn and wheat flours) with iron. This decision was based on the frequently observed fact that the administration of iodine, vitamin A or iron in capsules makes it possible to eliminate the deficiency for about four months, but if the dose is not repeated periodically the control of the micronutrient deficiency is not sustainable. Which is to say that short-term impacts were achieved, but only of short duration.

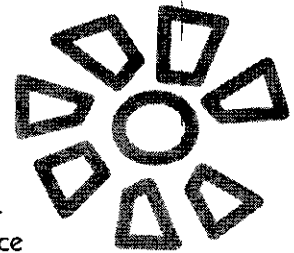
In the case of iodine, the meeting in Quito in 1994 and the corresponding Quito Declaration produced a first-time consensus among countries, the salt industry and scientists from around the world, to assume a commitment to achieve universal iodization of salt as a fundamental strategy for correcting its deficiency. Today, four years later, all the twenty countries that presented the risk of iodine deficiency, including Brazil and Mexico, have approved the corresponding legislation and currently have programmes of salt iodization. The consumption of iodized salt in the Region increased dramatically, from 24% in 1993 to 87% in 1998. In this specific case, the contribution of the Kiwanis was fundamental, as was that of the Rotarians to eradicate polio on the continent.

Ecuador in 1994, Bolivia in 1997, and Colombia in 1998 are examples of success in countries where the eradication of iodine deficiency traditionally was considered impossible. This accomplishment meant protecting 167 million people in the region — in a sustainable and long-term fashion — from the risk of mental retardation due to iodine deficiency.

In the case of vitamin A deficiency, the pioneering fortification of sugar with vitamin A in Guatemala was the key to gaining experience and easing the programme's extension into Honduras, El Salvador, Nicaragua and Brazil. Another innovative fortification strategy — that of fortifying corn flour with vitamin A — has been applied in Venezuela and now is being promoted throughout the Region.

In March 1996 an international conference was organized in Guatemala to discuss the lessons learned and to mobilize the world sugar industry's interest and that of other industries, in expanding this initiative to other countries that have this same need. The conference produced the Guatemala Declaration on the Fortification of Sugar with Vitamin A, endorsed by all





participating governments and the sugar industry, both at the regional and world levels, thus contributing to generate international support and resource mobilization. In the case of iron deficiency anemia, recourse was made to the pioneering experience of Chile and Venezuela in the fortification of wheat and corn flours with iron. Since 1993, the efforts to fortify with iron have been extended dramatically in the continent; in 1998 twenty countries are at different stages of the process, from passing legislation to implementing on a national scale, quality control and monitoring and evaluation. In November 1997, wheat millers throughout the Region, grouped together in their Association (ALIM), adopted a commitment to universal fortification of wheat flour with iron. This is an unprecedented landmark in this industry and we hope it will be extended worldwide, just as in the other, preceding cases. The expected impact of this agreement is not only the achievement of the World Summit goal of reducing anemia in one third of pregnant women, but is much more ambitious: the eradication of iron deficiency anemia as health problem in the Region's entire population. It is estimated that this would avoid the deficiency in approximately 90 million women and 25 million children under the age of five.

It should be mentioned that in the case of the three micronutrients mentioned, the countries complemented treatment with capsules to be taken orally, for small groups of population whose deficiencies could not be controlled with fortification.

The existence in Latin America and the Caribbean of large-scale food-processing industries holds out the possibility of fortifying a given food consumed by the great majority of the population with deficiencies. The food-processing industry assumes the initial costs of intervention, and then passes them on to the consumer — at such a low level that it generally was not necessary to increase the price of the fortified food product.

In this process the State was saved the financial and managerial burden if direct distribution of micronutrient capsules to the population (service delivery). At the same time, it retained its functions of regulation; legislation; formulation of effective, efficient and equitable policies; quality control of fortification; monitoring; and epidemiological vigilance.

From an equity perspective, since salt is a universal food, iodized salt offers an unusual opportunity to achieve nutritional equity, the first case at regional and world level. There is a high probability that the second case will be the fortification of flour with iron.

In this way, the sustainability of goals in the area of micronutrients was improved, since these became much less vulnerable in the face of possible abrupt reductions of State investment in health that might come about from eventual policies of economic adjustment. The strategy of fortifying foods thus has been successful and essential to reaching the goals on micronutrients in the Region.



C. Achieving universal reproductive health as follow-up to the International Conference on Population and Development (ICPD), in Cairo.²⁵

This Conference recognized the relation among population, economic growth and sustainable development, and the centrality of the human being in these processes. Reproductive health is understood as part of the right to health and nutrition, and therefore is an end in itself. It was made clear that all the goals of the WSC, also endorsed by the ICPD, contribute significantly to reproductive health. For the first time, the health of youths and adolescents was included in the countries' cooperation plans. In this context, the Santiago Accord included various goals of urgent need on this continent:

- Sub-goal 13.1. Promote the universal access of children and adolescents to information and services aimed at the achievement of reproductive health.
- Goal 22. Universalize access to information and to adequate means of prevention and control of HIV/AIDS infections and their consequences.

D. The need to consider health sector reform and, in general, public policies on nutrition, health, water and sanitation in the context of children's and women's rights.

In other words, the need to give health sector reform a human face. In agreement with the text and spirit of Article 24 of the CRC and related articles, UNICEF's cooperation in this process addressed the following objectives:

1. To guarantee universal access to basic health services that are friendly, of good quality and culturally acceptable.
2. To ensure the fulfillment and sustainability of the WSC and Santiago Accord goals as a moral minimum, and as a first step to improving the health and nutrition of girls, boys and women.

To this end, since 1994, four lines of action have been put into practice:

a. Promoting the participation of Civil Society in health sector reform.

In different ways UNICEF began to foment the debate on health sector reform, including creative ways of analysis and solution, such as health insurance in Bolivia, combined forms of

²⁵ Twenty thousand people participated in this meeting, held in 1994, including representative from 197 States as well as governmental and intergovernmental organizations and United Nations agencies. Its main objective was to examine themes related to population, sustained economic growth and sustainable development and their relations among them, as well as advances in the situation and training of women. By way of commitment, the Programme of Action of the International Conference on Population and Development was produced.

service financing in Colombia, and co-management systems in Peru. These processes, that facilitate different degrees of participation, also include those who suffer from health problems, or system users (particularly those who cannot pay for their services, as in the case of Colombia in 1998) and health workers whose acquired rights usually are forgotten or violated during stages of transition in the course of sector reform. Frequently these two groups — users who cannot pay for services and health sector workers — have been the least favored by the reform.

b. Promoting the definition of a public policy in health and nutrition.

Already in 1994, in the Nariño Accord, it was clear that a public policy in health and nutrition should be based on the best interest of the child and on the unity of civil, economic and social rights, as consecrated in the Convention. The traditional state concept of nutrition and health began to be overcome, and an advance began toward another concept that opened spaces for new social actors as subjects of rights and responsibilities that would optimize local management and, finally, would use the potential of the comparative advantages of the market, the energies of non-governmental organizations and Civil Society, and the basic role of the family as the first provider of health.

Thus public nutrition, health, sanitation and water policies became ones that would guarantee health and nutrition to children, adolescents and youths — not as a simple expression of charity or compassion, but as a constitutional, ethical and economic obligation on the part of everybody.

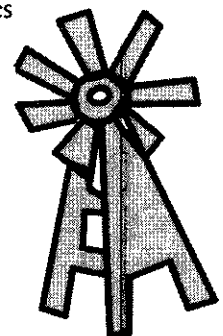
Emphasizing the participation of all, including those who suffer from the problem, UNICEF's cooperation called attention (already since 1994, in the Nariño Accord) to the important role of demand and of mechanisms of demandability as a factor to be taken into account when determining what actions should — and should not — be taken. That is, the transformation of children and women into subjects of rights, not just objects of planning.

c. Improving management and organization of health services.

This should be carried out in the context of optimizing processes of decentralization and the need to be highly selective in deciding when and how to privatize certain services. No group should be excluded from access to friendly and high-quality basic services.

d. Mobilizing resources (economic, human, and organizational) in health and nutrition, and water and sanitation.

The right to health and nutrition should be sustained by an economic policy that ensures the assignation of the necessary resources to guarantee it. This principle is the basis for considering health, nutrition, water and sanitation as simultaneous with, and not subsequent to economic policy.



These four lines of action are the same as those of PAHO/WHO, and to lesser degree as those of the World Bank and the IDB, which partially finance projects like the Bolivian health insurance, the co-management of health services in Peru and the expansion of integrated primary health care services in Guatemala. The four lines of action also were included in the Declaration of the XXIII Meeting of Health Ministers of the Non-Aligned Countries Movement, held in Havana in June of 1998.

..... The three highest-profile strategies in health

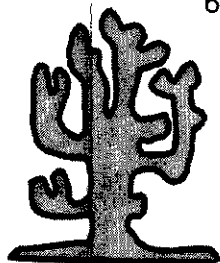
During the period of interest here, the three highest-profile strategies in health, nutrition, water and sanitation were: the gender focus, the family approach and the expansion of massive social mobilization and alliances.

The gender focus

Emphasis was placed on the need to perceive women not only in their role as child-raisers, but also in the dimensions of their creativity, productivity, solidarity, respect and affection. This orientation called for a re-conceptualization of a series of initiatives. This was the case of Baby-Friendly Hospitals, which in many countries were transformed into Mother and Baby-Friendly Hospitals by including the dimensions of women's care and self-care in health and nutrition. It also meant the active participation of women and men in appraising the problems that affect them, analyzing their causes at different levels, reviewing the resources on hand to solve the problems, recognizing who controls these resources, as well as making decisions and taking the necessary actions. The objective consists in women and men developing as citizens — that is, as subjects of rights.

The family approach

It was necessary to transcend the area of child and mother, that was the traditionally focus of mother-child health, to develop programmes aimed at strengthening the health and nutrition of families in their entirety, as systems for living together. The programmes perceive families as actors in the process of appraising, analyzing, and acting for the solution of their problems, and they recognize not only their reproductive and productive functions but also the affective ones and as stimuli to solidary processes within the framework of the community. Here a very important space was found for cooperation with countries, which is being developed actively by the regional management team (RMT), through the Strategic Planning Committee.



Expansion of massive social mobilization and alliances



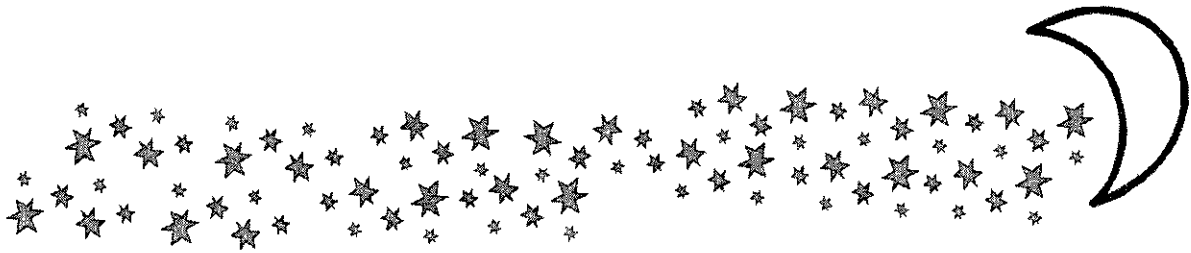
The first step consisted of stimulating debate and systematically improving processes of appraisal, analysis and action, since in many cases there already existed diagnoses of public health — although little in-depth analysis and very little effective action. This is the case of food and nutrition policies in many countries of the continent, which at some moment had required immense investments of time and money, to later remain gathering dust on library shelves, practically obsolete.

Even worse, in some cases due to an erroneous analysis, great investments were made in the wrong direction. This was the case of very costly programmes to distribute foods to combat undernutrition in Brazil, Mexico, Colombia and Peru. The portion of this investment, which actually reached undernourished children was insignificant, because the programme was focused on a late stage — the school age — and not on the first 12 or 24 months of life, which is when undernutrition most commonly occurs.

It was necessary to intensify the conscience raising about problems of health, nutrition, water, and sanitation at all levels of society, and to generate an adequate commitment to their solution. Through debate and shared analysis, support was given to the idea that these problems are not only visible to and felt by all, but also require solutions based on proposals shared by all.

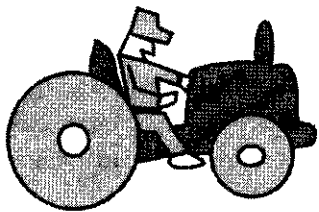
The notion that the problem and its solution affect everybody, and not only those who suffer it most directly, is essential in this process. This internalization of the concept of interdependence was made easier in the case of contagious diseases like HIV/AIDS, polio, measles and cholera. The need to control cholera necessarily led to a dramatic improvement in hygienic, sanitation, and safe drinking water quality practices in wide areas of the continent, that has been maintained until today and that is producing positive collateral effects on other lacks — for example on undernutrition.

It will be necessary to broaden and intensify the regional movement in defense of children — with children and for children — mobilizing the entire population within a great alliance that includes the environmental defense and the women's movements. Thus the process of defending the nutrition and health of children, adolescents and women by building citizenship will contribute to the protection of the environment, to the equality of women and to sustainable, equitable development. This way, life begins to take on a new meaning and a new purpose for large segments of the population, who now will be included through the construction of citizenship, participation and respect for others.



ANNEX 7
COMMUNICATION AND SOCIAL

Strategic orientation and
accomplishments, 1992-1998



Communication and social mobilization were two of the key factors in achieving UNICEF's objectives, accompanying regional priorities in accordance with the economic, social and political reality of Latin America and the Caribbean, reflected in the situation of its children.

Since the decade of the eighties, this has been a strategic dimension of the Organization. Today it is manifested in the creation of an institutional image of UNICEF as an entity that promotes and defends children's rights, forms social and public opinion about children, creates spaces for children's action and opinion and, above all, promotes social instances including the communications media and the private sector, that have mobilized themselves and are increasingly more committed to the demand for equity of rights and opportunities for all children and adolescents.

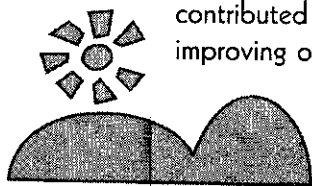
In most of the Region's countries, the construction of this institutional image, associated with a high level of credibility, has been winning UNICEF a profile and prestige that will allow it to mobilize the human, technical, and financial resources necessary for implementing and putting into practice, programmes and projects for children and adolescents. Its presence has necessarily influenced the development of a country-level communications policy that is manifested in a strategy that clearly identifies the programme's objectives and its conjunctural relation to the political and social agenda, and influenced the capacity to democratize information and knowledge about the situation and rights to the child.

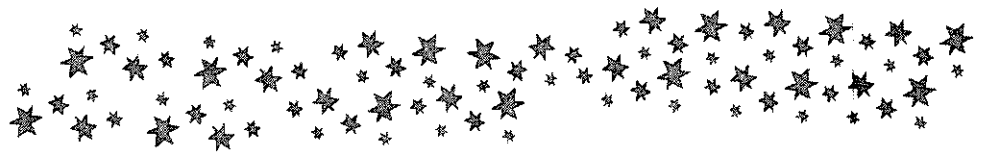
The conceptual evolution that has taken place in this area, the move from instrumental function to the strategic dimension that UNICEF today assigns to communication and social mobilization, merits an historical inventory.

.....
**The decade of the eighties: "the revolution
for child survival and development"**
.....

UNICEF's role was of undoubted importance in this decade, the so-called "lost decade", marked by the effects of the crisis, poverty, inequality and the exclusion of large groups from the benefits of social expenditure that were particularly evident in health and education indicators.

UNICEF's audacity and timeliness, first in launching the GOBI strategy and then with the "child survival revolution", constituted for the area of Communications, a true challenge, a learning experience, a process of both technical and programmatic growth and, above all, a creative challenge. "Making the invisible visible", putting the "silent emergency" into a context of social verification and public opinion that transformed "matters of destiny" into problems whose solution lies in disseminating and applying a set of simple measures of low cost and high social impact - all these called for audacious communications and mobilization strategies that contributed to lowering infant and maternal mortality from preventable or avoidable causes, and improving other indicators of child well-being.





All the Region's countries developed and successfully carried out this strategy — principally in the area of immunizations — and obtained results that in terms of impact and benefit, especially among the poorest families, achieved a high visibility and contributed to sustaining UNICEF's image and credibility. Important results were also achieved in the use of oral rehydration therapy, the practice of maternal mortality, the use of micronutrients and the prevention and early detection of child undernutrition.

The eighties were the ideal moment for developing the process of communication and information for conscience raising and mobilization. During this period, most of the countries employed a series of innovative forms of communication, among them the use of alternative media, community and massive campaigns, work with advertising and marketing firms, and associations with previously non-traditional allies, such as the private sector. Also, the mass media themselves became allies in the process of creating a demand and a response to problems of child health and survival. Organizational learning, principally at the country level, has been advancing at a dizzying rate, closely tied to new technologies and practices in communications that were developed in the Region during this decade.

While UNICEF gave priority to the "Child Survival Revolution" strategy as a beachhead in a long-term process, it also was conscious of the economic, social and political crisis of LAC, and of the impact of continuous structural adjustments that were mainly affecting the poor. So, at the doors of the nineties UNICEF launched its report *Adjustment with a Human Face* as a starting point for what would become the Organization's position on the dominant economic policies. Thus began a new phase in which UNICEF — principally in Latin America and the Caribbean — began to play an important role in the reflection and debate about the policies that favored economic growth at a high social cost.

The Communications area oriented its advocacy strategy in the sense of influencing the debate and reflection on what we called "the social debt to mothers and children", creating spaces for discussion, and producing communications materials that sensitized and raised the consciences of the different social sectors about the need to build alliances and pacts for the defense of child rights, placing children at the center of all priorities. Most of the actors that supported the survival strategy became important allies and spokespersons for this ethical proposal, which began to show the profile of UNICEF's new role as an articulator and structurer of processes to mobilize society.

The historic fact of the World Summit for Children, of its goals and of the plan of action, which emanated from it, constitutes a new challenge and systematic process of accompanying the governments' and society's commitments. From there arose a working synergy among the areas of programming, planning, social policy and communications. This synergy could be best seen in joint efforts to disseminate and use the situation analysis and the National Plans of Action.

1992-1995: "Social Policy for and with Children"

UNICEF's position in Latin America and the Caribbean during this phase, departing from the concept of "a social policy centered on children", came from the analysis of a new regional reality: the process of the countries' economic liberalization, the basic objectives pacte at the World Summit for Children, and the urgency of giving full respect to, complying with, and implementing the CRC.

Within this framework of analysis, the Organization's positive image in the Region is again evident, principally because of its achievements in the areas of survival and its public presence as a valid and critical public interlocutor in processes of mobilization for child rights.

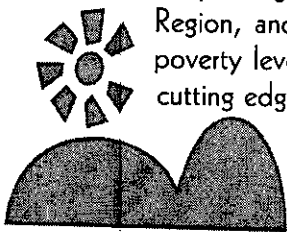
Thus, based on this analysis and within the framework of effective application and implementation of the CRC, three strategic elements were defined to orient work in the Region: i) maintaining and strengthening political commitment to implement the CRC and reach the goals for children by 2000; ii) increasing participation and mobilization of institutions and resources at the national and regional levels; and iii) supporting and strengthening the communication and social mobilization component of the Country Programmes as an integral part of programming.

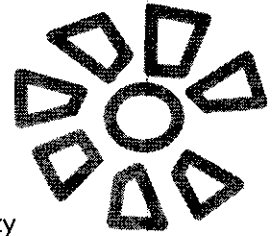
In this context, the Communications Area began to incorporate into its dissemination and mobilization strategy, such concepts as the right of all children to hold rights; the need to invest in human capital, principally and with special priority on children; and the importance of reaching the goals, as evidenced in the perspective of their sustainability in a context of rights, placing the child as a subject of full rights, and not as an object of programmes, interventions or treatment.

This regional advocacy platform was present in the communications media, in communications campaigns, in meetings to articulate with and mobilize social entities and organisms, and in major regional events that convened governments and countries' political and economic decision-makers.

1995-1998: "Democracy and Rights" the citizenship of children

Despite signs of economic recuperation that were evident in some of the countries of the Region, and advances in basic indicators of health and education, growth of disparities and poverty levels continued. In this context the concept of "children's citizenship" became the cutting edge of UNICEF's communications strategy.





Thus one of the fundamental purposes of communications and social mobilization activity appeared: to promote the rights of girls, boys and adolescents, as well as ethical principles and behavioral norms like public policies regarding children and youths. Programming based on rights, the best interest of the child, the demandability of rights and, above all, the voice and participation of children — were transformed into new scenarios and themes for advocacy and programmes.

A proposal for cultural change — to see the child as a subject-actor within society — implied a profound conceptual and programmatic transformation for UNICEF, for governments, for society in general, and even for children and youths themselves, becoming the great challenge for communications.

The strategic lines that the Communications and Social Mobilization Area has been charged with developing in recent years are:

Knowledge, information, and formation of public opinion

The Regional Office has promoted the generation of networks on knowledge and communications strategies oriented to optimize the use of information to support decision-making on matters related to children and adolescence. Also, it has strengthened its role as a point of reference and articulator of information in the Region, in a world where knowledge is increasingly becoming a strategic resource.

During four consecutive years, the Regional Office has produced a publication called *Blue Book: Statistics for Latin America and the Caribbean* — a compilation of the principal economic and social indicators on children in Latin America and the Caribbean. This has served as a base for different such instruments of communication and sensitization as audiovisual editions of children in the Americas and informative dossiers for the communications media — part of a permanent effort of democratization of information and knowledge. The generation of this statistical compendium, as well as other data bases and experience banks, has contributed positively to the definition and evaluation of programmes for children, as well as monitoring the advances in reaching the goals for children and the social situation of the population in general.

In addition to multiple publications, the design for campaigns for education and communication, and the production of audiovisual materials in all the countries of the Region, the Regional Office has carried out a sustained effort to produce position documents for conceptual orientation of the Organization and clearer definition of UNICEF's identity and thinking in the region. In particular, for UNICEF's fiftieth anniversary a special edition of *Periódicos*, circulated with the most important newspapers of the Region, and containing the history of UNICEF in the Region and its principal positions and accomplishments. (See bibliographic section).

Social policy, family, child labour, child rights, participation of children and adolescents, education, health sector reform, social expenditure, and children and democracy have been some the topics on which UNICEF has made pronouncements in recent years, establishing positions that have oriented many of the efforts to improve conditions for children in the Region.

In addition to the Hemispheric Summits and other regional and global events already referred to in this document, UNICEF has maintained a constant presence in fairs and cultural events and in all scenarios where children are an issue of interest, with the aim of divulging experiences, presenting ideas and debating positions.

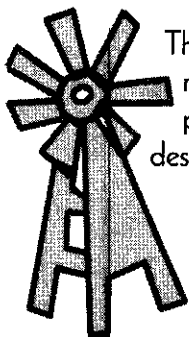
In the majority of countries, strengthening UNICEF's image and credibility as an organism that promotes and defends the rights of children —reliable and expert on the problems of children — has been the central task of communications. In this area, the mass media have been UNICEF's most important allies, not only in disseminating information, but also as partners in the process of mobilization for children and their rights.

Various and varied experiences have been developed in this area, ranging from associating in the co-production of advocacy and fund-raising programmes with great social impact — like "*Criança Esperanza*" ("Hope Child") in Brazil with TV Globo, "*Un sol para los Niños*" ("A sun for the children") in Argentina with Channel 13 television, and the network of radio announcers for rights in Chile, among others — to the creation and consolidation of the Radio and Television Network for Child Rights. This strategic alliance with the media has allowed UNICEF and its allies the use of spaces to publicize messages and campaigns, to sensitize public opinion, and to contribute to putting boys and girls on countries' agenda of priorities.

The creation of National Prizes for Communication for Child Rights —principally in Guatemala, Peru, Colombia, Brazil, Panama and other countries of Central America — allowed actions to be strengthened with the media and a strategic alliance with communicators themselves. From this alliance came the need, identified by communicators and by UNICEF, to support and promote a line of training — training for communicators, principally from the local radio broadcasting sector — for a better use and treatment of issues for children and adolescents and their rights.

Developing these experiences generated the setting up of the Network of Radio Communicators for Child Rights in Chile; the News Agency for Rights in Brazil; and the Association of Central American Newsmen for Rights — all initiatives that make possible the use of spaces and joint production of programmes and educational and sensitivity campaigns.

The marketing and publicity sector should be included in this discussion of the alliance with the media and communicators. The participation of technicians, producers and artists has made possible, to great measure, an enhanced technical and creative development in conception, design and production of communication campaigns supported by UNICEF.





In the frame of developing the Global Animation Consortium which has been working actively in the production of audiovisual materials on issues affecting the world's children, the Region developed various important initiatives, such as the creation of the cartoon character "Máximo" in Ecuador and similar initiatives in Brazil, Argentina, Mexico and Bolivia. The creation of the Latin American and Caribbean chapter of the Animation for Development Network for Children is in process, with the participation of the most important animated film artists in the Region.

The divulgation of UNICEF banner publications like *The State of the World's Children* and *The Progress of Nations*, the promotion of the International Radio and TV Day for Children, among other local and regional activities permits a high degree of visibility and participation, thanks to this strategic alliance with media and communicators.

The imminent creation of a regional network-alliance of communicators on child rights will be the logical consequence of the rich experience and learning accumulated during the past years of managing relations with the media.

Social Mobilization

Mobilizing the social response to children and rights, from a base of human, technical and financial resources available in the country and the Region, was one of the strategic lines to which the Regional Office assigned priority during recent years.

Interaction among the Programme Areas, Social Policy, Greeting Cards (GCO) and Communications has been manifest in the coordinated support to the conformation and consolidation of diverse alliances and networks, such as those of Mayors, Parliamentarians, Businesspeople, Churches, Communications Media and the Network of Communicators for Rights — as well as in the promotion and creation of spaces for the participation of youths and children. These alliances were built and developed principally in the countries and sub-regions, using diverse forms and dynamics. The creation of pacts for children's and adolescent's rights, as an expression of articulation and participation of the different sectors of society, was one of the major accomplishments of the social mobilization processes supported by UNICEF. Cases worth mentioning in this context are those of Brazil, Mexico, Panama, Venezuela, Nicaragua and Colombia.

In promoting "The Voice of Children", the Region has been generating important experiences of participation and creation of spaces for the opinions of children and adolescents, with an important communicative component. Taking surveys of children's and adolescents' opinions, mobilizing children around local and national elections, and producing special events with opinion leaders, among others, have provided a rich experience that is allowing the Region to take a leadership role in developing global policy in this area.

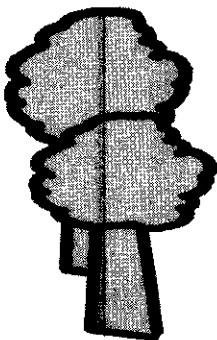
Fundraising

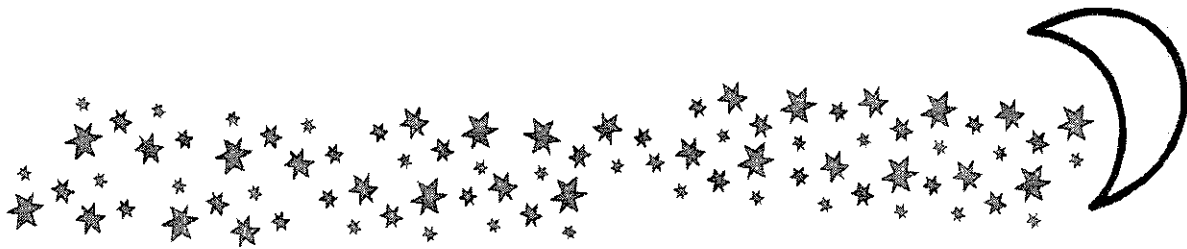
Experiences in this area, and the heartening results of raising financial resources in the Region for programmes for children, have led to working together in cases of UNICEF Headquarters' and Country Office fundraising. The outcome is an indispensable link between advocacy and fundraising.

In recent years private sector fundraising has been increasing its participation in financing programmes supported by UNICEF in the Region, following global norms. As a result of association with the private sector, artists, publicists, and communicators, with whom special events and agreements on image association are organized, the LAC Region currently raises an average of US\$20 million per year, principally in Brazil, Argentina, Colombia, Mexico — and increasingly, in Peru, Ecuador, Chile and Venezuela.

In synthesis, communications has moved from an ancillary role to that of the strategic dimension now called for in programming and social mobilization for child rights. The Regional Management Team (RMT), for its own part, has moved forward in consolidating a regional communication network that is the basis for improving the flows of information in the Region.

The next step is the creation of a commitment at all levels, to strengthen communications flows and social mobilization in the Region — along with achieving awareness of the fact that the work in this area is a challenge for the entire team, and not only for the communications area.





ANNEX 8
PARTICIPATION

Strategic orientation and
accomplishments, 1992-1998

.....
Participation of Children and Adolescents in
the context of the International Convention
on the Rights of the Child
.....

Perhaps one of the fundamental challenges of the International Convention is to adapt the democratic principles of consensus, plurality and convergence for all people under the age of 18: from an early age in spaces like the school and the family, to adolescents in spaces like the local community, society and the State. The objective is to make countries, societies and ways of life into situations and contexts within the reach of girls and boys: societies and ways of life informed by the children's world-view and sense of future. It is not enough for children to speak; it is necessary that adults listen.

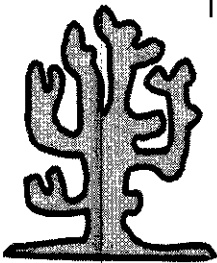
Articles 12 and 13 of the CRC consecrate the right of children to form their own judgement and to freely express their opinion about all matters that affect them, while Article 15 established the right to associate freely and to hold peaceful gatherings. The participation of children is a fundamental principle of the Convention and the Regional Office of UNICEF has understood it this way.

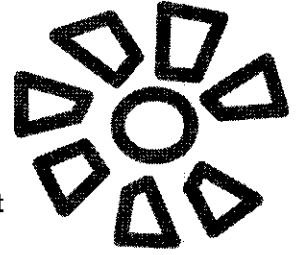
To date, the Regional Office of UNICEF is seeking a clear policy regarding the areas where the participation of children and adolescents should be strengthened, of the age-group distinctions necessary to promote it, and the sort of mechanisms that could make it an important option for the demandability of fulfillment of children's rights.

Children's right to participation has been a concern of governments, at least on the level of theory. An example of this concern is the Declaration of the World Summit for Children, that made a call for children to participate in the task of making their rights be fulfilled, and for society to promote the participation of children in the cultural life of the community; other examples are the Declaration of Tlatelolco (Mexico, 1992), the Nariño Accord (Colombia, 1994) and the Santiago Accord (Chile, 1996).

Nonetheless, the reality is that within the family, the community, society and the State, the needs and interests of children and their possibilities of contributing to development in these cases, frequently are disregarded. The construction of social citizenship from childhood and adolescence would guarantee the persistence of a democratic order and would in turn become the axis for building inclusive societies.

The Convention has recognized children's right, in the first place, to form their own judgements; second, to express their opinion; and third, to be listened to. In this sense it could be said that the convention has opened new spaces for relations between





children and adults. The scope of the CRC could be clarified, then, by asking the question, "What matters in the social, political, economic or cultural areas do not affect children, either directly or indirectly?"

Perhaps the reply has been supplied by the imperative mandate of the Best Interest of the Child, which becomes a guarantee, since any decision concerning the child — whether it comes from "the public or private social welfare institutions of social well-being, courts of law, administrative authorities or legislative bodies" (Art. 3.1 of the CRC) — must primarily consider his or her rights. A guarantee that, furthermore, is a directive for formulating public policies for children.²⁶

Children and adolescents: a necessary distinction

Article 12 of the International Convention on the Rights of the Child establishes the duty to take into consideration the opinion of children "in function of the age and maturity" of each one. Therefore — and since, despite the definition of a child as any person under 18 years of age, a child of five and an adolescent of 16 are not equal (and the majority of Latin American legislative bodies have shared this understanding) —it is necessary to distinguish between children and adolescents and their possibilities of participation in accordance with their ages and maturity. So, if we revert to legislative consensus, we could define all persons between 12 and 18 as adolescents, and those between 0 and the twelfth birthday as children.

When speaking of the participation of children, one of the fundamental points should then be the distinction between children and adolescents, as well as the differentiation of their interests and the areas in which they should participate, and their strengthening as a collectivity to avoid manipulations. If it has been a difficult challenge to make the participation of adults a reality in Latin America and the Caribbean, is it much more difficult in the case of girls, boys and adolescents in a region like this one, that for cultural reasons has ignored children as day-to-day social and family actors.

Contexts and conditions for the participation of children and adolescents

The participation of persons under eighteen implies various questions about the contexts in which this is not only feasible by also efficient, and about the conditions necessary for them to be demandable. Therefore it is necessary to make clear that for UNICEF there are certain desirable conditions for the participation of children:

²⁶ Cillero, Miguel. "El Interés superior del niño en el marco de la Convención Internacional sobre los Derechos del Niño". ("The Best Interest of the Child in the Framework of the International Convention on the Rights of the Child"). Article written for the book *Infancia, Legislación y Democracia en América Latina*, ("Children, Legislation and Democracy in Latin America") currently in press.

- They should have the possibility to participate voluntarily, without being obligated.
- They have the right to be informed about the context in which they participate, their options and the possible consequences of their participation.
- They should be conscious that participation is a process that requires respect for the opinion of others.

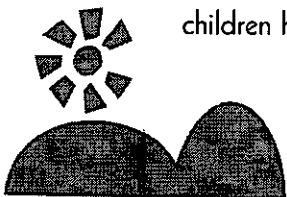
Some experiences

During recent years the Regional Office of UNICEF and the Country Offices increasingly have been supporting the numerous experiences of participation of children and adolescents. In countries like Chile, Mexico, Ecuador, Nicaragua, Colombia Venezuela, Cuba, Jamaica and Brazil, UNICEF has supported consultations, child elections, surveys, congresses and other types of actions in which thousands of girls and boys have expressed opinions about their rights, their schools and their families.

These initiatives range from a children's march to demand the "right to consume iodized salt" (Mérida, Venezuela) to a massive vote for the right to peace with important repercussions (Colombia), passing through quantitative and qualitative research on their opinions (Chile) and ecological experiences (El Salvador). In July 1997, for example, almost four million (3,709,704) Mexican children participated in the first child elections held in Mexico City, opting for the right "to have a school to be able to learn and be better" (873,173 votes) as the principal right, followed by the rights "to live in a place where the air, the water and the land are clean" (527,336 votes) and that "nobody can hurt my body or my feelings" (501,682 votes).

In Colombia, on October 17 1996, two million seven hundred thousand girls and boys voted for their rights, with the slogan "my vote is worth two", in the context of the project called "the National Mandate of Children for Peace". The right that received the most votes was the right to life, followed by the rights to peace and to protection during armed conflicts, as well as the right to have a family and not be separated from it. The Children's Mandate became the base for the "Citizen Mandate for Peace", in which, one year later (October 1997) about 10 million Colombians pronounced themselves against war and in favor of a negotiated end to the armed conflict which the country has lived for four decades. The Children's Movement for Peace, in Colombia, was nominated by José Ramos Horta for the Nobel Peace Prize for 1998.

In Chile, UNICEF and the polling company Time, have promoted annual surveys since 1995, with the aim of learning the opinion and perception of children on themes like their rights and their situation in the educational environment. The first survey (1995) took as its slogan "the children have the word", while in 1996 the opinion of children about the school environment





was researched and in 1997 they were asked what they do during vacations. In Argentina, also on October 26 1997, child elections were held in Buenos Aires, in which 154,000 children between 8 and 17 voted. These children considered that the least respected rights in the Argentine capital are the right to receive appropriate food and medical attention, and the right to adequate housing. They also affirmed that the place where they feel their rights are most violated is the Police station; the majority expressed that they would like to join local committees as a form of democratic participation.

In Bolivia, between September 29 and October 4, 1997, Child Rights Week, called "United for Our Rights" was celebrated in the ten most important cities in the country. More than 700,000 students and 20,000 teachers from 2,500 primary schools participated, generating a great mobilization of the education community around child rights by carrying out activities in the areas of information, reflection and action, for which the starting point was the life experiences of the girls and boys in each school.

In Nicaragua, an experience in participation worthy of mention was that of child communicators in Estelí, called "Los Cumiches", which is the base for the Mayors Friends and Defender of Children in that country. In 1993 "Los Cumiches" began with a half-hour space on a local station. In August 1996, however, with national and international support, "Los Cumiches" inaugurated their own radio station, whose labour has contributed to promoting the participation of children and adolescents, and a greater sensitivity and consciousness among adults in that country, concerning the rights of children.

In Ecuador in March of 1993, within the project "Child Rights and Democracy", the first child elections in the Region were held. In the voting, 193,973 children in 25 cities participated, and, according to the organizers, the greatest achievement of the elections was to "spark at the social level, reflection about children and their rights, and to incubate a process in which a new concept of children as subjects was established (...)"

In Cuba there are 125 Pioneer Palaces which attract some fifteen thousand children each week, with the goal of stimulating their vocational interest and preparing them for life through work in 18 different areas, in which they are taught the basic elements of different lines of work. The José Martí Pioneers organization was created in 1961 and provides attention to children from the infant circle through the age of 15, or ninth grade. The work that the Pioneers perform is totally practical, and at the end of the year an exposition is held of the products produced by the children. Each child — the majority of them students of 5th and 6th grades of primary — devote an hour and a half to his or her chosen area: foods, tourism, sugar, technology, etc. The values imbued in the children are love for their work, the need to make an effort for the nation, the collective ethic, and others like coexistence, mutual respect, patriotic formation and formal education.

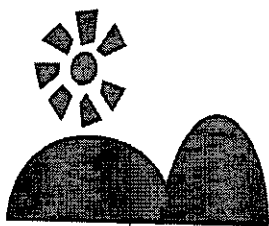
Challenges for the Twentieth Century: Participation and the Best Interest of the Child

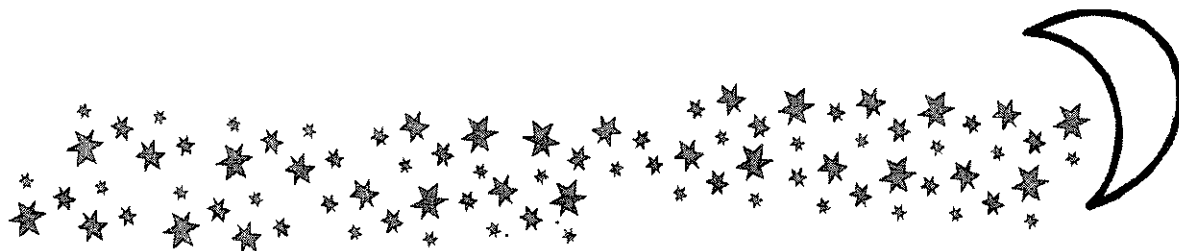
If indeed these experiences have gradually been consolidated in the Region after nine years, most of them still consist of extraordinary and isolated events, with limitations that impede their going beyond the momentary sensitization of society. Furthermore, just as in adult manifestations, children's "elections" and "voting" on occasions have shown that children can become the victims of bad political handling, vested interests and "spectacle-politics". With the possible exception of the Citizen Mandate in Colombia, in very few cases have these experiences been tied to social movements or political parties that allow channeling of the results of this participation into longer-range processes. For another thing, while many of these experiences have been promoted by UNICEF in the countries of the Region, only now is an effort being made to channel them in a clearer, more consistent and effective fashion.

For all of the above reasons, and in the understanding that participation is a fundamental human right that should be removed from the political — or pseudo-political — sphere to be incorporated with vigor into the social sphere, where girls and boys prevail and where this prevalence becomes effective through economic, social and cultural programmes, these spaces should be anchored in the family and the school, which are the first spaces for socializing children.

It is fundamental that UNICEF internally evaluate children's real capacities to participate, along with the possible consequences that this might have and the mechanisms that should be implemented to improve the quality of democratic life for all, both children and adults; while taking into account that macro-structural conditions exist that make it difficult to develop democratic subjects, such as poverty and the political system itself, that should make room for new actors who until now have not been represented: children and adolescents. Looking to these problems, UNICEF has been proposing positions and insistently demanding changes in public policies.

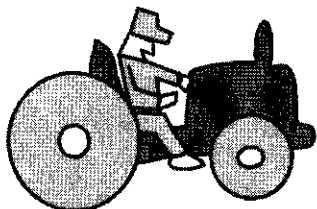
Summing up, the commitment now should consist in opening up every-day spaces to the participation of our children, allowing them to express when, where and in what areas they choose to participate; and, more importantly, solicit their opinions and consensuses to achieve the transformation of spaces like the school and the family, which occasionally are rigid, and giving us the opportunity as States, societies and individuals, to make a reality of the Best Interest of the Child, as consecrated in the Convention.





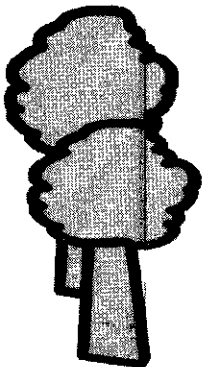
ANNEX 9
UNICEF MANAGEMENT IN LATIN
AMERICA AND THE CARIBBEAN

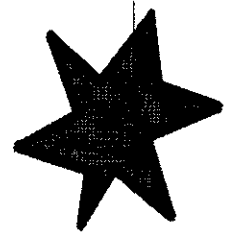
Strategic orientation and
accomplishments, 1992-1998



In 1992, even before UNICEF as a whole started reviewing its management, the need to improve management practices and introduce new management perspectives, especially those being developed in the private sector, was identified. The main orientation was, and continues to be, to create open and participatory environments where not only efficiencies but also the well being of all staff can be obtained. As a result five areas were developed to have maximum impact on management in the Region:

- a) a senior manager's course with emphasis on the difference between leadership and management and on communications for interpersonal relations. Central to this learning experience was the need to identify structural, process or relationship breakdowns, open different kinds of conversations including requests and offers, and following them through until the conversation is closed satisfactorily;
- b) Work process analysis and redesign as a means to assess, evaluate and improve office performance. This included the use of mapping tools to better visualize real or potential breakdowns, convert decision-making into a revelatory experience that reduced resistance to change and permitted hidden problems to surface;
- c) Introduction of electronic mail through "The Coordinator" software in the Regional Office and throughout the Region. This was part of a systematic effort to make all professionals and senior staff computer literate very quickly and improve communications for more transparent decision making;
- d) Two female identity and leadership courses aimed at enhancing leadership potential among women staff. Several participants have become office heads or are now in other senior positions;
- e) A male identity and leadership course. This course, run by the same facilitator as the female course, proved quite difficult. Yet the lessons learned were applied successfully in other Regions.





IMPLEMENTING CHANGE

These initiatives led the Regional Office to begin a process called "Implementing Change" that started in 1993. The first course consisted of a three month process involving linguistic work as applied to management (based on the theories of Fernando Flores, Humberto Maturana and Rafael Echeverría on the concept of communications being based on conversations) and work process re-design. Besides the Heads of Office and the Regional Advisors, two staff members from Headquarters in New York, (from the Division of Human Resources and the Office of Internal Audit) participated in this activity. Not only did this process create the framework for future change in the Region but also provided impetus for DHR to develop a different approach to staff training and for OIA to develop a new approach to self assessment. This linked directly to the organizational response to the results of the Booz, Allen and Hamilton study in 1994 and the development of key elements of the Management Excellence Programme and provided inputs for the Division of Human Resources' Office Improvement Plan, for application in Country Offices.

Implementing Change in the Region was developed on a series of basic principles that may be summed up in the following way: (i) a change of attitudes and practices takes time and cannot be achieved in a single workshop; (ii) the process requires external support to help guide and evaluate it, and provide a "neutral" and disinterested perspective if advisement proves necessary; (iii) a combination of internal and external "facilitators" is important; (iv) The Regional Director or the Deputy Regional Director (the highest-level staff members in the Region) should be present at the beginning of each session and make subsequent visits when they are considered necessary; (v) the results of individual and group interviews should be included in the design of the process in each place; (vi) each and every one of the staff members is important and has something to contribute to the process of improving management. As experience was acquired this base was broadened, relating the process to key events in each country: a new programmatic strategy, a mid-term review, a change of government and policy, or a change of Head of Office.

This procedure has been further refined, to allow working with different offices based on their specific mission and objectives, further defining primary and regulatory activities required for programmes and operations, and exploring matters of autonomy and coherence as well as structure, work process, indicators evaluation and control. A good part of this work is done with the Country Management Teams (CMTs) responsible for advancing the processes in each office. Almost all the countries (20 out of 24) have been involved in at least part of the process, and the remaining four will be involved by the end of 1998.

This process has achieved great changes in the style of management (rationalizing procedures, involving personnel in decisions, promoting self-management, etc.) as well as an increase in



efficiency in several offices. Also, it has directly influenced the Management Excellence Programme at the global level, designed based on the work of a small group of staff members selected by the Executive Director, among them the Regional Director for Latin America and the Caribbean.

.....
**The Regional Management Team:
Achievements and Results**
.....

The RMT was formally constituted in October 1996, based on several years of work with the Heads of Office and Regional Advisers. The first achievement was to collectively define and design a manual on the functioning of the RMT containing the vision, mission, objectives, ground rules, composition of the RMT and its associated Standing Committees. The RMT meets twice each year to decide on issues debated in the Standing Committees on Policy Formulation and Strategic Planning, Quality Assurance, Management and Implementation and Information, Communication and Fundraising. From a gathering of fairly independent entities (Heads of Office) under the symbolic authority of a Regional Director, the RMT became an interactive body with a regional view where the Regional Office played a leadership and management role.

Although a new process always takes time to operate smoothly there have already been significant results. The Policy Formulation and Strategic Planning Committee has made significant contributions to the design of UNICEF's vision and mission for the next century, the preparation of a regional strategy and the development of a rights programming framework. The Quality Assurance Committee has developed performance and process indicators. These are now being incorporated into office Annual Management Plans which have to be submitted to the Regional Office at the beginning of the year and will form the basis of Annual Reports review as well as Annual Management Reviews in each country. The Management and Implementation Committee developed the procedures for reviewing Annual Reports and made proposals for making the idea of a Regional Budget Envelope workable. The Information, Communication and Fundraising Committee has developed proposals for working more closely with National Committees on a mutually supporting basis as well as making important inputs to a global review of resource mobilization.

Various committees have been involved actively in evaluating Country Office annual reports and in evaluating programmes and budgets for new programmes, office structures, Country Programme management plans and budgets. This element of horizontal evaluation — carried out by colleagues — has eased the process and has made it easier to handle eventual negative results. It also opens new horizons with respect to priorities and return on investment.

The Regional Management Team also has facilitated the rapid implementation of collective decisions. An example of this is the identification, during a meeting of the Regional Team in 1997, of risk indicators in programmes and operations and of the required controls. A decision that will improve management oversight is the transfer of the Regional Support Centre of the GCO from Rio de Janeiro to Bogotá, which will take place in 1998. For another thing, the RMT adopted the results of the 1997 Morges working group, which provides bases for defining the responsibilities of the Regional Office. This served as a guide for preparing the Regional Office Budget for 1998-1999, and systematically covers the entire range of external and internal responsibilities with respect to policies and programmes, planning, image, and communication — as well as development and management of information resources.

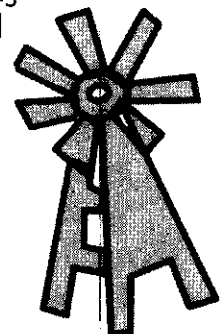
The RMT has begun to address UN Reform issues to facilitate work with other agencies in Common Country Assessments and Development Assistance Frameworks. This builds on UNICEF's previous experience in helping governments formulate National Plans of Action for children and, in many countries, working within the Resident Coordinator system to develop Country Strategy Notes.

The teamwork evolving in the RMT lays the foundation for developing clear regional priorities and a regional strategic plan, promoting mutual support between countries, setting leadership standards and instituting sound management practices to ensure effective and efficient programmes and operations, as well as contributing as a region to global policies and processes.

Country Offices

All Country Offices currently have Country Management Teams (CMTs), although some of them are more oriented toward decision-making and action than others. The makeup of the Teams varies, but generally includes *ex-officio* members like the Head of Office, the Head of the Staff Association, and key staff members, as well as several elected members. Some offices still tend to hold Team meetings only to allow the Office management to transmit information. However, this is changing and decision-making is becoming more participatory and effective.

"Implementing Change" has led to radical changes in various countries, where the impact of programmes has increased simultaneously with the reduction of personnel and a change in office profile. For the budgetary biennium of 1998/1999, all the offices of the Region, along with the Regional Office, adjusted their personnel structures to reflect new needs and realities, facing budget limitations to accomplish more with less. Of the 660 posts in the Region, 79 were eliminated and 54 new ones were created. This is a net reduction of 25 posts in the Region, leaving a total of 635 for the biennium.



The Country Programme continues to be the cornerstone of UNICEF's actions. In strategic terms, the change towards programmes with a child rights focus, designed to influence public policy and contribute models of popular action, has led to a change in the structure of offices and work styles. In all the countries of the Region, UNICEF's public image as an effective, honest and politically independent institution continues to win great recognition and sympathy. Many of the advances achieved during the last ten years in the area of availability of and access to basic services have been attributed to UNICEF's leadership. This has led to increases in funds raised locally in several countries, especially in the larger ones. For these reasons, each Office observes a strict code of ethical conduct.

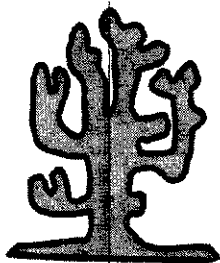
The Management Excellence Programme has stimulated Offices to improve their procedures in planning, monitoring, evaluating and presenting reports. At present, the Country Programme Management Plans are prepared systematically, and evaluated and adjusted annually.

All Heads of Office and the majority of staff members have been prepared for the new planning culture that will be installed when the Programme Management System, ProMS is introduced in 1998/99. The introduction of new computerized systems has become a common occurrence since the first electronic mail system was introduced in 1993. All offices, even the smallest ones, are currently in the network, and communications costs have been reduced considerably. They will be even further reduced when the few offices (including New York) that still insist on backing up their electronic communications with facsimiles and originals, change their practices. Computer systems have been improved, most offices have access to the Internet, and several of them have created their own web-sites to offer public information about the problems of children and the programmes to resolve them.

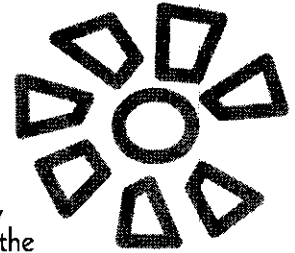
Some country offices have developed the concept of "shared services" with other United Nations system agencies, even in places where they do not share physical installations. Many countries carry out joint bidding processes to secure services from travel agencies, banks, etc. — thus guaranteeing economies of scale.

..... The Regional Office

The Regional Director presides over the Global Management Team, which also includes Regional Advisors. As such the Regional Office is involved in developing discussion papers and proposals for broader review. The Office has also contributed to discussions on the role of Regional Offices and the readjustment of Structures and Accountabilities within UNICEF as a whole, as well as defining a new agenda for UNICEF in the twenty-first century.



The office's regional advisers have focussed on creating the appropriate policy environment for programming by working with law-makers, the media, the private sector and the



many other agencies operating sectorally in the Region. The office has also worked systematically since 1992 ensuring that Governments and relevant ministries, as well as the Heads of State and Government uphold and further develop the commitments made at the World Summit for Children in 1990. This has provided an important compass to the work of Governments and UNICEF throughout the decade, contributing to clear improvements in basic health, nutrition and education and also expanding towards new areas of child protection.

The office is responsible for monitoring performance and participates in programme strategy and review meetings and undertakes programme and operations audit follow up. Each country has a focal point in the Regional Office to help facilitate issues relating to programme content or procedures. The Regional Office has also become a more systematic (and reasonably successful) fundraiser for multi-country programmes. It also coordinates decisions on staffing within the Region. This overall oversight responsibility has led the Regional Director to set clearer personal performance indicators with Heads of Office, based on the experiences of the Programming and Training processes. The office has been instrumental in ensuring that all countries are electronically connected and have systems capable of handling more powerful software.

Internally the office had difficulty adapting to a teamwork approach. Many training opportunities were taken: female identity and leadership; team building; Implementing Change. Yet staff continued complaining of the internal environment. A major constraint was the constant travel of advisers, as well as the turnover of staff especially in the first few years. The decision to relocate the two offices in Colombia to better but cheaper premises helped overcome resistance to change. Budget restrictions forced the office to reduce staff and merge local administrative, finance and personnel services as well as systems with the Colombia Country Office. At the same time, the continuing training events and an open and participatory approach to work planning has created a need to work as a Team rather than individually.

The defining moment was the combination of the office move and the preparation for the current biennium budget. It created work clusters that transcended traditional sectoral boundaries, developed new ideas such as the function of Information Management, created the concept of support teams such as in redefining secretarial services, saw the consolidation of a Technical Team and a Management Team to oversee Regional Office work and provided a clear connection between the work of the office and the work of the RMT.

..... The development of working networks

The discovery of the potential of communication and information processes for consciousness-raising, mobilization and organizational learning has been widening at a dizzying pace, very much linked to the development of new technologies in the Region during this decade. Information, research, knowledge and evaluation networks have gradually brought about a



virtual way of working that permits using human resources to the maximum and overcoming obstacles like geographical distance or the high costs of publications.

During recent years the Regional Office incorporated information technology as an essential part of its management. Setting up Regional Office support in this field made it possible to convert this Region, in just two years, into the first to connect all Country Offices through an electronic mail network — which has completely revolutionized communications in the Organization.

This process of technological advance started with the use of The Coordinator, which is not only an electronic mail programme but also a valuable tool based on the latest technologies in corporate management. Subsequently in the interest of advancing in its area, a decision was made to try the Windows programme, which proved inadequate, after which Lotus Notes was adopted, being the most advanced instrument for such communication. With this programme the Regional Office's entire information management environment was developed, including databases, a "paperless office", fax servers, etc. Which is beginning to be extended to Country Offices.

.....
Weaving networks within and outside UNICEF
.....

Thanks to opportunities arising to improve UNICEF's communication flows and interaction, and to increasing consciousness of the importance of teamwork, a series of thematic networks in diverse areas like health, child rights, gender, etc., have been generated within the Organization. Stimulated by the Regional Advisors, country focal points have begun to communicate among themselves and to develop joint projects. This process has been enriched by the work of the RMT Standing Committees, which have commenced a process of very proactive collective work. These inter-country teams, that have been set up at the initiative of the representatives who make up the RMT, have begun to produce regional position documents, contributions and responses to Headquarters in New York, putting this Region ahead of others in the global context.

Also, externally the Organization has begun to weave a complex web of networks that link experts, governmental functionaries, non-governmental organizations and diverse social actors committed to UNICEF's proposals and generating consensuses.

Some promising experiences

Among the set of more incipient experiences it is worth mentioning some that have been of singular importance for the near future, because of the incidence of these themes in improving the conditions of girls, boys and adolescents.

a) The knowledge network for social policy and community programmes for adolescents

This network, an initiative of the Costa Rica Office is an initial experience that starts with the need to raise consciousness among those who frame policy and make decisions, communities and the general public, about the importance of improving the living conditions of, and opportunities for, adolescents. The idea is to create information exchange mechanisms among the promoters of policy, youths, grass-roots organizations, and other important actors in designing policies on youth. Using international and national encounters, an electronic forum, publications and field visits they work to generate an organizational proposal that will involve universities and diverse institutions to decisively affect social policy reform directed to adolescents.

The education and rights network for Latin America and the Caribbean

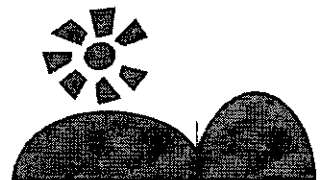
This network was born as a part of the agreements reached at the Education and Rights Workshop for Latin America and the Caribbean, held at TACRO in October 1997. Its objectives are i) to construct educational thinking for UNICEF in such a way that, in a shared and horizontal fashion, commits the experience and vision of each Country Office; ii) to produce consulting mechanisms on themes of interest, so that it becomes a permanent tribune for ideas exchange and debate; to interchange successful experiences, data and relevant information that support and increase the experience of UNICEF personnel; and iii) to share innovations and difficulties in order to strengthen communication and collaboration.

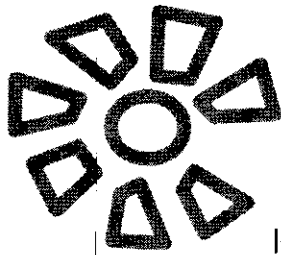
EDULAC is an open and unmonitored electronic network on education. The messages that enter it come from all UNICEF participants who, because of their work or interest, wish to be members and be registered in the network. Their thematic lines depend on the interests expressed by members in the course of discussion. Afterwards, if the process and the dynamic of the network so require, it may be opened to members and new modes of participation.

Networks like those described are generating a very innovative working mode in the Organization, and allow for an open, spontaneous and creative dialogue — not only within UNICEF, but also outwardly.

Subregional Programmes

During the period the Regional Office consolidated the functions of management and coordination of several sub-regional programmes such as ProAndes that covers five countries and the Amazon programme that covers eight. Other sub-regional programmes were managed between the countries concerned. This was particularly true for the several Central American initiatives in Child Rights, Water and Sanitation, Nutrition and Gender.





The multi-country approach to programming that was thus fostered provided an important new perspective for including otherwise marginalised groups in programmes. It was also effective in leveraging resources for these activities in countries that otherwise do not attract much donor interest.

The Regional Office became an effective partner for the planning, managing and reporting of sub-regional programmes and developed a successful model for working with the Inter-American Development Bank (IDB). The Regional Office also became the focal point for discussions for donors providing resources to more than one country in multi country programmes.

UNICEF's Resource Base in Latin America and the Caribbean

The six years that have passed since mid-1992 have been characterized by a resource crisis in Latin America and the Caribbean. The maximum point of resource availability was in 1993, with \$38.5 million dollars, and since then it has decreased. In 1997 it fell by 28%, returning this year to the 1991 level. However, supplementary funding partially compensated for this situation. This mode of funding, whose initial amount was low (\$25.7 million) has doubled the available amount since 1991, reaching a maximum value of \$66.6 million in 1995, a level which was not sustained subsequently. These figures include the amount of private sector funding raised in the Region. The proceeds from successful internal fundraising campaigns in Brazil accounted for 15% all supplementary fundraising in Latin America and the Caribbean; these funds were spent entirely in Brazil. Until now, efforts to find alternative sources of funding have not been very successful. If we discount the \$7.8 collected in Brazil, the rest of Latin America and the Caribbean only raised \$1.5 million from private sector fundraising in 1997.

In general terms the supply of international development assistance by principal donors has been declining throughout the period. The 20/20 concept, according to which governments and donors would assign social sector resources, has not yet had an impact. Various donors have reduced their list of priority countries in Latin America and the Caribbean. Peru, Bolivia, Ecuador and several Central American countries — as well as Haiti and Cuba — still are able to attract traditional financing; the other countries have seen a reduction in their financial bases as fewer general resources are placed at the disposition of Latin America and the Caribbean, as a result of the general resources distribution formula approved by UNICEF's Executive Board in 1997.

An institutional limitation also affected the expansion of the resource base. At the same time that fewer general resource funds were being assigned to Latin America and the Caribbean, National Committees were being pressured to provide fewer supplementary funds and greater general resources to UNICEF overall. There also were greater restrictions for using the name and logo of UNICEF, which made it more difficult to open some new accounts for private sector fundraising.

Even so, new possibilities for collective subregional financing appeared. PROANDES was a case in which two countries that are not attractive to donors in general (Colombia and Venezuela) were able to obtain funds through the subregional programme. The Amazon Programme, which includes eight countries, was another example of this way of financing. Nonetheless, the willingness of traditional donors to support programmes using new modes of financing only became apparent when, first, the German Government and then the Swedish Government, began to finance regional activities in child rights, leaving in UNICEF's hands the distribution of resources among participating countries.

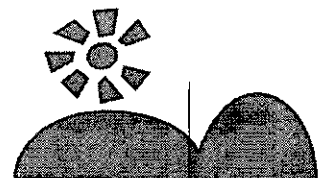
It is too early to determine if this change is welcome or not. There seems to be a common perception among donors that the "step" towards rights-based programming means less attention to basic needs, and therefore a lower requirement for funds—a perception that is incorrect and unwelcome.

During several years many countries used SAFLAC funds to cover urgent needs in social policy and to prepare programmes with a rights approach. However, SAFLAC, which is a mechanism for closing financial breaches, has been terminated because of the reduction in the total of available general resources. Also, it has become evident that alternative funding resources are required in the Region, so the successful Brazilian private sector fundraising experience has been studied, and to a lesser degree that of Argentina.

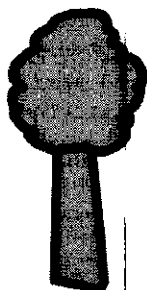
Two problems were found in regard to private sector fundraising. First, all funds collected were used only for financing programmes within the respective country, which was established as a condition for fundraising but has allowed only limited success as a model (compared to the potential of the market) in Colombia, Mexico, Peru and Venezuela, and almost none in other countries. It also has become clear that private sector fundraising has a development cost. This was largely covered by the sale of greeting cards and other products by GCO in Brazil, Argentina and other emerging countries, and was not deducted from income. However, the successful cases of private sector fundraising have shown that UNICEF can become an effective agent for redistributing resources within a given country, as well as for channeling resources among countries.

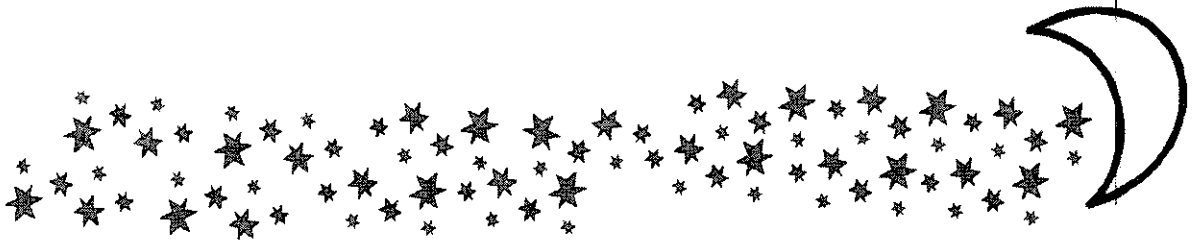
New opportunities have appeared that may prove more successful than those described, for example global agreements with multinational corporations to establish subsidiary agreements country by country (Myrurgia and Kellogg's). Another possibility is to create, in Brazil and other countries, endowment funds that earn interest in independent accounts; these accounts will be used in a limited way and will lend stability to private sector fundraising. A third option is to act in jointly with the National Committees to finance specific programme areas, as is being done with Spain and the United States.

In global terms, the creative embracing of the opportunities for change has contributed to a clearer sense of mission amongst Heads of Office and staff in the region. There is also

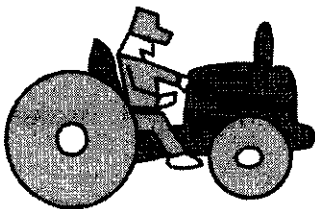


greater clarity regarding the leadership of the Regional Office in matters of regional and global policy, programme orientation and management coordination. There is an increasing solidarity focussed on the positive role that UNICEF can play to place children at the head of national agendas. Also, the use of the theory and practice of modern administration in benefit of the public has contributed to UNICEF's advances. Some of the creativity released by this process is now being applied to mobilize resources. This is an ongoing process and further improvements in effectiveness and efficiencies can be expected.





ANNEX 10
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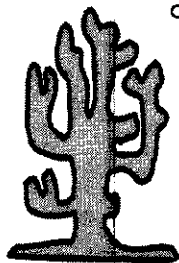
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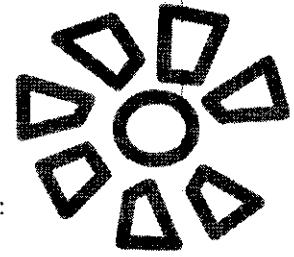
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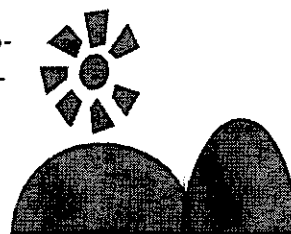
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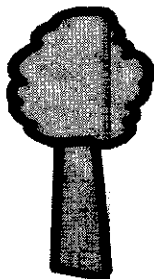
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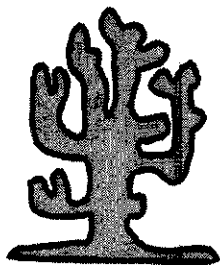
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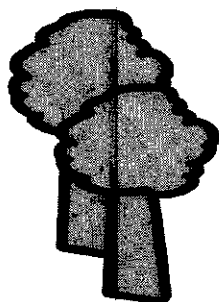
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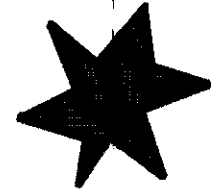




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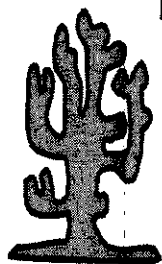
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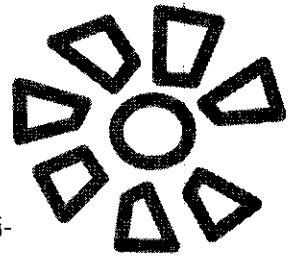
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