

1 EXECUTIVE SUMMARY

An important gap for the effective fulfilment of child rights in El Salvador is the limited access to quality education and attention to young children. In 2010, the Office supported the formulation and launch of a National Inclusive Education Policy and the National Plan for IECD.

Another priority for the Office has been ensuring that national policies reach the most excluded children at the sub-national level. Through the UNICEF Seal-Approved Municipalities in 117 municipalities, significant progress was made in increasing local capacity for the formulation, monitoring and evaluation of policies for children.

Progress was made in UN Joint Programmes addressed to building social capital and human security and preventing violence, with rates being reduced in Acajutla and Sonzacate. An assessment of UNICEF's contribution and of the UN as a whole still needs to be done.

The LEPINA (Law for Integral Protection of Children and Adolescents) was not fully enacted, and the institutional structure that is core for the effective guarantee of child rights is currently under review, through a set of reforms proposed by the President. Nonetheless, it is expected, according to law, that the law will come into full effect as of 2011. Differences between the government and UNICEF that emerged around the LEPINA represent a major priority for strengthening the relationship between the two entities.

Institutional limitations in research and evaluation constrained the use of key studies as advocacy tools and could not be completed this year. This hindered analysis of disparities, evaluation of policy measures in the context of crisis and measuring and influencing social investment.

Highlights included a smooth transition with the government upon rotation of the Representative, as well as successful interaction for strategic reflections for the new CP 2012-2016. However, the retirement of three project specialists out of five, the change of Representative and maternity leave of an assistant had a significant effect on the overall workload.

The most relevant partnerships were with UTE (Technical Executive Unit) of the Commission for the Coordination of the Justice Sector, COMURES (Corporation of Municipalities), the Ministry of Education (MINED), Supreme Court (CSJ) and ISNA (Institute for Child Protection).

2 COUNTRY SITUATION AS AFFECTING CHILDREN AND WOMEN

According to the 2009 MDG Report, 21 of 31 Millennium Development Goals (MDGs) and targets are achievable in El Salvador. Despite this positive prognosis, discrimination, exclusion and disparity persist, highlighted by a Gini coefficient of 0.47 (one of the highest in the region), mainly affecting rural children and women, the elderly, young people, persons with disabilities and the indigenous population. Sixty per cent of all children and adolescents live in poverty, and more than 50% of all poor are children.

As a result of gangs and organised crime, there has been an upsurge of violence and public insecurity, much of which is related to the illicit economy around drugs and contraband. The murder rate started increasing in 2003, reaching an epidemic in 2009, with 71 murders per 100,000 inhabitants, 37% higher than 2008. Children are the most

heavily affected population group, accounting for 12.8% of all murders (average of 1.5 deaths per day). Adolescents and young lawbreakers are discriminated against and marginalised and lack adequate social reinsertion mechanisms.

The incidence of homicides is higher among males, but there is upward trend for females, with a growth rate of 197% recorded over the past decade. Sexual violence is a major concern, as it rose by 141% between 2002 and 2009. Girls represent 72% of all rape victims, and 30% of births take place among women under 19 years of age.

Cultural practices and conceptions devoid of a human rights approach and rooted in social and family dynamics, as well as migration, have increased the vulnerability of children and adolescents to violence. Seven out of every ten children are mistreated, and of these, 43% live without their mother, father or both because of migration, death or, especially, abandonment (66.3%).

Almost seven out of every 10 adolescents are not enrolled in secondary education, with a higher rate of non-enrolment among males (education coverage rate of 33.7% for women compared to 30.8% for men). School drop-out continues to be a major problem, particularly for the poorest children. In the richest quintile, the dropout rate is almost 21% among young people (15-to-19 years of age), whereas in the poorest quintile the dropout rate reaches 60%. Therefore, adolescents, especially males, are vulnerable to recruitment by gangs or opt for illegal emigration, entailing high risks for their lives, as well as the danger of labour-related or sexual exploitation.

Child mortality has decreased from 35 per 100,000 live births in 1998 to 16, although there is a 5% difference between urban areas (13 per 100,000 live births) and rural areas (18 per 100,000 live births). In the lowest wealth quintile, the rate amounts to 26 per 100,000 live births. Neonatal mortality continues to be a worrying factor for national and local health authorities.

Although the country has managed to reduce the mother-to-child transmission of HIV (89% between 2002 and 2008), similar progress in the prevention of sexual transmission has not been recorded. Among the cases diagnosed in 2009, the age group of 15 to 24 years accounted for 3.6% of all cases. One of the main obstacles to halting the epidemic has been limited opportunities for early access to sexual education among young people.

Capacity for risk management, as well as for protection of the most vulnerable children and families during emergencies, is a major challenge. Sources estimate that the cost of vulnerability to natural disasters amounted to US\$5.29 billion in terms of damages and losses, equivalent to twice the total yearly budget of the State. In this context, the response of the State continues to be limited, fragmented and uncoordinated. Although social spending by the government has increased since the mid-1990s, investment in education and health is lower than in the rest of Latin America as a whole (2.9% of GDP and 1.7% of GDP in 2008, respectively). The country needs to increase social investment based on criteria of equity and quality and to improve inter-agency coordination in the drafting, management and assessment of social policies to ensure that impacts will be effectively exerted on children and adolescents. In this context, the successful conditional cash transfer programme, Urban and Rural Solidarity Communities, which has reached 690,000 children in 125 of the poorest municipalities should be continued with a stronger focus on sustainability and continuity in times of fiscal constraint.

3 CP ANALYSIS & RESULT

3.1 CP Analysis

3.1.1 CP Overview

The 2009 MTR provided the basis for emphasising the following strategic approaches during 2010:

- Increasing awareness of the institutional roles and responsibilities within the framework of new legislation for the integral protection of children (LEPINA), with an emphasis on implementation at the municipal level, and increasing engagement of local authorities in child protection and prevention of school dropouts and reinsertion of adolescents into the education system
- Advocacy and technical assistance for the adoption of the IECD National Plan
- Emphasis on generating key knowledge to ensure social inclusion and making visible disparities, as well as responding to them through a public policy approach
- Enhancing inter-sectoral and state/community linkages to ensure effective delivery of quality basic social services and prevention of violence
- Consolidation of UNICEF Seal - Approved Municipalities in participating municipalities
- Capacity building for risk management in key governmental institutions.

Overall, these strategies have contributed to the achievement of important progress in the programmatic areas of education, IECD, local development, prevention of violence and legal and institutional reform. However, the office experienced constraints in fulfilling the planned activities in the areas of social investment, knowledge generation and protection against abuse and exploitation due to the lack of consultants and/or institutions to undertake qualitative research, and weak technical and administrative capacity among counterparts. Strengthening the knowledge management and evaluation culture within the Office and among counterparts will figure prominently in the development of the new Country Programme, 2012-2016.

The new government showed great clarity in terms of its social agenda, as reflected in its five-year development plan launched late 2010. This helped to better tailor UNICEF's cooperation with the government's plan. However, challenges still exist in operational and coordination mechanisms of state institutions to produce timely, quality results. Therefore, a great deal of cooperation efforts were invested into building capacity of the main partners for focusing and better managing the programmes using an integrated, inclusive and equity approach. Some initiatives specifically targeting these issues started in late 2009, in response to Equity Tracker. Although some progress was made, tangible results will only be assessed in 2011.

3.1.2 Programme Strategy

3.1.2.1 Capacity Development

The strategic choice for capacity building was based on the fundamental need to verify and 'downstream' national policies to the municipal level, to ensure that progress in policy advocacy is sustainable and to have concrete impacts on reducing exclusion and disparities affecting children. As a result, the Office prioritised the capacity building of municipalities to formulate, monitor, implement and coordinate policies/programmes on behalf of children.

This was successfully achieved through the UNICEF Seal – Approved Municipalities that covers 117 municipalities (30 are amongst the poorest) and in the context of joint programmes for violence-prevention of violence in four municipalities with a high incidence of violence. In joint work with the Corporation of Municipalities of El Salvador (COMURES) and the Technical Unit of the Ministry of Justice (UTE), all municipalities received training that: (i) increased their awareness of child rights and its concrete application in the framework of LEPINA, which hinges on their roles and

responsibilities; (ii) increased their capacity to carry out analysis of social and economic indicators related to children, as well as monitoring and evaluation; and (iii) improved skills to apply participatory methodologies and tools. UNICEF engaged in a partnership with FISDL (Social Investment Fund for Local Development) to expand training to municipalities in public administration and policy design and management with a child-rights focus.

Another priority was related to the need for the LEPINA to be incorporated institutionally, in concept and practice, in institutions with a major role in the protection of child rights. Therefore, in cooperation with ISNA (Salvadorian Institute of Child Protection), the Office developed specialised courses for the integrated protection of children covering protection centres nationwide, both private and public (approx. 2,500 children).

Additionally, an evaluation of existing mediation mechanisms provided the basis for developing specialised courses on mediation, in a joint effort with PGR (Office of Public Defence), in the context of the joint programme 'Building Social Capital and Prevention of Violence'. This enhanced a strategic role for PGR that contributed to reducing legal cases caused by violent conflicts (in San Salvador, for example, 8% of homicides occur due to conflicts among neighbours).

3.1.2.2 Effective Advocacy

Longstanding concerns in relation to poor children under five years of age in El Salvador are related to malnutrition, abuse, temporary abandonment and lack of early stimulation practices. Since 2008, UNICEF has been gathering evidence and mobilising partnerships for a comprehensive national IECD policy. In 2010 UNICEF focused on advocating for the drafting and launch of the National IECD Programme, which has been in place since June 2010.

UNICEF successfully advocated for a national policy with a universal approach to ensure the inclusion of children that do not have access to IECD programmes due to poverty. In addition, the IECD programme will strengthen an linked approach including health and education to ensure adequate nutrition and primary health care.

Since 2007, UNICEF has provided technical assistance to incorporate the inclusive focus into Education policy. Specifically, from the perspective of including children with disabilities into a regular education system, in 2010 UNICEF extended the debate and reflection about the concept of inclusion for all children that suffer different forms of exclusion, such as: children with disabilities, indigenous children, children living in remote areas such as islands, working children and adolescents outside the education system, with a gender focus.

This collective learning permeated the National Policy of Inclusive Policy launched in 2010. Officials from the Ministry of Education as well as teachers have received training, and their awareness about their duties has increased. The critical route that was followed was supporting the definition of norms and standards to be incorporated in the General Law on Education; the Law on Teaching Careers would allow the universal application of such standards, norms and procedures in all schools. The challenges that remain are in the realm of generating methodologies and tools to make the standards operational, as well as ensuring appropriate monitoring and evaluation to verify that in fact, inclusive education benefits the most excluded children.

3.1.2.3 Strategic Partnerships

In El Salvador's current moment of political transition and transformation that prioritises social sector issues, strategic partnerships are critical not only for achieving effective results for children, but also to improve political collaboration with the Government. In previous years, although UNICEF has been working with the Salvadoran Institute for

Children and Adolescents at the local level, it has not engaged its national headquarters on special protection measures for institutionalised children in contact and/or conflict with the law. Thus the strengthened partnership with ISNA has been critical, due to this institution's critical role in the implementation of the LEPINA.

The Office experienced a similar limitation with the Secretariat for Social Inclusion, which is headed by the First Lady and plays a major role in protecting the rights of the marginalised population in relation to ethnicity, sexual orientation, age and gender. A partnership was successfully established in 2010 with this institution to: (i) establish integral protection systems for children and adolescents; (ii) install successful social reinsertion models for children in conflict with law; (iii) increase institutional capacity to disseminate and train on child rights; (iv) improve information and knowledge regarding children; and (v) implement the National Policy for Youth, among others.

These programmatic issues were included in a broad Letter of Understanding for South-South cooperation with the support of UNICEF offices in Brazil and El Salvador.

Factors that influenced the successful partnership with these institutions this year are related to an on-going process of analysis within the CO and in collaboration with other partners. However, a main factor is considered to be the political sensitivities that emerged around the Law for Integral Protection of Children, approved during the previous Administration. Both ISNA and SIS considered that the Law, as it was approved, decreased their powers, as expressed in random events and meetings. Efforts by UNICEF to open a political dialogue with these two institutions, focusing on the nature and role of UNICEF, helped to mend these institutional relationships.

Partnerships with Save the Children, Plan International and the Salvadoran Network for Children facilitated the adoption of IECD National Policy and created awareness about violence affecting children.

3.1.2.4 Knowledge Management

An assessment of the Government's social agenda provided the basis for identifying opportunities for advocacy and knowledge management (KM) on children's issues. The agenda was clearly oriented to protecting the most vulnerable population in the context of the economic crisis, incorporating human rights, equity and inclusion in public policies. Risks in relation to this agenda were that the approach to the most vulnerable could be populist, without links to a long-term development vision. Another risk was reduced social spending resulting from fiscal consolidation.

Proposed KM interventions for 2010 were to: (i) generate and provide evidence on the social costs of postponing key social spending during the crisis; (ii) explore strategies for making municipal budgets and resource mobilisation more effective in the expansion of investment for the most vulnerable population; (iii) illustrate disparities affecting children by exploring existing statistics and/or contributing towards the gathering and analysis of new information; and (iv) provide evaluation of strategies promoted by the government to mitigate the effects of the economic crisis, such as school feeding and free uniform programmes. With these criteria, studies, surveys and evaluations were identified and included in the IMEP.

However, the Office had significant difficulties in implementing the IMEP. The main studies and evaluations could not be completed due to the weak capacity of the contracted institutions, including universities and individual consultants, to deliver quality products with methodological rigour and solid documentation. Examples are the study on disparity, the study on the social costs for non-investment in education and the study on child-rearing practices that reinforce violence. Other studies or surveys, such as the study on municipal budgeting and the survey on the perception about UNICEF's performance and cooperation in the country are underway, but with significant delays.

In 2011, the Office will work to develop a database of international consultants and research centres, in coordination with the Regional Office. Additionally, the office will foster partnership with FUSADES (Salvadoran Foundation for Economic and Social Development) and FUNDE (National Foundation for Development), the main research centres in the country. It will also be very important to strengthen internal capacities in research, monitoring, evaluation and knowledge management and to involve regional and international partners in this process.

3.1.2.5 C4D - Communication for Development

The Office continued to inform and raise awareness for triggering change in institutional and cultural practices affecting children through strategic C4D initiatives. These actions were nationwide, with a particular emphasis on poor and violence-prone municipalities, and included: promotion and dissemination of LEPINA; education and training for life in most violent municipalities; leadership and participation of adolescents for a life free of violence; psychosocial care and development; constructive use of free time for youth; and dissemination of publications as part of knowledge management strategy.

Some of the most significant results stemming from the above were:

- SIXTH SENSE PROJECT, aimed at the population as a whole, with an emphasis on adolescents and young people. It tackled issues such as domestic violence, sexual abuse, prevention of STIs and HIV, sexual and reproductive rights, youth leaders, among others. Two workshops were held with the attendance of 600 adolescents from two municipalities identified as among the most violent. The project was developed with widespread coverage in the press, on radio and TV, and in external advertising materials.
- MERRY-GO-ROUND OF JOY: Aimed at the victims of Tropical Storm Ida. The strategy involved psychosocial intervention to facilitate expression and acknowledgment of the emotional impact exerted by this disaster. For this process, 525 training guides were published, teaching games were provided, and a report examining the intervention's impact was drafted.
- The Office published a series of technical documents regarding the institutional application of the Criminal Law in respect to child victims of delinquency. These documents were critical for increasing capacity in the judicial system and the Police to better safeguard the rights of child victims. Other relevant materials for dissemination, training and raising awareness, such as those used for UNICEF Seal- Approved Municipalities, had significant contribution towards achieving the participation of 117 municipalities and keeping the motivation and commitment alive.

UNICEF also collaborated with the Kiwanis Club to develop workshops on youth participation and leadership, particularly focused on children at social risk, and with a strategy of mobilising society at large around the importance of changing the perspective of adolescents as a problem to one of adolescents as providers of solutions to social problems and issues.

3.1.3 Normative Principles

3.1.3.1 Human Rights Based Approach to Cooperation

El Salvador reported to the Committee on the Rights of the Child in January 2010. UNICEF and other stakeholders participated as observers and, through a separate meeting with the Committee Rapporteurs, UNICEF had the opportunity to provide clarifying information. Three major areas concerned the Committee: (i) implementation of the LEPINA; (ii) increasing social investment for children; and (iii) increasing special protection mechanisms for vulnerable children.

UNICEF's emphasis in 2010 was on analysing and addressing inclusion opportunities for the most excluded children and reinforcing strategic HR interventions in three main realms: universal social policies, special protection policies and legal mechanisms to guarantee the full exercise children's rights.

In universal policies, the human rights perspective was applied in the drafting of legislation such as the Inclusive Education Policy and National Plan for IECD. UNICEF incorporated strategies for the application of HR perspective in capacity building of municipalities covered by UNICEF Seal and UN joint programmes, focusing particularly on gaps and role and responsibility analysis.

UNICEF continued training state and local officials involved in the implementation of the LEPINA, as a framework for the application CRC principles. (See Lesson Learned on this subject).

In special protection policies, UNICEF contributed to the design of models for reinsertion of adolescents in conflict with law and the adequate protection of child victims of criminal acts.

UNICEF has also contributed to stress the right of children to special protection and psychosocial support in situations of crisis. The Ministry of Health adopted the methodology of 'Carrousel' as part of the contents of its regular interventions in the most violent municipalities, under the comprehensive framework of mental health.

A regional report on Human Rights and Citizen Security elaborated jointly by Interamerican Court for Human Rights, High Commissioner for Human Rights and the UNICE Regional Office was launched in El Salvador. This provoked a timely and relevant public discussion about the inappropriate use of the army for enforcing security measures for citizens, as well as the main violations of child rights in the framework of citizen security policies. UNICEF also provided inputs for El Salvador's Universal Periodic Review and for the visit of the Special Rapporteur on the Sale of Children, Child Prostitution and Child Pornography.

3.1.3.2 Gender Equality and Mainstreaming

UNICEF has been working on mainstreaming the gender approach into the processes of the CCA and UNDAF for 2012-2015, in coordination with the Interagency Gender Technical Group. A specific outcome and indicators have been defined regarding gender equality in the UNDAF, basically oriented to capacity building of institutions to formulate, promote, implement and /or comply with national and international standards and agreements.

Furthermore, in the framework of the Joint Programme 'Building Social Capital and Prevention of Violence, efforts were undertaken to develop a concrete experience of practical implementation of the gender approach, in the context of the various interventions of the agencies. This has resulted with the formulation of a concept note for the joint programme that will allow us to address the problem of violence against women and human security from the different programmatic areas of intervention.

Efforts were also made to guarantee the gender dimension in the production, analysis and dissemination of key social and economic indicators related to children, in particular those related to education and violence.

3.2 Programme Components:

Title: *Legal and institutional reform, and social investment in children*

Purpose:

The component consists of two projects: 1) social investment for children and the family; and 2) legal and institutional reform for the integral protection of children. This programme is aimed at increasing social investment for children, adolescents and their families; supporting political and institutional regulatory adjustments on the basis of the Convention on the Rights of the Child, the registration of births, the protection of child victims and witnesses, as well as the social insertion of adolescents who have come in contact/conflict with the law.

Resources Used:

Total Approved as per CPD: US\$890,000

Total Available for 2010 from all resources: RR US\$205,371; OR US\$646,271; Total; US\$ 851,642

List of donors: BASIC EDUCATION AND GENDER EQUALITY - Thematic Funds, POLICY ADVOCACY AND PARTNERSHIP - Thematic Funds, Italy, SIDA - Sweden, Spain, Estonia, Global - Thematic Humanitarian Response THEMATIC FUND

Results Achieved

Strengthened Ownership of LEPINA: Despite the fact that the Bill for LEPINA was approved unanimously by the Legislative Assembly last year, the Law entered into force only partially in April 2010, as the new government considered that further analysis was needed to fully enact it. However, other key institutions responsible for ensuring its implementation, such as the judiciary system, have assumed an active role in dissemination and training related to LEPINA, with the support of the UNICEF programme. Public debates and demands for the full enactment of LEPINA by institutions such as COMURES and RIA (Network for Children and Adolescents) and the Permanent Forum to Support LEPINA comprised of NGOs have taken place and UNICEF has supported and participated in some of these debates.

Key officials and operators of state institutions have adequate preparation for assuming their responsibilities within the framework of LEPINA: Support was given for human resource capacity building in key institutions such as UTE, CNJ and ISNA. Four certification courses on 'Human Rights-Based Approach to Children, Adolescents and LEPINA' were developed by national experts trained in 2009 with UCA (Central American University) and top international experts in Latin America. Additionally, the CNJ and ISNA have developed specialised training modules and dissemination plans for LEPINA. In 2010, training was provided to 90 multipliers, 42 members of NGOs, and 50 candidates for Judges and Magistrates Specialising in Children and Adolescents. Currently the Supreme Court of Justice is in the process of selecting new judiciary officers, and previously trained staffs are already participating in this process. Training was also provided to 117 municipalities of the UNICEF Seal-Approved Municipalities, in coordination with COMURES and CNJ.

Human and technical skills to provide services to child victims were enhanced, to avoid re-victimization in judiciary and administrative proceedings: The Supreme Court of Justice, in coordination with the National Police, have installed two Gesell chambers (one-way mirrors) in the eastern and western areas of the country to ensure adequate procedures and protection to children while they are being interviewed. In addition, infrastructure was improved and specialists in forensic psychology were trained. A handbook with improved procedures was distributed to judges, prosecutors and defence attorneys. Exemplary criminal court rulings were documented to highlight best practices. In the PNC, two Centres for Services to Child Victims (CENI) were installed.

Also with National Police and INTERPOL-El Salvador, a regional course on investigating computer crimes against children was held, focusing on paedo-pornography on the Internet, supporting a specialised unit with computer equipment to patrol the Internet and detect cases of child pornography. Computer experts were certified to guarantee that courts will accept their expert testimony. MINED incorporated these contents in schools to increase awareness about Internet risks for parents and school kids.

Main constraints: Reticence of the government to fully enact the LEPINA has provoked an atmosphere of uncertainty and limited actions to assume LEPINA as part of their institutional framework on the part of key duty-bearers. A package of reforms has been submitted to the Legislative Assembly, but full implementation in 2011 remains uncertain. Planned studies in the realm of social investment and improved information systems were not completed this year, mainly due to weak capacity for research and administrative management by partners and individual consultants. Close supervision by UNICEF is required to ensure contracted studies have the required quality in 2011. Protection for child victims and against abuse and sexual exploitation has experienced implementation difficulties given the need for strengthening administrative capacities and procedures of the PNC and the Supreme Court.

Key partners: Commission for the Coordination of the Justice Sector comprised by CSJ, CNJ, PGR, FGR, and MJSP (Ministry of Justice and Public Security) as well as UTE, ISNA, COMURES, MINED, PNC and INTERPOL.

Future Workplan

Despite of the difficulties mentioned above, continued support and implementation of LEPINA is important and strategic, and corresponds to some of the recommendations made by the Committee on the Rights of the Child in response to El Salvador's report, presented in early 2010. UNICEF will continue to promote the decentralisation of public policies, plans and programmes and to encourage joint responsibility for actions taken to protect children and adolescents. Priority actions continue to be: support to campaigns disseminating the rights of children, with emphasis on the CRC, and installation and functioning of new institutional models, especially at the municipal level.

Title: Development of local-level capacities and opportunities for the fulfilment of child rights

Purpose

The component consists of two projects: 1) Integrated Basic Social Services Networks for Child Survival and Development; and 2) Capacity Building in the Family as the prime entity responsible for child protection.

The component's main purpose is to establish Local Integral Protection Systems (Sistemas Locales de Protección Integral—SLPI), entailing (i) strengthened municipal leadership; (ii) convergence of institutions to improve access to quality basic social services; and (iii) increased family capacity to provide primary protection to children.

Resources Used

Total approved for 2010 as per CPD: US\$1,309,000

Total available for 2010 from all sources: RR - US\$231,619; OR US\$978,917; Total; US\$1,210,537

List of donors:

BASIC EDUCATION AND GENDER EQUALITY - Thematic Funds, CHILD PROTECTION-PREVENTING VIOL, EXPLOITAT & ABUSE, POLICY ADVOCACY AND PARTNERSHIP -

Result Achieved:

A national IECD policy was adopted in 2010. It favours access by 98.2% out of 433,576 children under four years of age, excluded from integrated care, education and development services. For its implementation, UNICEF supports the drafting of regulatory conditions and the building-up of administrative and community management skills. Inter-agency mechanisms are emphasised, strengthening 60 organisations of REINSAL and quality standards, including design of the curriculum, as well as management regulations and handbooks, which will be used in the CEDI and guidance programs for families that MINED will implement in three pilot municipalities.

In El Salvador's four most violent municipalities, inter-agency programs are working on strategies to reduce domestic violence. The main initiatives were: (i) 'Fifth National Meeting on Initial and Pre-school Education, El Salvador 2010', reaching nearly 1,139 people involved in early childhood care (API); (ii) the campaign to raise awareness about the importance of quality and coverage for API services; (iii) development of a pilot programme for community monitoring, which covered more than 2,500 persons; (iv) implementation of the literacy strategy with contents in child-raising practices, intended to reach 1,050 families and including a virtual platform for on-going literacy training for 157 promoters and facilitators this year, with a gender and early childhood development approach; and (v) local government and community capacity building to ensure their involvement and the sustainability of family orientation programs, focusing on child-rearing practices and family interaction methodologies.

In 2010, the UNICEF Municipal Seal of Approval Initiative worked with 117 of the 262 municipalities of El Salvador to foster public policymaking for the benefit of children and adolescents, supported by strategic alliances with the Association of Municipalities of El Salvador COMURES and FISDL. Four forums were held with key persons from mayors' offices, communities, Health Unit Directors and Teaching Advisors of MINED.

In the framework of an inter-agency program, UNICEF contributes to the government initiative of combating malnutrition: reviewing techniques and methods to tackle breast-feeding, hygiene, water and sanitation in communities and institutions, for the benefit of 8,621 children in three of the poorest municipalities and with the highest rates of chronic malnutrition in the Oriental Region; strengthening the Permanent Forum for Food and Nutritional Security (Foro Permanente de Seguridad Alimentaria Nutricional—FOROSAN); and building up knowledge and skills at universities for research and the training of professionals.

The Evaluation of the Health System's Response to HIV, AIDS and STI, supported by the UNAIDS Technical Group, highlighted the flaws in decentralisation, coordination, prevention and access to treatment. These results, along with the increasing number of cases among adolescents and young people, substantiated the recommendation to insert the Response to HIV into a Sexual and Reproductive Health Policy, with a human rights based approach including health determinants.

UNICEF is supporting implementation of a *plan for the surveillance and rapid detection of cases* and the *promotion of health and sanitary measures*, mainly among children, facilitating elements so that the Ministry of Health can take important actions to prevent a new influenza A (H1N1) virus pandemic, in case of a new outbreak.

Main constraints: Lack of experience of new authorities taking office in mid-2009 delayed many key decisions that affected most activities this year, mainly in the basic social services sectors such as health and education.

Key strategic partnerships: MINED, MSPAS, ISNA, COMURES, FISDL, PAHO, WFP, UNDP, FAO, UNFPA, ILO, UNAIDS, PROVIDA, REINSAL Plan International, OEI and 117 municipalities.

Future Workplan

Priority will be given to actions for: building-up knowledge, monitoring and evaluation methods, national and local capacity building, mechanisms for coordination between agencies, institutions and networks, community participation, and replicability of demonstrative projects. The focus on IECD and local integrated development will not only be continued during 2011, but incorporated for scaling-up as part of the new Country Programme, 2012-2016.

Title: *Promotion of a culture based on child rights and the prevention of violence*

Purpose

The component consists of two projects: 1) Schools as a Place for Learning and the Prevention of Violence; and 2) Solidarity, Participation and Safe Communities.

It aims to build local strategies for the prevention of violence against children and adolescents, in coordination with national and local governments, communities and schools. There is a strong emphasis on an integral and long-term approach to violence prevention, for which inter-sectoral coordination, convergence of the State and community, education in human rights and social participation are crucial.

Resources Used

Total Approved as per CPD: US\$1,493,000

Total Available for 2010 from all resources: RR US\$106,462; OR US\$786,150;

Total; US\$892,612

List of Donors: Global - Girls Education Thematic Funds, Global - Int. Early Childhood Development THEMATIC FUND, BASIC EDUCATION AND GENDER EQUALITY - Thematic Funds, YOUNG CHILD SURVIVAL & DEVELOPMENT - Thematic Funds, POLICY ADVOCACY AND PARTNERSHIP - Thematic Funds, UNDP - USA Administrative Services Section, Spain, UNOCHA UN Office, Estonia, Global - Thematic Humanitarian Response THEMATIC FUND

Results Achieved

UNICEF supported drafting standards and instruments to implement the Inclusive Education Policy, through reviewing the General Law on Education, the Law on Teaching Careers, and the 'Inclusion Index, which will be adapted to El Salvador's education context. Support is also being given to drafting the 'Road Map' and establishing the seven pilot orientation and resources centres to implement inclusive education in schools. All this will have an impact on creating opportunities of access for 64% (152,994) of adolescents outside the education system, guaranteed by the Inclusive Education Policy.

In the framework of an interagency project in San Salvador, Sonsonate, Acajutla and San Marcos, UNICEF has promoted actions to coordinate stakeholders, synergies, joint responsibility and self-management strategies to prevent and reduce violence among adolescents at school and in communities. Participatory processes are fostered with the

overall education community, building up capacities and practices in the inclusion approach, peaceful coexistence, citizenship and life skills, promoting games and play, artistic and leisure activities. Approximately 4,000 adolescents are involved in San Salvador. In San Marcos UNICEF is also supporting the validation of a project aimed at bringing children who have dropped out back to the school system, developing effective teaching strategies to prepare adolescents for life, technical and vocational training, and the job market; more than 2,000 adolescents participate in this project.

In the targeted municipalities where the Joint Programmes are being developed, there has been a decrease in the perception of insecurity among inhabitants of the colonies and a significant reduction (around 23%) of crime in Acajutla, especially Sonzacate, and Sonsonate, although these are still the most violent cities in the country.

These municipalities have a strategy to prevent violence against children and adolescents as victims of and participants in violence, based on a consensus reached with local authorities and communities and coordinated with national institutions. The strategy empowers and gives impetus to safe public spaces, on the basis of citizen initiatives in culture, the arts and sports, including the use of alternative dispute resolution tools to promote peaceful coexistence and public safety in the selected municipalities.

A Study on the Evaluation, Systematisation and Expansion of Mediation Experiences in Communities and Schools in the Municipality of El Salvador was conducted, because 8% of homicides in the municipality were committed due neighbourhood conflicts. At present there is a '*Proposal for community and school mediation: talk, reach an agreement and keep it, opt for peace*', drawn up by the Mayor's Office and the Attorney General's Office. In addition, a population census is being prepared, giving priority to children and young people in 16 communities of the municipality, to implement the Municipal Plan for Peaceful Coexistence, Mediation and Public Safety.

To support the insertion of adolescents who have come in contact/conflict with the law, processes and experiences involving the promotion, management and implementation of best practices in the rehabilitation and reinsertion of this population group were documented. The objective was to enable a framework programme for the reinsertion of adolescent lawbreakers, including the coordination of government institutions, municipalities, social networks and NGOs.

Preparedness and/or humanitarian action: Tools were created for awareness-raising and training of teachers and students regarding Risk Management in school protection plans. Support was given for the large-scale assembly of the game called "Riesgolandia" (Land of Risks) in the facilities of the Children's Museum "Tin Marín", which shall serve as a permanent awareness-raising exhibit for children visiting the museum.

Main constraints: The slow adjustment of national and local institutions to their roles in the new administration, as well as complex financial and administrative procedures, led to delays in the planning and implementation of actions. Furthermore, although the participatory coordination strategy being implemented enriches the contents and results, limited technical capacity of partners has slowed down the process.

Key partners: Mayor's Offices of the Municipalities of San Marcos, Sonsonate, Sonzacate, Acajutla and San Salvador; MJSP, MINED, PGR, ISNA, ISDEMU, CNSP, SC, COES, UJJ-CSJ, FUNSALPRODESE, FUSALMO, UNDP, PAHO, UNPFA, ILO.

Future Workplan

National and local capacity building will be supported for the following activities: 1) implementation of the Inclusive Education Policy, giving priority to quality standards,

generation of knowledge, and monitoring and evaluation; 2) the insertion and permanence of adolescents in school, providing them with life skills and preparing them for the job market; 3) the community strategy for peaceful coexistence and public safety for children and adolescents as victims of and participants in violence. This focus will continue to be a priority for the new country Programme, 2012-2016.

4 OPERATIONS & MANAGEMENT

4.1 Governance & Systems

4.1.1 Governance Structure

Ten regular CMT meetings were held during the year, where members discussed, shared and made decisions regarding management, administration, financial, human resource and other relevant issues affecting the performance of the office and programme. The meetings had a specific agenda, which ensured that all areas were raised at each meeting and offered advice to the Representative to support decision-making. The minutes of each meeting documented the deadlines and responsibilities of each topic and are shared with all staff members.

The main initiatives taken by the CMT to improve operations and programme management performance and coordination were strengthened with the recommendations made by the audit last year. Some of the actions taken include:

- CMT carried out an analysis with staff members, after receiving the GSS 2009 results, of areas identified as weaknesses, to establish response mechanisms to improve these areas.
- The CMT ensured that the audit recommendations, as well as standard policies and procedures, were complied with. All audit observations from 2009 were closed in the third quarter of 2010.
- Analysis of the implications of the United Nations Contractual Reform (Administrative Instructions CF/AI/2010-001).
- Analysis of Financial Circular No.19, Revision 3: Contracts Review Committees and the actual financial limits of the office, deciding to establish a CRC financial limit of US\$20,000, to ensure that CRC review is commensurate with the level and volume of supply procurement and contracts for services.
- Internal information and dissemination of initiatives and issues concerning organisational change: VISION, IPSAS, Enterprise Risk Management, Early Warning.
- Planning and preparation of the New Country Programme 2012-2016.

4.1.2 Strategic Risk Management

With the collaboration of all staff members, the office developed its Risk Profile and Risk Control Library, identifying the risks to the achievement of the office's planned results for the current Country Programme. This participatory approach has enabled all staff to be well informed and aware of their responsibilities to manage risks that affect the achievement of the objectives related to their area of work. At the same time, the Office established a system for monitoring, which will be implemented to ensure that agreed actions planned are executed.

The office has an adequate level of emergency preparedness, including an updated EPRP, a list of standard supplies for rapid response and an updated list of suppliers. For that reason, it was possible to respond immediately to the emergency situation caused by Hurricane Ida in November 2009, in accordance with the EPRP objective.

Mainstreaming emergency preparedness and response has been a priority in the development of the new 2012-2016 country programme, as well as the new UNDAF.

Our office continues to be 100% MOSS compliant in all respects, including exceeding our preparation standards up to phase 3 of the existing security system. El Salvador is currently at Security Phase 1, except for two provinces that are in phase 2. Moreover, the office holds monthly meetings with the Security Focal Points of UN agencies, where safety and security topics are discussed.

The BCP was updated in March 2010 and the office has taken measures toward the implementation of some of the mitigation strategies defined. In this context, a group of selected staff members has been given online access to corporate ICT tools and to back up all the information and files from individual PCs. The BCP equipment is functional, with an additional server stored at the Operations Manager's residence.

The Office's emergency communications chain is functioning well and was reviewed and updated every time a new Staff Member arrived or left the Office. One emergency drill was conducted in the building during this year; satellite phones were also tested and found satisfactory.

4.1.3 Evaluation

The Office has an updated IMEP, which prioritised support to the new CCA - UNDAF process, the Country Programme quarterly review process, technical support for developing research and investigations, institutional strengthening for improving information systems, and the implementation of actions related to the UNICEF Municipal Seal project as a tool for following-up on the situation of children and women, based on local information. Additionally, activities related to the UNDAF monitoring mechanisms support and implementation of actions for following up on MDG progress were carried out during the year.

The Office had significant difficulties in implementing the proposed IMEP this year. Main studies and evaluations could not be completed due to lack of capacity on the part of partner institutions, which include universities and individual consultants, to deliver quality products with methodological rigour and robust documentation. Examples are the study on disparity, the study on the social costs for non-investment in education and the study on child rearing practices that reinforce violence. Other studies or surveys, such as the study on municipal budgeting and the survey on the perception about UNICEF's performance and cooperation in the country are underway, but with significant delays. It should be noted that the Monitoring and Evaluation Specialist post has been vacant since October 2010. Furthermore, and in response to the 2009 audit recommendations and the new Evaluation Policy, the CMT developed an evaluation management response instrument; however, there were no evaluations in 2010. This will be a priority in 2011.

4.1.4 Information Technology and Communication

The CO has kept pace with all ICT global plans for this year and is already preparing for the implementation of new standards and challenges in 2011, including:

- SITA service is very good and very stable in contrast with other countries. Access is through Sita Managed ISP 1 Mbps, which generates important savings
- Video Conference, to reduce international travel, was used frequently during the year and generated additional savings
- VOIP is our service of choice due to the good bandwidth we have for our small office
- Local ISP for internet access was upgraded to 2 Mbps.

In the telecommunications field, El Salvador has a good cellular network. Although the telecoms structure is solid, each staff member has been assigned a portable Motorola radio. Radio telecommunications covers 80% of the country and was created with the help of all UN agencies in El Salvador.

Information security continues to be one of the office's main concerns. Access to the server room is covered by alarm systems and is monitored for burglars, temperature changes and humidity. Backups are performed daily on hard disks and a second copy is taken in tape stored offsite for security reasons.

BCP equipment is periodically tested by the ICT Assistant, an extra server and replacement hard disks are always ready on storage and laptops; automatic backup was performed weekly to safeguard laptop users' data.

UNICEF El Salvador Citrix remote access is operational. Key personnel have ready access to this Web Portal.

The ICT Assistant has been trained and certified in the field of Advanced Telecommunications and is part of the Emergency Telecommunications Responder team for our Region. The ICT Assistant was requested, twice, to provide assistance to the CO of Haiti, firstly as Telecoms Responder for Phase III Telecommunications Emergency and secondly as ICT Manager OIC.

4.2 Fin Res & Stewardship

4.2.1 Fund-raising & Donor Relations

Management continued focusing on improving monitoring indicators related to programme implementation, DCT and donor reporting. This has been facilitated and streamlined with the regular use of the Office Management Report. The Programme area and M&E Officer, along with the Deputy Representative, review the quality of submissions to ensure compliance with donor reporting requirements and reports against expected results, and ensure adequate coverage of the most important information. Adherence to guidelines and timeliness are closely monitored, but reporting deadlines need to be improved considerably seeing that only 45% of donor reports were submitted on time.

To strengthen programme management, the monthly programme meetings reviewed annual management priorities. Reports such as DCT status, PBAs expiring, donor reports due and status of forecast were reviewed regularly. Approximately 96% of RR funds and 100% of emergency funds were spent during this year. No PBA extension has been requested and to date only 0.35% of outstanding DCTs are over nine months.

The office has received around US\$1.900.000 in new funds this year, including US\$736,000 from thematic funds and US\$1,170.000 for joint programmes (from the MDG Fund). In addition, the Office mobilised around US\$570,000 for emergency preparedness, mainly from the Finnish Government. Other donors include the Spanish Committee and the Government of Estonia. New funds represented 58% of the approved OR ceiling.

It should be noted that as a small, middle-income country in Central America, El Salvador is not considered a priority country for bilateral and multilateral agencies, which limits in-country resource mobilisation and increases the dependency of the Country Office on external sources of funding.

4.2.2 Management of Financial and Other Assets

The Office management periodically monitored the following indicators: percentage of budget implementation, outstanding settlements, donor reports, procurement, implementation of the travel plan and cash flow, among other areas. Additionally, the CO generated monthly financial reports to monitor a set of indicators related to the programme budget, including financial data, budget allocation, requisition and

expenditure levels, in line with Annual Work Plan, donor reports, PBA expiry dates and outstanding DCTs. The reports were discussed in Programme and CMT meetings, and distributed to all staff on a monthly basis. These reports were also monitored using the Office Management Report. The 2009 audit ranked two areas as satisfactory (governance and risk management and operations support) and two areas as partially satisfactory (programme management and office risk management practices).

All HACT procedures have been fully implemented. To date cash transfers are done in accordance with the procedures and use of FACE. The application of these procedures included micro-assessments and training activities for all the counterparts.

In administration and finance, one of the major tasks related to improving the efficient use of resources was the joint effort between Operations and Programmes to better manage cash flow. During 2010, all programme specialists have pledged and managed to revise and update cash flow forecasts on a quarterly basis, thus achieving greater control over the organisation's cash resources.

Savings generation was an important preoccupation of the CO, given the limited financial resources available. Therefore, management negotiated with the administration of the building where UNICEF offices are located to keep rental unchanged. In this regard, the Executive Board of the building agreed to not increase rent by 5% for the period November 2010-October 2011, which entails savings of \$521 per month, equivalent to \$6,252 per year. At the same time, alternatives to reducing administrative costs were assessed, such as the use of existing LTA signed by other UN agencies allowing for the use of the same terms and prices agreed with the service provider and energy-saving measures. Likewise, management proposed measures to reduce costs for cellular expenditures, generating annual savings of US\$6,100.

4.2.3 Supply

During 2010 a supply plan was established at the beginning of the year to allocate the Office budget in accordance with the activities programmed. Each month a Supply Monitoring Report was elaborated, using as reference the Briefing Book tool. This information is compared with reports from the ProMS data base, to facilitate monitoring of supplies from programme section.

In the middle on the year, supply requisitions that have been procured are closed, and budgets for outstanding processes are adjusted.

There has been a good coordination with implementing partners delivering goods for projects, and deliveries are being monitored via field visits.

The impact of the supply component was particularly important in 2010, due to emergencies. Purchases were made to address the Hurricane Ida emergency in November 2009, using emergency funds in the amount of US\$525,000 for protection, water, hygiene and sanitation sectors, as well as 'Returning Home Kits', which represented 67% of all purchases. Most of the funds were used for the purchase of water storage containers, basic non-food items that were delivered to 2,000 families for their return to homes or temporary housing, and materials for psychosocial support to children and families in the recovery phase. Furthermore, Crocs Inc. donated 23,892 pairs of shoes for children and adults that were distributed directly by UNICEF to the affected families.

Currently, many of UNICEF's local suppliers have diversified their products, and there is a rapid response and different alternatives to purchase either in normal or emergency situations.

For international procurement, the CO submitted direct orders for Sofip Export (US\$4,910.72) and Atlantic Business Systems (US\$869.70), having received goods of excellent quality, on time and the service provided by suppliers has been very good. Also, this year the CO procured through Institutional Contract PLAN VI: BGAN Air Time Prepaid Plan B to Thales UK Limited, receiving a rapid response with great results.

4.3 Human Resource Capacity

The Office strongly supported staff exchange by releasing staff to support other offices in the Region. Support was provided to Dominican Republic CO in supply and to the Haiti CO in ICT. This initiative has contributed to the personal and professional growth of staff members involved in the experience.

Although management monitored the completion of year 2009 PERs, the objective of completing them by February 2010 was not reached. The office is committed to correct this negative indicator by implementing 'PER week' in February 2011, and to complete all PERs during that week.

Training and learning are taken very seriously as part of the Office's efforts toward change management. The CO training and learning plan focused mainly on the following areas: LDI, ERM, GS staff exchange, LSS Methodology, CBI, DevInfo, ICT Emergency and online language courses. Furthermore, security courses coordinated with the UNDSS Office sought to improve information on security behaviour, tips to avoid hazardous situations and training of focal points.

In addition, staff are constantly reminded and encouraged to use e-learning, on-line and distance learning opportunities.

In October, the NOC Local Development Specialist post was filled. The Representative was transferred on June 2010, and during the transition period ending with the arrival of the new Representative in October, the Deputy Representative was in charge, assisted by a retired senior officer acting as Interim Deputy Representative under a TA contract for one month.

Since 2001, the office has had assistance from two local consulting counsellors. In 2010 no cases were reported.

The Office has shared policies and trained staff members on EPR and emergency risk management and response. The Emergency Officer is part of the Inter-agency Emergency Committee 'UNETE' and actively participated in the CO's risk management activities.

Along with other UN agencies the Office is committed to UN Cares and participated in activities that were organised for UN staff and their families to improve their knowledge about HIV/AIDS. Condoms are available in restrooms; PEP kits can be obtained in the UN House building and staff has access to confidential HIV testing.

4.4 Other Issues

4.4.1 Management Areas Requiring Improvement

The UN Operations Management Team led the following services, actions and joint purchases in 2010:

a) The selection of a common travel agency for the UN system is in process and will potentially generate a 20% reduction of current costs for travel arrangements

b) The negotiation with hotels and catering suppliers to decrease their rates, obtaining discounts of 25% in corporate rates.

Also, UN agencies shared their existing LTAs and contracts, allowing other agencies to use the same terms and prices agreed with the service provider or supplier.

4.4.2 Changes in AMP

The AMP 2011 will establish much clearer accountabilities for different levels in terms of financial implementation and fulfilment of programmatic targets. It will also standardise mechanisms that support the identification of areas where fund-raising proposals need to be developed to adapt the resource mobilisation strategy to evolving and changing donor trends in El Salvador and Central America. The office has to improve time management of all staff and implementation of the PER process in a more structured way; more rigorous deadlines and approaches will be included in the AMP.

In 2011 it will be important to continue the development of staff skills, competencies and capacities in results-based management, gender equality programming and knowledge management. Preparations for the implementation of VISION will constitute a priority and require staff time for training.

5 STUDIES, SURVEYS, EVALUATIONS & PUBLICATIONS

5.1 List of Studies, Surveys & Evaluations:

1. *The impact of migration on children left behind*
2. *Evaluation, Systematisation and Experiences: Expansion of mediation in the community and school fields in the municipality of San Salvador, and proposal for community and school mediation: talk, agree, do it, and choose peace*

5.2 List of Other Publications

1. *Carrousel of Happiness*
2. *Seal of Approval UNICEF*
3. *The Bloom Race 2010*
4. *Most frequently asked questions to Police intervention*
5. *Police Guideline to Protect Children*
6. *Gesell Chambers Guidelines Use*
7. *Penal Process Guideline - Children Victim*
8. *Inclusive Educational Policy*
9. *Inclusive Educational Policy / Braille System*
10. *Inclusive Educational Policy / promotional material*
11. *Key leaders*
12. *Convention on the Rights of Children*
13. *Educational material "Think" campaign*
14. *Kit: I am person too*
15. *LEPINA's Glossary of Juridical Terms*
16. *"LEPINA says....Law of Integral Protection of Children and Adolescents"*
17. *Early Childhood Education for their Integral Development. Campaign: joining forces for the development of children*
18. *Educational material "Think" campaign*
19. *Model of intervention in crisis*
20. *Law of Integral Protection of Children and Adolescents (LEPINA)*

21. *Institutional Brochure / Playful Therapeutic Care Program*
22. *Progress in the care of children with HIV and AIDS in El Salvador*

6. INNOVATION & LESSONS LEARNED:

Title: *Insertion and re-insertion of adolescents to education system*

Contact Person: María Teresa de Mejía, mtmejia @unicef.org

Abstract

The municipality of San Marcos is one of the most violent in the country, creating an adverse environment for children and adolescents to avail themselves of educational opportunities.

Through UNICEF's financial and technical support, the local government has established a Monitoring and Evaluation Unit, which generates relevant information for the monitoring and enforcement of the rights of children.

As a result of the experience, local government has begun to exercise greater leadership among the various institutions and organisations in the city, appealing to shared responsibility, partnership and coordination to ensure the inclusion and retention of children in school and their success to eventually enter the labour market.

This makes it an important experience for the local systems of protection of rights of children and adolescents, since the field of education responds to the goals of preventing violence, migration and poverty.

Innovation or Lessons Learned

The innovative aspects of this experience are:

- Effective strategies to generate ownership by local authorities of the needs and problems facing children and adolescents can be incorporated into local policies with a view towards national level expansion.
- Institution-building and strengthening can reinforce the rule of law at the municipal level and help to reinforce the preventive component of violence reduction.
- The creation of effective coordination mechanisms and responsibility around the right to education, between the various institutions and organisations in the municipality, is a fundamental element in interventions of this kind.
- Positioning of life education, the participation of adolescents and its relationship to the world of work from the educational field represents a fundamental criterion for educational quality.

Potential Application

The strategy is sustainable and can be replicated in other municipalities; in fact it is already expanding in Sonsonate and San Salvador, which are also very violent areas. The main challenge to consider is building capacity among local authorities and solid links between all the players that can and must contribute to fulfilling the rights of children.

The strategy has heavy involvement from the central government through MINED, an institution that is driving the model "Full Time School; the model will be piloted in 22 schools in the country.

Issue/Background

San Marcos is a densely populated municipality, part of the San Salvador Metropolitan Area (AMSS), where 31% of households live in poverty and experience high levels of violence. The dropout rate in the municipality is 5.9%, which corresponds to 528 children and adolescents.

The local government is promoting the installation of local systems for integral protection of children and adolescents. Under this framework, the mayor's office is working towards increasing opportunities for access to quality education and its linkages to jobs. These actions are being coordinated with the Ministry of Education, FUNSALPRODESE and private enterprise.

Strategy and Implementation

UNICEF started by raising awareness among municipal authorities and evaluating their status through analysis of social indicators, allowing the Municipality to develop a study to identify school drop-outs and the main causes behind the phenomenon.

There is an inter-institutional dialogue among the Mayor's Office and MINED and other actors in the municipality, to jointly plan strategies and monitoring mechanisms to reduce drop-out and reinsert adolescents to school system.

The research revealed that from 528 deserters identified, it was feasible to locate and investigate 105. The problems around these children were analysed individually, and the Mayor's office and MINED approached them with alternative solutions.

A programme was launched by the local government, focused on the adolescents with high social risk. Scholarships are provided, as well as vocational training and/or economic benefits to retain adolescents at school and develop a strategy to incorporate them into the world of work.

The adolescents are trained, inside and outside the school, on issues on life skills, job training and entrepreneurship. In parallel, there is a diagnostic of local businesses, and the municipality makes arrangements to facilitate opportunities of internship training for adolescents.

Progress and Results

The Municipality of San Marcos has created and provides financial support, within its organisational structure, to a research, monitoring and evaluation unit, which generates information relevant for the enforcement of child rights.

The municipality has incorporated a total of 97 children in school, and provides them following a detailed analysis of individual issues with shoes, school transportation and psychological assistance. The initiative was coordinated between the municipality and the initial seven pilot schools. Municipal authorities are currently gathering information on the population of 20 additional communities chosen to participate in the initiative.

Twenty-five young men and women are not currently studying due various personal situations (economic, family, single mothers, etc.). The municipality will provide them with scholarships to study computing, to be taught at the National Institute of San Marcos. 350 adolescents have been trained inside and outside the school on life skills, job training and entrepreneurship.

Next Steps

- Mapping of the businesses, family associations and communities in the municipality of San Marcos, their characteristics and unions.
- Implementation of Family Planning schools, to enable involvement and intergenerational connections.
- Continued training of adolescents and youths in life skills (self-esteem, conflict resolution, sex education, decision-making and emotional expression) and pre-employment workshops.
- Strengthening of sub-system of municipality's information on formal educational offerings of San Marcos and development of a strategy for dissemination and use of information by members of the community.
- Continue monitoring teenagers and those who dropped out of public school system in San Marcos, by the MOE and City Hall.
- Improving documentation and analysis of the experience.

Title: *The Law for the Integral Protection of Children and Adolescents (LEPINA)*

Contact Person: María Teresa de Mejía, mtmejia @unicef.org

Abstract:

El Salvador has a long-standing debt to its children with regard to the adoption of a legal framework in accordance to the CRC, and in response to recommendations by the Committee on the Rights of the Child. After 20 years, the Law for Integral Protection of Children and Adolescents was approved unanimously by the Legislative Assembly in 2009. Despite the broad consensus, due to the public policy agenda of the newly elected Government the Law did not fully enter into force in 2010. A package of reforms was submitted by the President to the Legislative Assembly. This section analyses the positive and negative strategies that influenced the diverse stages of the adoption and implementation of such an important instrument for the rights of child, as well as the political costs and dynamics experienced by UNICEF.

Innovation or Lessons Learned

Success in the drafting and approval of the Bill is based on the accrued experience and technical knowledge of UNICEF in the Region and in El Salvador. However, UNICEF is not equally prepared to support implementation, in terms of technical and financial resources or in terms of monitoring and evaluating its sustainable impacts.

The country's failure to sustain the success in the context of the recent political shift highlights important issues regarding UNICEF's strategies: lack of appropriation from the new government related to a perception that UNICEF's leadership on the issue was too strong and visible, that insufficient public and social mobilisation with NGOs and civil society had been carried out; and that insufficient awareness and analysis had been undertaken by UNICEF of the new President and his cabinet.

Technical and ethical soundness are not sufficient to politically engage governments on the key issues affecting children. Resources such as evidence on the impact of the legal reforms in the region; strategic partnerships that trigger other voices to exert public or private influence, including other government leaders; as well as managing the balance of individual and institutional powers are essential for any endeavour related to public policies and minimising UNICEF's political risk.

Potential Application

This region has been working on legal reforms for more than a decade, but the subtleties and particular dynamics between the government and UNICEF within a given country context make a difference in the replication of such initiatives in other countries.

The involvement of UNICEF in the drafting and approval of LEPINA was critical to ensure the country's adoption of the CRC in their legal frameworks. The lessons learned by this Office illustrate that there is a need for a greater awareness about political strategising and how to sustain the Organisation's efforts within that context. It includes political risk and costs and benefits that require a fine-tuned balancing act on the part of the Office.

In addition, the main challenge is yet to come: ensuring that such effort really transforms the structures and the status of fulfilment of child rights in the country. The experience discussed here may provide other countries with greater awareness of the risks and benefits, as well as replicating positive strategies and reflecting collectively on negative ones to generate greater organisational maturity in this type of cooperation.

Issue/Background

Upon request of the Government, UNICEF has supported the drafting of the Bill for Integral Protection of Children and Adolescents since 2005. The process involved many consultations and validations from different political parties, religious affiliations, children and adolescents, judiciary branch, social ministries, public defence offices, among many others. The Bill was approved in 2009 shortly before the change of Government. However, it entered into only partial enforcement in 2010, with great uncertainty about its full enactment in 2011. Meanwhile, UNICEF faced significant opposition from the new Government, and institutional relationships suffered setbacks.

Strategy and Implementation

Approval of the Bill in the framework of the current CP reflected: (i) political appropriation by the President and the Justice Sector, and coordination with the corresponding committee in the Legislative Assembly; (ii) the solid profile of the technical team that drafted the Bill, with support from UNICEF and the justice sector; (iii) leadership of a person trusted by the President and the capacity to leverage with different political and social sectors; and (iv) a participatory and consultative process, including children, social sectors, civil society, and government institutions.

Implementing the Law faced difficulties with the new Government, especially around concerns of the elevated budgetary requirements and complexity of the proposed institutional model. The Government asked UNICEF to refrain from further pursuit of LEPINA implantation, damaging institutional relationships and generating significant setbacks that have required much negotiation and networking to improve relationships.

In this context, UNICEF's cooperation focused on supporting the Salvadoran Institute for Children and Adolescents (ISNA), the Corporation of Municipalities of El Salvador (COMURES) and the Judiciary branch with training and dissemination and the reinstating of institutional relationships during 2010.

Progress and Results

Drafting a Bill that is technically sound in relation to CRC principles depended primarily on the quality of the technical team. This would not have been possible without the

technical resources available in the region, as well as the accumulated knowledge and experience generated by UNICEF in this field.

The unanimous approval of the Bill by the General Assembly evidenced UNICEF's credibility. By the time the bill was approved, the main State players had an enhanced notion about the importance of the Bill in terms of child rights, mainly because the bill was drafted and validated through a highly participatory process and because UNICEF maintained continuous communication and interaction with the Government, providing technical assistance and re-assurance.

Despite the fact that the Law has not fully entered into force, there were significant *advances in the quality and level of public discussions, as well as appropriation by the different sectors of the society*, such as municipalities, the judiciary system and social ministries that see the clear progress in the realm of human rights that his law brings to the country.

Next Steps

Ensure closer coordination with the government, particularly with ISNA and the Secretariat for Social Inclusion (SIS), as the main institutions with responsibility to implement the LEPINA, with or without reforms. Reinforce the technical advisory role of UNICEF upon their request.

Cultivate strategic alliances with COMURES and other associations of mayors, using the UNICEF Seal initiative as one of the intervention strategies to promote the creation of local systems of integral protection of children and adolescents.

7 SOUTH-SOUTH COOPERATION:

The Government of El Salvador has shown a particular interest in establishing cooperation and exchange of experiences with the Government of Brazil. In response, UNICEF supported the visit of officials from the Government of El Salvador to assess the experience of Brazil regarding integral protection systems for children and programmes oriented to protecting street children, their family reinsertion and education. This experience was developed by the Ministry of Social Development and UNICEF in Brazil.

As a result, a South-South cooperation MOU was signed between the two governments and the UNICEF offices of Brazil and El Salvador. The overall objective of the MOU is to establish stronger cooperation mechanisms in the realm of social development, with an emphasis on the promotion and integral protection of the rights of children and adolescents. More specifically, the MOU establishes cooperation between the two countries, with the technical support of UNICEF, in the following areas:

- Prevention of violations of rights of children and adolescents
- Support for the design and installation of an integral protection system for street children and other socially vulnerable children
- Support for the conceptual and methodological design of education and training programmes for operators of the integral protection system for children and adolescents.

The MOU will be a framework for cooperation with the SIS (Secretary of Social Inclusion) and ISNA (Salvadorian Institution of Child Protection) for 2011 and for the new CP 2012-2016. This type of technical and financial cooperation is particularly important in light of changing and evolving trends in north-south cooperation mechanisms that are negatively affecting El Salvador and Central America with reduced financial resources.