

## Peru

### Part 1: Situation update in the country

The new President of Peru took office in March 2018, following the resignation of the President who served from July 2016 to March 2018.

Since taking office, he has won a very high level of approval (61 per cent). His popularity is due to his fight against corruption, including the dismissal of the president of the judiciary and the imprisonment of several people involved. He also has brought the gender-based violence agenda to the forefront.

The President has confronted strong opposition from Congress, in which the Fuerza Popular Party, has a majority. In spite of this, in December 2018, he managed to push through a national referendum in which Peruvians overwhelmingly (more than 85 per cent) voted against the re-election of members of Congress, for creating the National Board of Justice and its functions, and regulation of political party funding.

In 2018, the Fuerza Popular Party made an alliance with conservative and strongly religious civil movements. They put pressure on the Government to restrict policies on sexual and reproductive health and gender equality, including an attempt to use the law to change the national school curriculum. The Ministry Education responded by affirming the validity of the gender equality approach.

Regional and local government elections were held in October 2018. Most of the winning candidates belong to regional and local political movements. They are all new to the job (re-election of sub-national authorities is not allowed by law). Of the 2,165 local governments (districts and provinces), only 13 (0.6 per cent) were won by women, while none were elected regional governors. The complete turnover of the sub-national government staff in 2019 poses a challenge for continuity of programming.

#### **Economic scenario**

Over the last 10 years, Peru has experienced continuous economic growth and annual inflation of approximately 3.0 per cent. It has one of the healthiest economies in the region. However, growth has slowed in the last decade, with GDP growth at 8.5 per cent in 2010 falling to 2.5 per cent in 2017, and rebounding only slightly, to 4 per cent, in 2018.

As a result, overall public spending has grown substantially in the last five years. For 2019, the Opening Institutional Budget geared to children and adolescents (US\$10.12 billion) rose by 15.8 per cent.

#### **Guarantees for children's rights**

Peru's political situation was reshaped in 2018, with the agenda for children losing its relative priority to the public demand to put an end to corruption. However, there is enormous potential for the children's agenda to be given priority within the Government's commitment to bring an end to gender-based violence, along with the national goals for child anaemia, which is high on

the President's agenda. The budget available for social sectors has not been reduced and, in fact, for the first time in many years the budget for the prevention and response to violence increased. (Although, at less than US\$20 million, it is still very low).

### **Violence against children**

Violence affecting children and adolescents in Peru continued to be a problem. In 2017, 22.1 per cent of mothers and 20.0 per cent of parents used physical punishment with their children. In Peru's Amazon, the figure rose to 36.7 per cent. In 2016, 23,039 cases of violence (family and sexual) against girls, boys and adolescents were reported (16 per cent concerned children under 5, 41 per cent concerned ages 6 to 11 and 44 per cent concerned ages 12 to 17). Almost 40 per cent of all cases of physical violence concerned children between 0 and 5 years old. According to the Ministry of Women and Vulnerable Population (MIMP), 41,809 cases of mistreatment of children were reported in 2018. In the National Survey of Social Relations (2015), 81 per cent of adolescents 12 to 17 years old said they had been victims of some type of violence.

The priority given in 2018 to violence against women and family members on the public agenda led to amendments in laws and a positive impact on access to justice and assistance for child victims. The issue of school bullying, above all when it involves adults bullying adolescents, was brought to the table. This is a new area of focus and provides a great opportunity for further progress in 2019.

### **Adolescents**

In 2015, 6,611 adolescents were in some form of detention, 57 per cent of them in institutions. There were 7,940 institutionalized children, and close to 50 per cent of them were adolescents between 12 and 17 years old. Adolescents in Peru face negative cultural stereotypes. UNICEF monitoring of print media (2012-2014) found that 34 per cent of references made to adolescents described them as being in conflict with the law.

Over the last decade, the percentage of adolescents between 15 and 19 years old with a first pregnancy remained almost constant. In 2017 that rate was 13.4 per cent. The rate varies with socio-economic status: it is six times higher among adolescents in the lower well-being quintile (at 23.9 per cent) than for those in the higher well-being quintile (at 3.6 per cent). In Amazonian regions of the country, the rate rises even more. In Loreto region the rate is 30.4 per cent. Some 17.3 per cent of women aged 15 to 19 had mild anaemia and 2.4 per cent had moderate anaemia. Some 34.2 per cent of adolescent girls still have no health insurance coverage.

### **Education**

Peru has made great efforts to achieve universal access to education, mainly in primary and secondary education, but recently also in pre-school education (3 to 5-year-olds). The net access rate in primary school for 2017 was 93.4 per cent, with similar coverage in rural and urban areas. The net access rate in secondary school was 85.0 per cent, with slightly better coverage in urban areas (86.5 per cent) than in rural areas (81.4 per cent). The difference is similar for schoolchildren whose mother-tongue is Spanish and those who speak a native language.

The core problem of education in Peru is quality. In 2016, nationwide, 14.3 per cent of students in secondary school could read satisfactorily. In Huancavelica and Loreto regions, that figure was 4.0 per cent and 4.3 per cent, respectively. Nationwide, only 11.5 per cent of students achieved a satisfactory level in mathematics. In Loreto and Ucayali regions, respectively, that

figure was 1.7 per cent and 3.2 per cent. In 2017 the national percentage for timely completion of secondary was 72.9 per cent. In Loreto in Peru's Amazon, that rate was only 41.5 per cent.

### **Persistent inequalities**

Chronic malnutrition fell from 19.5 per cent in 2011 to 12.9 per cent in 2017. However, chronic malnutrition was four times higher among children whose mothers speak an Amazonian language, compared with those whose mothers speak Spanish (47.3 per cent vs. 11.9 per cent).

Anaemia in children 6 to 35 months of age increased from 41.6 per cent in 2011 to 43.6 per cent in 2017. Anaemia affected 56.4 per cent of children in that age group whose mothers speak an Amazonian language.

Peru made remarkable progress in reducing infant mortality over the last 15 years, from 43 per 1,000 live births to 15 per 1,000. The same is not true for neonatal mortality. In 2017, the neonatal mortality rate was 10 per 1,000 live births, an increase over 2010-2013. The neonatal mortality rate is four times higher among the population of the lower well-being quintile, at 11 per 1,000 live births compared to 3 per 1,000 for the higher well-being quintile.

The net access rate to primary education for 2017 was 93.4 per cent, with similar coverage for rural and urban areas. In 2017, children's access to pre-school (aged 3-5) reached 90.2 per cent, reflecting the Government of Peru's efforts in recent years.

Great progress has been made in improving primary school education, but there is still much to do. In 2016, nationwide, only 46.4 per cent of children in second grade could understand what they read and only 34.1 per cent could carry out logical and mathematical operations expected for that age.

There are inequalities associated with where children live, their ethnicity and their gender. The percentage of children who meet expected standards in reading and mathematics is three times greater in urban areas than in rural areas. The situation in the Amazon and the Andes is troubling. In Loreto and Huancavelica regions, where many people speak indigenous languages, only 4 per cent of children in primary school understand what they read.

Although important progress has been made on basic services coverage, indigenous populations continue to be the most affected. According to the last national census (2017), only 1 out of every 5 indigenous children in the Amazon area had access to water in their homes and only 2 out of every 100 had access to improved sanitation services. In the general population, 8 out of 10 children had access to water in home and 7 out of 10 had access to improved sanitation services.

### **Increasing migration flows from Venezuela**

Peru registered an increase in the number of migrants from Venezuela in 2018. There were an estimated 700,000 Venezuelan migrants in Peru, of which approximately 100,000 were children and adolescents. The number of daily entries fluctuated throughout the year, with an estimated average of 2,000 people per day and a maximum peak of nearly 10,000 people.

This mass migration resulted in a demand for public services for which the state was not always prepared. There is intense pressure on the northern peri-urban districts of Metropolitan Lima, where more than 70 per cent of Venezuelan families have settled.

Migrant Venezuelan children are potentially exposed to abuse, exploitation violence, xenophobia and lack of access to health, education and other basic services. A UNICEF-led nutrition study of children under the age of five entering Peru through Tumbes found that food practices were inadequate and that 3.2 per cent of those children had suffered from moderate acute malnutrition. Another study led by UNICEF and the IOM found that a little over one-fourth of the children aged 3 - 5 did not attend pre-school. Results indicated that children were paying a high emotional cost for migrating. Sixty per cent showed marked emotional changes. Fear of losing sight of their caregivers and changes in their appetite were the most common effects found. The study also found that the Government's acceptance of a range of identity documents for entering Peru was a protective measure for children, because it helped to ensure that families stayed together.

The Government of Peru led a political response to the Venezuelan situation by establishing the Lima Group. Peru has maintained its open-door policy and is taking measures to address the flow of the migrants. In Tumbes, the Ministry of Health established a vaccination post; the Ministry for Women and Vulnerable Populations deployed a Special Protection Unit for vulnerable children and the Ministry of Development and Social Inclusion provided child-care services for children under the age of three. Nationwide, UNICEF worked with the Ministry of Education to adapt regulations to ensure that migrant children and adolescents have full access to education and with the Ministry of Health to adapt the mental health policy and develop a specific guide for the care of migrants.

The services provided by the Government of Peru and United Nations' implementing partners at the CEBAF are not permanent, and the Government does not have the capacity for large-scale adjustments to social policy and service provision.

Peru's social and economic progress did not reach everyone equally. The face of poverty remained that of a rural child. In an attempt to reverse this situation, more public resources were provided, although children were still a relatively low priority. Violence against women (basically violence against adolescent girls) competed with the fight against corruption to be foremost on the public agenda. The migration from Venezuela pushed the state's capacity to the limit, but Peru nevertheless maintained its open-door policy for the migrants.

## **Part 2: Major results including in humanitarian action and gender, against the results in the Country Programme Documents**

The increased public resources allocated to addressing gender-based violence in Peru represent an opportunity to leverage public resources for children. To do so, evidence on the prevalence, impact and effects of violence and lack of protection, as well as on what works to prevent violence, is crucial.

The sustained increase in the coverage of protection services has not been accompanied by an improvement in quality. There is an urgent need to increase the expertise of protection service providers, particularly at the sub-national level. Physical and sexual violence in schools, especially against adolescent girls, is an overwhelming reality that impacts educational quality, permanence and successful learning.

The use of violent discipline and parenting techniques, even against small children, was widespread. Therefore, preventing it was a priority. The new legal frameworks that guarantee the right to live as a family and facilitate access to specialized justice cannot be implemented if the Government does not provide alternative family and community-based models for protection and socio-educational measures.

In this context, UNICEF's intensive advocacy work with the protection, education, health, social protection and justice sectors, along with its identification of strategic partners in academia and civil society, helped form agreements and make progress on an expanded agenda of technical cooperation focused on generating evidence, designing intervention models and scaling up capacity building processes for service providers.

To reduce violent discipline and parenting techniques during early childhood, UNICEF developed a capacity transfer strategy for protection, education and health service providers who work with families and small children, based on the 'Nurturing Care for Early Child Development' framework. The strategy incorporates work strategies with families focused on preventing violent discipline and parenting techniques in family interactions. The training programme was developed with the Cayetano Heredia University (UPCH) through a Train-the-Trainer Child Care Diploma Course in Loreto, Ucayali and Lima. The process contributed to generating a critical mass of professionals in Peru with competencies to assist and strengthen families' skills in caring for their children.

Intense policy advocacy was carried out at the highest level of government and participating sectors to socialize the 'Nurturing Care for Early Child Development' framework. This generated intersectoral dialogue and provided a fresh impetus for the development and implementation of policies on this issue, with a special emphasis on children with disabilities and preventing violence in the family.

To help improve violence prevention strategies in families and schools, UNICEF designed a study on social norms associated with those behaviours in targeted regions. The evidence this study yields will inform the communication for development (C4D) strategy and contribute to the design of alternative strategies to modify negative behaviours and strengthen positive ones that contribute to reducing violence in schools and families, and to reducing teen pregnancies.

UNICEF, in partnership with the Ministry of Education (MINEDU) and universities, worked to generate evidence on the prevalence of physical and sexual violence in schools and associated factors. A national survey was designed that will be conducted in the first semester of 2019. UNICEF also developed technical guides and curriculum content for principals and teachers to help them identify, report and monitor cases of violence.

In order to improve the capacities and work models of health, education and protection service operators to guarantee the rights of adolescents, the 'Comprehensive Adolescent Development' Diploma was implemented and organized by the Cayetano Heredia University (UPCH) in partnership with the Regional Government of Ucayali, the National University of Ucayali, the District Municipality of Masisea and UNICEF. As a result, participants generated 16 intervention proposals that aimed to specifically and measurably improve existing services and facilitate integrated services for adolescents in Masisea and Callería. The proposals focused on education, health, protection against violence, participation, culture and recreation.

To improve the health sector's capacity to prevent and address violence against children,

UNICEF supported the Ministry of Health in the development of national guidelines to assist child victims of violence, as well as those at risk of violence, and the national technical guide for child victims of sexual abuse.

To contribute to generating alternative care models for children without family protection, during 2018, UNICEF supported implementation of the child deinstitutionalization strategy developed by the Ministry of Women and Vulnerable Populations (MIMP), generating information about the situation of children living in the Residential Care Centres (CAR) that facilitated children's access to successful deinstitutionalization and alternative family-based care models. As a result, UNICEF, with the NGO La Barca, developed a training and accompaniment process for staff of the Special Protection Units (UPE) and CARs in Lima on family reintegration and separation prevention strategies. The goal is to scale up the programme to prioritized regions in 2019.

UNICEF aimed to influence the budgetary allocation for child protection and to focus it on effective and contextualized interventions that can be scaled up, thus increasing the quality of protection, health, justice and education services for early childhood and adolescents and supporting development of alternative responses to the institutionalization of child victims, perpetrators of crimes and children without parental care.

UNICEF focused on generating conditions to improve adolescents' access to quality health services by strengthening policies, increasing budget allocations and strengthening services. UNICEF provided technical assistance to the Ministry of Health (MINSA) to update Comprehensive Adolescent Care standards and adjust them to diverse adolescent needs. Workshops were organized in Loreto, Ucayali, Huancavelica and Lima with health service providers and adolescents. UNICEF also strengthened the capacities of health staff in comprehensive adolescent care in those regions.

UNICEF helped increase the budget allocation for priority services for adolescents through studies to analyse and guide the quality of spending on adolescent health in those regions. In 2018, the national budget allocation for adolescent pregnancy care increased from approximately US\$5.3 million to US\$ 7.7 million. This budget increase will help expand the implementation of specific activities for adolescents in health centres.

To inform the improvement of adolescent-focused services, UNICEF conducted a study on the knowledge, attitudes and practices (KAP) of public officials toward adolescents in Ucayali. The study aimed to identify the ways adolescents relate to each other and how those factors influence the quality of health, education and protection services that adolescents receive and the decision-making regarding planning and allocation of resources. Based on the study results, UNICEF will implement interventions to reverse negative practices, attitudes and knowledge for integrated adolescent development in the prioritized regions.

UNICEF raised the profile of secondary education through technical and political dialogue with key actors. Technical assistance was provided to the Ministry of Education (MINEDU) to create an Adolescent Education Policy and promoted the establishment of a technical working group that involves actors from civil society, other UN agencies, including UNESCO, and academia. UNICEF also facilitated dialogue with adolescents to hear their opinions about this process. As a part of the implementation of the new national curriculum, UNICEF provided technical assistance for inclusion of the gender approach in national training programmes, particularly for secondary teachers.

UNICEF provided technical assistance to the Ministry of Education to assess student residences in Loreto and Ucayali, adapt the alternative education model to the Amazonian context and assess the wellbeing of the students in diversified forms of educational services. UNICEF worked in coordination with the Ministry of Education's disaster risk management office (ODENAGED) to promote the safe schools approach and develop the staff capacities to prevent and assist in emergencies.

UNICEF carried out two studies to characterize the situation and needs of adolescents in Peru, one with the Pontifical Catholic University of Peru and the other with the UNESCO International Institute for Educational Planning. UNICEF began implementing an innovation lab called 'Secondary as a Life Experience' in four prioritized regions. The model includes training for principals and teachers and work with adolescents, their families and communities on improvement plans for 52 secondary schools. As a part of the process, UNICEF began awareness raising, gender training and the development of key tools. All these actions focused on developing educational opportunities for all adolescents in Peru by informing the development of the national adolescent education policy.

In 2018 UNICEF supported implementation of the Comprehensive Adolescent Development Diploma, organized by Cayetano Heredia University in partnership with the Regional Government of Ucayali, the National University of Ucayali and the District Municipality of Masisea. This diploma course for service providers of multiple sectors (education, health, protection, participation, culture and recreation, as well as managers in charge of planning and budgeting) aims to generate a shared vision about comprehensive adolescent development, create effective coordination links between sectors and improve the provision of services for adolescents. To date, 91 participants have been trained and the course has generated 16 intervention proposals that aim to specifically and measurably improve the existing services and comprehensive adolescent care in the Districts of Masisea and Callería. This diploma course will be scaled up during 2019 to the country programme's three remaining targeted regions.

UNICEF conducted workshops in Huancavelica, Loreto and Ucayali for community workers and communicators from different sectors to incorporate the communication for development (C4D) approach in their work. The workshops had a special emphasis on the three prioritized cross-cutting actions for comprehensive adolescent development: teen pregnancy, promoting healthy lifestyles, and changing adults' perceptions about adolescents. UNICEF also designed a strategy to work with families to address behaviour changes in the three priority areas, which will be implemented in Ucayali in 2019.

In coordination with education and health authorities, UNICEF facilitated assessments of adolescent participation mechanisms in prioritized regions. The assessments identified barriers and best practices to promote adolescent participation in services that impact their health, education and protection, and in local governments. UNICEF conducted workshops to strengthen the capacities of 85 adolescents belonging to 35 organizations in Huancavelica, Loreto, Ucayali and the District of Carabayllo to identify issues that most concern them and to engage newly-elected authorities on those issues. This activity was carried out through participatory methodologies in which adolescents unleashed their creativity and created communication campaigns directly aimed at candidates. The campaigns, which were widely disseminated through the media, represented an opportunity to subvert negative perceptions of adolescents. In 2019, it will be important to maintain the positioning of children and adolescents

and to build governance agreements with candidates.

UNICEF also worked to position the adolescents' agenda in the public policy community at the national level by mobilizing international expertise to present recent evidence on the great potential inherent to the second decade of life and the policy implications in that regard. UNICEF also highlighted the voices of adolescents from Loreto and Ucayali during the National Week on Social Inclusion organized by the Ministry of Social Development and Inclusion.

UNICEF's positioning work on adolescent issues also included extending its reach on social networks. The number of followers on Instagram grew by 113 per cent. Growth on Facebook and Twitter slowed consistent with global trends. The adolescent-led campaigns during elections and the implementation of mobilization strategies were key to achieving high rates of interaction on UNICEF Peru's Facebook page. The number of adolescent followers was still relatively low, representing 14 per cent of UNICEF Peru's reach on Facebook. It is expected that the implementation of My School's Vibe in 2019 will contribute to increasing the participation of adolescents on social networks. While UNICEF expects to see growth on social networks in 2019, increasing the number of followers and reaching targeted regions remain challenges.

Challenges to the consolidation of a comprehensive system and a supply of sufficient and quality services for early childhood persisted. UNICEF carried out advocacy at the highest level of government and with relevant sectors to circulate the Global Nurturing Care for Early Child Development Framework. UNICEF also created opportunities for inter-agency dialogue to give new impetus to policy development and implementation in this area, with special emphasis on children with disabilities and prevention of violence in the family.

UNICEF implemented strategies that adjusted the services and capacity building of staff who work with young children. The Child Care Train-the-Trainer Diploma jointly designed and implemented by UNICEF and the Cayetano Heredia University in Loreto, Ucayali and Lima addresses all sectors that provide services for early childhood. It has helped produce a critical mass of professionals in Peru who can assist and strengthen family child care skills. Those competencies include abilities to help reduce violent punishment during early childhood by incorporating work strategies to prevent violent punishment in family relationships and to take care of adolescent mental health.

UNICEF's work in Loreto and Ucayali on intercultural childbirth care was recognized by the health sector and served as an input for the formulation of regional intercultural health policies for newborns and mothers. This work, along with registrar training, will help ensure children are born with dignity and have access to identity documents, especially in remote areas.

The internship strategy for strengthening growth and development check-up services (CRED), originally designed and implemented by UNICEF in targeted regions was approved by the Ministry of Health (MINSa) and was expanded to other regions. Increasing access to educational services for early learning remained a challenge.

UNICEF carried out communication for development (C4D) activities in Loreto and Ucayali. More than 1,000 people participated in two workshops to strengthen C4D capacities of community leaders and health personnel and awareness-raising activities mainly geared to adolescents and pregnant women.

UNICEF established a path for integrating early childhood services with an early child development focus, using advocacy strategies based on the global framework, capacity-building and support for inter-agency linkages at the national, regional and community levels. To help close educational gaps, UNICEF worked with the Ministry of Education (MINEDU) to design a monitoring system for the Intercultural Bilingual Education Policy and Plan (IBE). UNICEF produced an assessment of the progress, challenges and opportunities to date of the IBE Policy and Plan in three priority geographic areas. The Government approved a new Rural Education Policy, for which UNICEF contributed direct technical assistance and held dialogues with officials and civil society organizations in the priority regions, including meetings with adolescents to gather information on their opinions and expectations. With UNICEF support, progress was made in the development of an inclusive education policy, to be completed in 2019. UNICEF supported civil society initiatives to demand quality education, especially in intercultural bilingual education and rural education. Those initiatives included the Equity and Cultural Diversity Collective and the Ucayali IBE Technical Board. UNICEF provided continuous support to design, implement and monitor national policies focused on reducing inequality gaps due to factors such as area of residence, ethnicity or gender. This had a direct impact on the lives of children and adolescents. A priority was placed on ensuring the participation of those involved, mainly adolescents.

A gap in adequate solutions for access to water and sanitation services among vulnerable populations still existed, particularly for the scattered rural and mainly indigenous communities of the Amazon. UNICEF worked to improve the regulatory framework that serves those communities, using the experience of the comprehensive water and sanitation model developed in Loreto and Ucayali. The UNICEF-supported model brings together a risk-sensitive, adequate and sustainable technological solution accompanied by a Communication for Development strategy. The model was implemented in the homes and schools of 14 communities, demonstrating great efficiency, acceptability and sustainability. Nationally, this intervention provided input to promote comprehensive sanitation models for rural communities with a disaster risk management (DRM) approach. The implementation plan for these models was jointly defined by UNICEF and the national sanitation authority (SUNASS), which supervises water and sanitation service management organizations, and the various departments of the Ministry of Housing, Construction and Sanitation (MVCS), which is the sector's regulator. Through UNICEF-supported coordination with both institutions, the disaster risk management approach was incorporated and there was better coordination between the central and sub-national governments.

UNICEF also encouraged the inclusion of the child rights approach in environmental policies, plans and programmes, such as the climate change regulations, and in disaster risk management.

UNICEF's programmes contributed to poverty reduction and strengthening of social protection systems through improved public management for children and adolescents. UNICEF strengthened the capacities of more than 1,300 public servants across Peru in strategic planning, budgeting for health and education programmes, strategies for achieving social and behavioural change through communication for development and intersectoral promotion of comprehensive adolescent development. Programmes were selected based on their potential impact on ensuring that children develop and learn in healthy and safe environments.

UNICEF conducted workshops and provided technical assistance to prioritize children and adolescents in planning processes of sub-national governments, with emphasis on excluded

groups such as girls who live in rural, predominantly indigenous communities and do not speak Spanish as their mother tongue. UNICEF assisted in the design of two local development plans and four institutional strategic plans in Ucayali and Loreto, ensuring the inclusion of objectives, actions, indicators and targets aligned with the SDGs (according to the UN Development Assistance Framework's workplan) and related to health, education, nutrition and protecting children and adolescents from violence. A special emphasis was placed on protecting children and adolescents from violence and on ensuring that the targeted regional governments prioritize the issue. These UNICEF-supported action plans addressed the main challenges faced by adolescents and focused on areas that were not covered by existing tools.

UNICEF carried out various advocacy activities to prioritize children and adolescents in regional and local elections, reaching 1,293 regional candidates of 126 political organizations who participated in workshops for the design of the new government plans in the country's 26 regions. The workshops were organized by the National Jury of Elections (JNE) in partnership with the Roundtable on Poverty Reduction (MCLCP), the National Centre for Strategic Planning (CEPLAN) and UNICEF. Regional analysis of the situation of children and adolescents, aligned with the SDGs and rights, gender and intercultural approaches was disseminated. UNICEF advocacy also reach candidates for the 26 regional governments, 59 provincial municipalities and 65 district municipalities, who signed the 2019-2022 governance agreements, promoted by the MCLCP in partnership with UNICEF, NGOs and other international cooperation agencies. The governance agreements include objectives and goals for 2022 in health, nutrition, education and protection of children and adolescents. With UNICEF support, the agreements were widely disseminated. In the prioritized geographic areas, UNICEF will promote the monitoring of progress in the relevant political spaces in which government and civil society representatives participate.

UNICEF convened meetings with elected governors and mayors and their teams to promote the prioritization of children and adolescents and to introduce issues to the public agenda such as the need to close gaps and focus on responding to the needs of children and adolescents in rural indigenous areas. In partnership with civil society, UNICEF will support monitoring of the implementation of the governance agreements, and will promote their inclusion in the plans and budgets of targeted sub-national governments.

UNICEF will develop a collaborative agenda to strengthen sub-national public management capacities based on the findings of the assessment of decentralized management capacities carried out and validated at regional and local levels in 2018. To respond to one of the assessment's main findings, UNICEF will support the development of proposals for the creation of comprehensive information systems and monitoring of progress in the situation of children and adolescents. This will make it possible to identify and reduce existing inequality gaps based on gender, geographic area or language and contribute to social monitoring of compliance with governance agreements.

UNICEF also documented a set of UNICEF-supported local demonstrative experiences from 1989 to 2016 that improved the situation of children and adolescents in the areas of health, nutrition, early childhood development, education (with an emphasis on rural and intercultural education), protection against violence, abuse and exploitation and advocacy related to public management at the sub-national level. This evidence will be used to work on public management models with new authorities.

UNICEF implemented a technical assistance strategy in budget programming in 10 key health

and education interventions in Huancavelica, Loreto and Ucayali, with a focus on closing gaps in child and adolescent care and creating conditions for children and adolescents to be healthy, live in a healthy environment, develop and learn in schools. The strategy included conducting an assessment of budget programming during the past three years in order to identify areas for improvement; disseminating the regulatory framework and the tools developed by the ministries to carry out the programming of regional budgets; and review and feedback of the programming proposals for 2019.

Thanks to this strategy, the budget allocation for health and education for 2019 was increased by US\$230,000 in the three regions and recommendations were issued to improve vertical and horizontal coordination. The recommendations were shared by the national government and regional governments with the ministries, directorates and managers involved in the budget programming process. This helped to avoid obstacles in programming, correct inconsistencies, better define physical and financial goals and improve the tools available to support the programming process in the regions. These improvements will make it possible to enhance the quality of the programming process and, most importantly, reduce gaps in the coverage of goods and services for children and adolescents.

UNICEF supported documentation of monetary and non-monetary incentive mechanisms to accelerate the achievement of social policy results for children and adolescents by sub-national governments. This included the design of proposals to apply this type of mechanism to comprehensive adolescent development. UNICEF worked with the Ministry of Development and Social Inclusion (MIDIS) to document the experience. The documentation will be widely disseminated in 2019. As an initial result of this exercise, MIDIS requested technical assistance from UNICEF to incorporate preventing violence and teenage pregnancy into the Ministry's incentive mechanisms in 2019. UNICEF also will collaborate with MIDIS in the development of information platforms that allow sub-national governments to better monitor progress in achieving their commitments to obtain incentives designated for children and adolescents. This will provide access to resources and technical support from the Ministry associated with these incentives.

In 2019 UNICEF will focus its efforts relating to the protection of children and adolescents from violence and exploitation on promoting the analysis of public investment in the protection sector through the Multisectoral Commission for the Monitoring of the National Plan of Action for Children and Adolescents (PNAIA). This process will identify public investment gaps in the main budgetary programmes for financing effective strategies for prevention and protection against violence, as well as a lack of family protection. Through the design of a national survey led by the Ministry of Education, UNICEF will focus on generating evidence on the prevalence of physical and sexual violence in schools and associated factors. The survey will be completed in the first half of 2019, and technical guides and curricular content for principals and teachers will be designed, detailing the identification, registration and monitoring of cases of violence. A database to prevent the recruitment of teachers convicted of sexual offences also will be designed.

With these actions, UNICEF hopes to influence the allocation of public resources for child protection, focusing on effective and contextualized interventions that can be scaled up.

### **Cross sectoral strategies**

#### **Gender equality**

In 2018, UNICEF Peru drafted a Gender Strategy Note, which supports the implementation of the country programme gender action plan and gives priority to capacitybuilding for gender mainstreaming with public servants, education, health and protection service providers, and the UNICEF team. The Strategy Notealso highlights strengthening public mechanisms and public administration tools that promote gender equality and gives priority to alliances with civil society, academia and women's and children's organizations for promoting the gender equality agenda and greater adolescent participation and empowerment.

To support capacity building for gender mainstreaming, UNICEF organized workshops with national and sub-national counterparts in three targeted regions. The workshops introduced a conceptual approach for starting the process for mainstreaming gender and provided an initial assessment of the training needed to do so. Simultaneously, UNICEF provided advice to the Ministry of Education via the teachers training department on how to include the gender approach in the three national training programmes for secondary teachers.

UNICEF provided technical assistance to the Ministry of Women and Vulnerable Populations to develop the national gender equality policy and a tool for regional governments to measure gender gaps in health, education and protection.

UNICEF also worked with the Government to strengthen mechanisms for guaranteeing access to justice for child victims and witnesses of crime, with a focus on sexual violence that mostly affects girls. UNICEF supported efforts to model strategies for preventing and responding to physical and sexual violence in schools. UNICEF also helped define and strengthen mechanisms for victims to report violence and receive redress and promoted advocacy and capacity building strategies for the de-institutionalization of children living in institutions (70 per cent of whom are adolescent boys).

UNICEF promoted rights, gender and intercultural approaches in work to: update development plans and institutional strategic plans in Loreto and Ucayali; formulate government plans with regional and local election candidates; and, strengthen capacity-building with adolescent-focused service providers (through the 'Comprehensive Adolescent Development' course).

Information disaggregated by sex and age at the sub-national government level remained limited, which made it difficult to establish specific goals and indicators to reduce gender gaps in education, health and protection in the plans themselves as well as in proposals for improvement. The improvement of information systems will be a priority in 2019.

UNICEF designed a training programme for adolescents on prevention of violence in schools, focusing on new masculinities and women's empowerment. that will be implemented in 2019 in four targeted regions.

UNICEF will conduct two studies to expand knowledge about the barriers that affect adolescent performance at school, one on the management of menstrual hygiene and one on the implementation of the law for keeping pregnant adolescents in school. The study on social norms related to violence and teen pregnancy will generate evidence differentiated by sex and ethnicity that will be used to inform behavioural and social change interventionsin the prioritized areas.

UNICEF contributed to strengthening civil society through a series of dialogues on education and gender. The dialogues addressed pedagogical, management and political issues in greater

depth and were part of a strategy to respond to challenges in schools posed by the controversy around the gender approach in the curriculum and the public agenda on gender-based violence.

UNICEF prioritized strengthening and building partnerships with civil society organizations in order to organize demand and to ensure the social monitoring of public commitments and specific policies for gender equality. UNICEF worked with indigenous organizations to monitor the implementation of intercultural bilingual education and to highlight gender inequalities and violence. UNICEF also supported the Florecer network, which promoted a national meeting of adolescent girls to raise the issue of violence in schools in various rural, indigenous and peri-urban contexts. The meeting resulted in identification of priorities that were submitted by adolescents to the Ministry of Education, Ministry of Culture and the Ombudsperson's Office.

### **Humanitarian action**

In 2018, UNICEF and partners supported the Government's response to the migration of approximately 700,000 Venezuelan migrants to Peru, including an estimated 100,000 children and adolescents. UNICEF received US\$2 million from the Central Emergency Response Fund, the United States Government and Global Thematic Humanitarian Fund to respond to the migration crisis. UNICEF's response focused on the northern border with Ecuador in Tumbes and on northern Lima, where most migrants settled.

UNICEF and implementing partners strengthened and complemented the Government's efforts to respond to immediate migrant needs at the border control site in Tumbes, with a focus on child protection. UNICEF provided direct technical assistance to the Special Protection Unit of the Ministry of Women and Vulnerable Populations, which helped ensure 674 unaccompanied and separated children and adolescents were provided specialized services according to international standards and the best interests of the child. UNICEF also provided psychosocial support to 11,502 children in child-friendly spaces and supported vaccination efforts through deployment of vaccination nurses. UNICEF provided nutrition screening to 3,854 children under 5 and nutrition counselling to their families, and delivered 4,684 hygiene kits that benefitted 10,184 people. UNICEF also worked to improve the functionality of water, sanitation and hygiene (WASH) facilities at the border.

UNICEF worked to strengthen the capacities of host communities to cope with the influx and respond to migrant needs. In 2018, UNICEF worked with the Ministry of Education and regional education authorities in Lima to review and update regulations related to access to education – including Ministerial Resolution N° 712-2018-MINEDU, published on 21 December 2018 – and to prepare for an increase in the number of migrant students in the new school year. In 2019, UNICEF will continue to work with education and health services and to strengthen government capacity to generate information on the migrant population.

UNICEF began implementing an integrated communication and communication for development (C4D) strategy in Tumbes to promote protective behaviours that help reduce the vulnerability of Venezuelan migrant children, adolescents and their families, and prevent discrimination against them. In 2019, UNICEF will expand the strategy to Lima.

UNICEF participated in the Refugees and Migrants Working Group and led the Child Protection sub-group of the platform's Protection group. UNICEF also promoted the activation of sectoral WASH Education and Protection working groups as a part of the National Humanitarian Network to address issues related to disaster risk management. UNICEF participated in the

Humanitarian Cash Transfer Working Group, led by UNHCR, jointly with representatives of other UN agencies, NGOs and the Ministry of Social Development and Inclusion.

### Part 3: Lessons learned and constraints

#### **How to address internal and external intersectoral coordination to accelerate results for children**

The theory of change underlying the 2017-2021 Cooperation Programme clearly aims to strengthen a comprehensive approach to the main challenges faced by children and adolescents in Peru. It seeks to ensure that policies and programmes for them are concurrent, (in other words, that they address the same subject), complementary (in other words, they work to enhance different dimensions of human development), and recurrent, ensuring high exposure to interventions. To do so, horizontal (inter-agency) and vertical coordination (between national and sub-national levels) must be strengthened. Internally there needs to be intense collaborative work among different programme areas.

UNICEF encouraged this coordination on capacity building efforts to improve the public administration for children, the prevention of violence in early childhood, comprehensive adolescent development and education policy for adolescents. Several lessons have emerged that will help UNICEF to work more systematically and effectively to obtain other outcomes that also require a comprehensive approach.

#### **Practices and main lessons learned**

##### **Practice No. 1: Capacity-building efforts with the public administration for children mainly in budget, planning and programming) in priority geographic areas**

This strategy combined three elements. The first was to: update regional and local planning instruments (development plans and institutional strategic plans of two regional governments and three local governments) to give priority to children and adolescents and to incorporate inter-agency and inter-government coordination as a strategy to achieve their outcomes. The second was to encourage more widespread use of the monetary and non-monetary incentive mechanisms Peru uses to help regional and local governments to achieve social policy outcomes for children and adolescents. To date, those mechanisms have focused more on reducing malnutrition and anaemia and on early child development, and have been effective in aligning the efforts of sectors and levels of government toward those objectives. An opportunity exists to include, comprehensively and in coordination, the goals and indicators associated with the prevention of violence and adolescent pregnancy. The third element was to encourage the definition of two multi-sector budget programmes, which create budget chains of products assigned to different sectors and which, taken together, are destined to achieve a single higher-order result. During 2018, preparations were made to design multi-sector budget programmes to achieve early childhood development and to combat violence against women and girls.

**Main lessons:** The identification of the Government's management tools, especially those created with a comprehensive approach, was key to this work. Those tools included: concerted development plans, strategic institutional plans, monetary and non-monetary incentive mechanisms and multi-agency budget programmes. The Peruvian Government strategically

generated knowledge and evidence of its experiences including systematization of existing incentive mechanisms and their outcomes. This systematization can also be used for advocacy purposes, so that good experiences can be applied to topics on the adolescent agenda. It is important to generate technical evidence on the need to comprehensively promote early childhood development and prevention and care regarding violence against girl children and adolescents. It is also important to ensure that this evidence is taken into account by the Ministry of Economy and Finance and that the Ministry defines budgetary mechanisms that stimulate coordinated work between various sectors toward one single objective.

### **Practice No. 2. Prevention of violence in early childhood**

UNICEF led a process with management and technical teams from the Ministries of Health, Development and Social Inclusion and Women and Vulnerable Populations to incorporate the prevention of violence into national processes to improve comprehensive services for early childhood. This joint planning included health, early childhood development and child protection teams and allowed UNICEF to build a joint vision, design a shared agenda and promote an inter-agency strategy of capacity building, based on the international framework of 'Nurturing Care for Early Child Development.' It also brought together officials and providers of protection, health and education services in joint training activities, both at the national and sub-national levels in the priority geographic areas. The collaboration provided participants with knowledge and tools for working with children's parents and caregivers in preventing violence and with knowledge and tools on early childhood development.

UNICEF developed an intensive advocacy strategy with the protection, health, education and development and social inclusion sectors so that they place more emphasis on UNICEF's priorities of prevention and response to violence against children and adolescents. The health and education sectors increasingly included those priorities. This represented a positive step forward, given that they have resources, political clout and service coverage that reinforce the actions of the protection sector. The foundations have been laid to continue building a multi-agency agenda on prevention of violence. Progress must be made in developing an increasingly clear distribution of responsibilities, leveraging of resources and sustainability of political will. Greater resources and staff allocations and greater specialization in the protection sector are still major challenges in Peru and are priorities for UNICEF.

**Main lessons:** The internal construction of a shared vision, based on an international framework such as nurturing care, has allowed for greater coherence and more efficient coordination of efforts and resources. Bringing together the officials responsible for programmes and services for early childhood and training them in the application of approaches and methodologies that enable them to alter their daily practices has created inter-agency collaboration, formerly non-existent. Such technical work has to be reinforced with advocacy and lobbying, so that decision makers prioritize the elimination of violence against children.

### **Practice No. 3: Strengthening capacities to promote integral adolescent development**

The 'Comprehensive Development of Adolescents' diploma in Ucayali for the health, education, protection, planning and budget officials of the regional and local governments of Ucayali and civil society representatives involved coordination schemes in three complementary and gradual ways: the first internal to UNICEF, the second among the participants, and the third with counterparts.

Internal articulation was a given from the preparation of the conceptual framework for drafting

the diploma in late 2017 and early 2018. The appropriate contents and sequence for the diploma were established based on the experience of the programme staff and the definitions of the Strategy Note on opportunities for adolescents. Participants from different sectors were asked to critically review their practices and break through sector barriers to submit proposals for coordinated comprehensive care for adolescents. Coordination between regional and local levels, between officials and service operators and between all of them and the academic institutions allied with UNICEF for the diploma course (Cayetano Heredia University and Ucayali University) was essential. In 2019, UNICEF will provide technical support for the implementation of proposals designed by the participants regarding protection, education, participation and violence prevention, with the criterion of all programmes maintaining a comprehensive and inter-sectoral nature.

**Main lessons:** Establishing a shared vision through drafting the conceptual framework for the development of the diploma, based on a referential framework composed of the strategy paper and the team's experience, made it possible to gear the results more efficiently to achieving outcomes. Including actors from different sectors in the same training process was a very effective strategy for breaking down their daily practices and developing new ways of doing things. The systematic inclusion of regional, local and national players from the public sector and from academia also proved to be an effective way of bringing together the management of various territorial levels and to encourage better quality interventions, thanks to the complementary action between sectors (academia, public sector and international cooperation).

#### **Practice No. 4: Construction of the education policy for adolescents**

In 2018, UNICEF promoted the definition of an education policy for the comprehensive development of adolescents. Multiple sectors participated in organizing talks and created a technical committee on secondary education that is working toward establishing adolescent policy as a priority in the agendas of multiple players in the education sector (including the Ministry of Education, CNE, Foro Educativo and UNESCO).

#### **Synthesis of lessons learned from internal and external liaison to accelerate results for children**

UNICEF needs to identify and reinforce public administration mechanisms and tools with a comprehensive approach and expand their use to other issues related to guaranteeing child rights.

It is important to continue producing technical evidence to support the recommendations made by UNICEF. Such evidence encourages officials and service operators from different sectors and levels of government to participate in building a common vision on the outcomes they wish to achieve.

The creation of a critical mass of actors from various sectors and levels of government in joint training procedures has been useful. This collaboration is geared to reaching a better understanding of human rights, gender and intercultural perspectives and to developing competences for the comprehensive care of children and adolescents.

Programmes should involve more than one sector, include coordination among the teams working in the priority geographic areas, and consolidate a common perspective of the definitions, strategies and specific programme commitments and the way in which they are

implemented. This process will involve conducting a more in-depth, two-phase annual planning process: the planning of each programme area and the review, integration, negotiation and consolidation of plans for each outcome, prior to final approval. Such planning integrates the national team and teams of consultants in the priority areas and ensures consistency and horizontal and vertical coordination.

## **Challenges**

The sector-type design of the Government and the sector approach in budget programme design pose challenges to the collaborative approach described above. There will also be challenges posed by the turnover of all regional and local authorities in January 2019. There are also internal challenges to advancing inter-sector liaison. UNICEF hopes to move forward in 2019 to ensure that secondary education and health services are consolidated as coordinated platforms for comprehensive services (complementary, concurring on the same subjects and sustainable).