Executive Summary

In the second half of 2013, the Government of Uruguay and UNICEF carried out the Mid-Term Review (MTR) of the 2011-2015 Cooperation Programme, developed in the framework of UN Delivering as One (DaO) pilot initiative. The MTR involved two main activities: an external qualitative evaluation and a consultation meeting with a number of governmental, academic and civil society counterparts, as well as private sector representatives and United Nations Country Team (UNCT) members.

The study showed that UNICEF is an organization whose activity is known and highly valued by the public directly or indirectly related to its activities (counterparts and closely related persons and organizations). A markedly positive institutional image was expressed almost unanimously by the persons interviewed.

The evaluations emphasized UNICEF’s openness, the adequacy of its technical resources, its willingness to convene and dialogue with very diverse actors, its flexibility in relating to different types of institutions and its dynamics in addressing diverse demands. They note that based on a recognized and valuable doctrinaire framework – the Convention on the Rights of the Child – UNICEF demonstrated its capacity to place items regarding the situation and rights of the children on the agenda in Uruguay, and did so as an actor representing an independent voice on the theme. Furthermore, UNICEF did so with a style considered non-intrusive and open to different points of view.

The situation of children and adolescents in Uruguay has progressed in recent years as a result of favourable economic junctures and some adequate policy decisions – but these changes seem to make the “empty half of the glass” more evident. Education issues, the living conditions of children and adolescents in the poorest sectors, and the institutional practices of many of the organizations working with those themes or sectors were identified as the most disturbing aspects and the ones that, in the opinion of the interviewees, need more attention. Interviewees believe that UNICEF can contribute in these fields in different modalities – in some cases more generally and in others through more specific interventions and/or actions. The ways suggested do not differ substantially from UNICEF’s current menu of activities. And while interviewees felt that the main responsibility for all of these areas belongs to the country, they also predominantly indicated that UNICEF’s participation could usefully contribute to advancing solutions to problems.

The MTR was an opportunity to confirm the relevance and high-level of appreciation of UNICEF’s role as a critical partner, provider of technical assistance, convener and mobiliser of Government, Parliament, the private sector, civil society and the general public around key children’s issues.

Country Situation as Affecting Children & Women

In 2013 Uruguayan GDP increased 4.5per cent [1], completing a decade of growth. In 2013 Uruguay became a “high-income country” (based on World Bank classifications).

Between 2004 and 2013, there was a sustained and significant decrease of poverty (from 39.9 per cent to 12.4 per cent) [2] and income inequity captured by the Gini index (from 0.46 per cent to 0.38 per cent).[3] Despite the reduction of poverty (for both the total and child populations), Uruguay still shows the highest inequity between child and adult levels of poverty in Latin America and the Caribbean (ECLAC 2013). The percentage of poor children under 6 years of age is almost 8 times higher than the percentage of poor people age 65 years or older.[4] Poverty levels reach 24.5 per cent among children under 6, 23.3 per cent among children between the ages of 6 and 12, and 20.4 per cent among adolescents.[5]

Although poverty affects one-tenth of the population (12.4 per cent according INE and 6.1 per cent according ECLAC), the last Census shows that one-third of the population (34 per cent) still have at least one unsatisfied basic need. This gap indicates that improving income levels does not immediately result in a fuller satisfaction of the basic needs.
Lack of well-being still especially affects Afro-descendants and children with disabilities.[6] Although poverty was reduced by half in this population between 2006 and 2012, the percentage of Afro-descendant poor children is still double that of other children (39 per cent and 20 per cent, respectively, in 2012).[7]

The child mortality rate in 2012 was higher than in 2011 and 2010: respectively, 9.3 per cent, 8.9 per cent and 7.7 per cent.[8] The 2012 increase probably will not interrupt the trend of reduction of child mortality recorded over the last four decades. But it does indicate a greater number of deaths among young children. Poverty levels among younger children have decreased in absolute terms, but they still suffer the most, which shows the economic and social fragility of younger families. In 2012, 11 per cent of children under 2 years of age suffered from chronic malnutrition, and 31 per cent from anaemia.[9]

Despite the growth of education coverage and reduction in primary school repetition rates in recent years, education results are worrisome. Uruguay has one of the lowest secondary school graduation rates in Latin America and the Caribbean, with only one out of three adolescents (36.8 per cent in 2012, according to MEC)[10] completing upper secondary education. Education results are also highly unequal: while 70.3 per cent of students from the top income quintile complete upper secondary school, only 7.6 per cent of students (9 times fewer) from the lowest income quintile do so.

In addition to suffering poverty more acutely than the rest of the population and having unsatisfactory education trajectories, Uruguayan adolescents are considered to be responsible for insecurity and violence in the country. With no rigorous empirical data to support this claim, and although no more than 7 per cent of the criminal cases filed annually involve adolescents, some political sectors have succeeded in calling for a plebiscite in 2014 to lower the age of criminal responsibility so offenders ages 16 to 18 could be prosecuted as adults. If the electorate approves this plebiscite, it would mean a backlash against international human rights standards, and, particularly, Uruguay would be breaching the international Convention on the Rights of the Child, ratified in 1990. There is also an excessive use of deprivation of liberty, both as a pre-trial measure and a punishment for adolescents who break the law.[11]

Another significant challenge is posed by the situation of children without parental care. A large number of children are placed under institutional care in the Uruguayan Institute for Children and Adolescents (INAU): approximately 4,000 children live in institutions and are not offered other family care alternatives. This figure places Uruguay fourth in the region with regard to the number of institutionalized children per 100,000.

Violence jeopardizes the rights of thousands of Uruguayan children. Along with the significant prevalence of direct violence against children, family violence is another source of great concern. Domestic violence cases represent 60 per cent of crimes reported against individuals, and between 2007 and 2010 they exceeded the number of reported robberies. Public policies against gender-based violence do not take into account the situation of children witnessing domestic violence.

During 2013, the political debate regarding childhood focused on three main issues: implementation of Integrated Early Childhood Development (IECD) policies devoted to the most disadvantaged children and their families, improvement of education results, and adolescents in conflict with the law.

With regard to IECD policies, “Uruguay Crece Contigo” (UCC) was one of the main priorities for the national Government in 2013. The implementation of UCC by the Office of Planning and Budget of the Presidency, in coordination with Ministry of Social Development and Ministry of Public Health, demonstrates the high level of political commitment that IECD policies are receiving in Uruguay. UCC places a special focus in the most disadvantaged children and families.

Debate about lack of quality in the education system, especially at the public secondary school level, was at the top of the political agenda in 2013. Dissemination of official data on repetition rates in secondary schools and lower 2012 Programme for International Student Assessment (PISA) scores in learning achievements of secondary students highlight the critical situation of Uruguayan education in terms of quality and equity.

The debate on citizen security and adolescents’ involvement in criminal offenses was one of the main issues in the political agenda in 2013.
In Uruguay today there are 620 adolescents deprived of liberty, out of a population of 3,286,314. As a comparison, in 2012 in Italy there were only 508 adolescents in this condition, out of a total population of 59,433,744 (data taken from SIPI-INAU 2013, and Associazione Antigone, Non È Una Giustizia Minore: Secondo Rapporto Sugli Istituti per Minori, Roma 2012, respectively).

**Country Programme Analytical Overview**

**Country Programme:**

The MTR pointed out the following Country Programme results:

a. Successful early childhood programmes scaled up, reaching the most vulnerable children and their families (10,000 families under “Uruguay Crece Contigo” (UCC) by the end of 2013); significant funds from the Government budget were allocated for UCC (USD $ 15,000,000 for the period of 2013 to 2015).

b. Education policies developed with the Pre-Primary and Primary Education Council (CEIP), in particular, the Community Teachers Programme, resulted in decreased repetition rates (down from 48.8 per cent to 16.4 per cent) in 35 per cent of primary schools located in the poorest areas.

c. The National System against Child Violence was strengthened, and acting protocols for schools and health services aimed at early detection of violence and abuse were developed.

d. The family-based care program for children under the age of 7 was launched in line with the INAU goal to reduce the number of children living in institutions by 75 per cent.

e. The communication campaign “No excuses” raised public awareness against sexual exploitation of children and the “Zero Absence” campaign contributed to lowering poor attendance rates in the first year of primary school from 41 per cent to 29 per cent.

f. A highly successful private fund raising operation: There are currently more than 41,000 individuals in the country who donate funds to UNICEF. This represents almost 2 per cent of the adult population.

Taking into consideration the results achieved and the lessons learned, the Government of Uruguay and UNICEF identify the following priority work areas for the remainder of the Country Programme:

i. Continue building a comprehensive early childhood protection programme and providing support to a broad social and political agreement for a deep transformation in secondary education;

ii. Prevent a setback in the field of juvenile justice regarding the compliance of institutions and the legal framework with the CRC and provide support to the reduction of the number of children living in institutions;
iii. Promote nonviolent rearing practices and strengthen policies devoted to prevention, early detection and care of violence against women and children;

iv. Consolidate UNICEF’s role as a knowledge generator on the situation of children and child rights monitoring; and

v. Strengthen UNICEF’s role in communication for change and consolidate the relationship between UNICEF and its individual donors as well as the private sector, to build a broad partnership for children’s rights.

Effective Advocacy

Mostly met benchmarks

Uruguay seriously risks a backlash in the field of human rights. If a constitutional amendment is approved in the October 2014 plebiscite, the age of penal impunity will be lowered to 16. The upcoming plebiscite, along with the weakness of the adolescent criminal justice system (particularly Public Defence), a scarce use of alternative measures to the deprivation of liberty, the unacceptable detention conditions for adolescents, and the absence of a monitoring mechanism for adolescents serving criminal sentences, have led UNICEF to redefine its initial advocacy strategy.

The fact that Uruguayan society blames adolescents for security problems poses an important obstacle to progress. Therefore, in addition to producing information on the topic and developing Public Defence capacities, UNICEF promoted a series of “International Conferences on Juvenile Justice: A Contribution to the National Debate” to provide evidence-based information aligned with international standards of human rights. Additionally, technical documents were prepared, enabling UNICEF to issue press releases and participate in all stages of the Parliament’s debate.

Capacity Development

Mostly met benchmarks

Communication for Development

Mostly met benchmarks

To raise awareness, UNICEF developed a communication strategy to provide quality information to citizens and to increase the focus of child rights in the public and the media. One of the main obstacles in some government agencies is the lack of specialized personnel trained to develop communication strategies. UNICEF has provided those institutions with technical assistance for communications.

To raise awareness on sexual exploitation of children and adolescents, UNICEF and INAU launched the campaign “No Excuses”. The bi-national campaign “Breastfeeding Is Giving Your Own Best” was jointly launched with the Ministry of Public Health (MSP) National Breastfeeding Programme, and Natalia Oreiro, UNICEF’s Goodwill Ambassador for Argentina and Uruguay. The campaign sought to raise awareness of the benefits of breastfeeding during the first two years of life and to advocate non-discrimination against mothers who engage in prolonged breastfeeding.
Service Delivery

Fully met benchmarks

Strategic Partnerships

Mostly met benchmarks

In recent years, significant progress has been made to help companies contribute to child welfare. To this end, UNICEF formed strategic alliances with corporate leaders to set childhood at the core of the Corporate Social Responsibility (CSR) agenda, through the Corporate Advisory Council (CCE) and partnerships with leading companies.

The strategy is based on four pillars: (a) awareness-raising in the private sector about its potential; (b) high-impact pilot experiences, i.e., involving a large number of people, including their own workers and clients; (c) the use of private sector expertise and know-how; (d) information about and analysis of CSR child-related actions in the country.

In 2013, UNICEF and CEE organized a third annual fund raising gala, "Una Mesa, Miles de Sonrisas" ("One Table, Thousands of Smiles"), to raise awareness. Strategic partnerships were also developed to reach different corporate audiences. The campaign “Zero Absence for Companies” was launched with DERES in order to disseminate a message to employees on the importance of children’s school attendance. The campaign involved 44 companies and 20,500 employees, which represents 2.5 per cent of the countries employed personnel. The 2012 partnership with SC Johnson enabled reaching 17 per cent of the country households with a regular school attendance promoting message. Through an innovative partnership with the Pre-Primary and Primary Education Council (CEIP) and ANTEL (the state-owned telecommunications company), 600 community teachers received cell phones to monitor children’s school attendance in real time, and through an agreement with REDPAGOS, child care guides have been distributed to more than 15,000 families across the country.

Knowledge Management

Mostly met benchmarks

The cooperation programme seeks to build a permanent mechanism to monitor the country’s compliance with the rights of children. In this area, UNICEF’s main strategies are capacity development, knowledge generation, and advocacy. In 2013, implementation of the Multiple Indicator Conglomerates Survey (MICS) contributed to engaging the Ministries of Social Development, Public Health, Education, and INAU, in generating information about early child development and violence against children. Field work was completed in 2013, and the final report will be presented in the second half of 2014.

Efforts were made to strengthen civil society’s capacity to produce quality information on the judicial treatment of family issues, violence, and children without parental care. In 2013, A specific study was presented on this issue in 2013 and a new study on juvenile justice and domestic violence is expected to be presented in 2014.
In 2013 UNICEF also produced a report providing an overview of the situation of children and adolescents with disabilities in the country. This document identifies the need to focus on knowledge generation, particularly regarding inclusive education, early childhood and violence.

**Human Rights Based Approach to Cooperation**

*Fully met benchmarks*

UNICEF and UNDP co-led a UN thematic group focused on human rights, which monitored joint initiatives to achieve one of four UNDAF National Priorities: “Strengthen democratic governance at the national and local levels through public involvement, strengthening of State institutions and the comprehensive national human rights protection system, in accordance with the declarations and conventions to which Uruguay is a party”.

**Gender Equality**

*Partially met benchmarks*

UNICEF participated in UN thematic group on Gender, as well as in the monitoring committee of the project against Domestic Violence approved by the Trust Fund.

In 2013, UNICEF also launched the campaign “No Excuses” to raise awareness on sexual exploitation of children and adolescents. “NO EXCUSES” aimed at raising awareness of the sexual commercial exploitation of children and adolescents, especially girls, and identifying it on the public agenda as a problem; making the exploiters aware of their role and responsibility when having sexual intercourse with children and adolescents; communicating the criminal dimension of the practice; and placing responsibility on the adults, rather than the children and adolescents.

**Environmental Sustainability**

*Initiating action to meet benchmark*
### Narrative Analysis by Programme Component Results and Intermediate Results

**Uruguay - 4620**

#### PC 1 - Public policies for social inclusion and equity

<table>
<thead>
<tr>
<th>Indicator</th>
<th>Status</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>On-track</strong></td>
<td></td>
<td><strong>PCR 4620/A0/04/001</strong> The quality of public policies in IECD and education has been improved as well as disparities in access and learning achievement are reduced.</td>
</tr>
<tr>
<td><strong>Progress</strong></td>
<td></td>
<td>Despite significant progress made in the last year related to this PCR, the following pending challenges were identified during the MTR:</td>
</tr>
<tr>
<td>- Younger children still suffer poverty the most, which shows the economic and social fragility of younger families. In 2012, 11 per cent of children under the age of two suffered from chronic malnutrition, and 31 per cent suffered from anaemia.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>- Repetition and disparities in education outcomes persist in primary education and especially in secondary education (the graduation rate from secondary education is 7.6 per cent for adolescents from the lowest quintile; 70.3 per cent for adolescents from the highest quintile), with high and persisting dropout rates among the poorest.</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

| **Met**                                                                   |             | **IR 4620/A0/04/001/001** Social protection system for children under five years old and their families developed.                                                                 |
| **Progress**                                                              |             | Bottlenecks for this IR identified through MORES were:                                                                                                              |
| - ECD weakly perceived as a priority and current ECD programmes not having a stable and longstanding legal framework (bottleneck 1, determinants: social norms, policy and legislation) |             |                                                                                                          |
| - Difficult inter-sectorial coordination and institutionalization of new EC program (bottleneck 2, management and coordination) |             |                                                                                                          |
| - Hindered access of most vulnerable population to social services (bottleneck 3, determinants: access to adequate services and information and quality) |             |                                                                                                          |
| | | in order to overcome identified bottlenecks and to achieve IR 1, UNICEF carried out the following activities in 2013. |
| | | UNICEF focused on providing support to key partners *Uruguay Crece Contigo* (UCC/OPP) and *Canelones Crece Contigo* (CCC/IC). UNICEF`s collaboration was aimed at facilitating program implementation as well as sustainability vis-à-vis the development of a universal Social Protection System for young children. |
| | | Achievements included UCC's successful expansion, reaching all 19 provinces of Uruguay in 2013, and reaching 10,000 families by the end of the year. |
| | | UNICEF and UCC developed a Counselling Network with academic organizations, carried out communication campaigns to promote the importance of early childhood development (ECD) (a breastfeeding promotion campaign with UNICEF Ambassador Natalia Oreiro, "*La infancia es capital*" a project carried out by City Authorities in Montevideo) and supported the implementation of an educational package for families. UNICEF also provided technical assistance on issues such as information systems, child development assessment tools and legal frameworks. |
| | | UNICEF’s support to CCC also included piloting innovative approaches that can be replicated at national level. With UNICEF support, the first stage of an initiative called "1000 days of equity for all children of Canelones" set up an information system to establish a baseline regarding the health, nutrition and development status of children in Canelones. |
| | | UNICEF also promoted inter-sectoral coordination and institutionalization of ECD programs, providing support to Plan Children and Family Care Centers (CAIF)/State Health Services Administration (ASSE)/INAU/MIDES (Ministry of Social Development)/Ministry of Health (MOH) partnership in favour of ECD policies. |
| | | Working closely with NGOs, UNICEF continued to raise Child and HIV issues on the public agenda (prevention of mother to child transmission (PMTCT) and adolescents’ health). |
| | | After 2013 MTR new IR were defined:  
| | | IR 3 Social Protection System for young children  
| | | IR 4 Innovative experiences in ECD. |

| **Met**                                                                   |             | **IR 4620/A0/04/001/002** Graduation rates from secondary school increased and learning achievement in primary schools in the poorest areas improved. |
| **Progress**                                                              |             | The main bottlenecks identified through the MORES exercise for this IR are:                                                                                                      |
| - policy and legislation: Absence of a global strategy to improve learning achievements in all educative levels, to prevent dropout in secondary school, and to reduce disparities; |             |                                                                                                          |
management and coordination: Lack of political consensus on educative priorities among government, opposition and teachers unions; and

social and cultural practices and beliefs: Poor awareness among families, especially in the poorest areas, regarding importance of regular attendance to pre-primary school to improve learning in first stages of primary school.

In 2013, Country Office (CO) continued to support policies oriented to improving learning achievements among the most disadvantaged groups and to reduce disparities in education. UNICEF provided technical assistance to education systems in order to implement the programme "APRENDER", which since 2011 has covered 30.2 per cent of primary schools pupils in the poorest areas. Under this cooperation framework, CO has supported training activities and dissemination of guidelines to 539 "Community Teachers *who are supporting 15,600 children enrolled in 327 schools (35 per cent of state primary schools) and their families, in order to improve learning achievements, prevent early dropout, and eradicate illiteracy among parents. This innovative programme is contributing significantly to reducing repetition rates. According to the latest evaluation report, repetition among pupils supported by the community teachers has been reduced from 48.8 per cent to 16.4 per cent.

CO continued to provide support to "Compromiso Educativo" (CE), the main education policy initiative aimed at reducing dropout rates in upper middle education. Implemented in 63 centres (21 per cent of total). CO supported this programme through training activities devoted to involving teachers. A recent evaluation of CE showed that this innovative intervention (composed of scholarship, personalized support provided by mentors, and a signed commitment between principals, pupils and their families) has positive impacts in terms of learning achievements. CE has contributed to reducing repetition rates from 39 per cent to 29 per cent among students of upper secondary schools, and from 41 per cent to 23 per cent among students in technical education.

In 2013 CO provided technical assistance and financial support to state education systems to implement training activities for 750 secondary school teachers to encourage them to employ innovative pedagogical approaches and tools to improve learning achievements. Those teachers work as mentors with approximately 10,000 pupils (almost 10 per cent of enrolment) who attend lower secondary schools in the poorest areas and have a high risk of repetition and dropout.

CO supported the formulation and implementation of education projects in 10 per cent of total secondary schools. These projects have been formulated by local communities with technical assistance from UNICEF (involving principals, teachers, students and their families), and have established goals for improvement and corresponding strategies to achieve them.

In 2013, UNICEF implemented a joint project with United Nations Educational, Scientific and Cultural Organization (UNESCO), United Nations Development Programme (UNDP) and the International Labour Organization (ILO) to provide technical assistance to education authorities to design a long term education improvement plan, identifying goals and targets to be achieved during the next ten years. This UN initiative is aligned with the United Nations Development Assistance Framework (UNDAF) education outcome: "At 2015 the Uruguayan Education System will have designed and implemented policies oriented to improving educational outcomes in initial education (4 and 5 year olds) and the first grades of primary school. Conclusions and recommendations from this research will be considered by UNICEF in 2014 to establish a renewed strategy that will help policy innovations to increase attendance and strengthen the relationship between schools and parents toward this goal.

UNICEF Annual Report 2013 – Uruguay

**PC 2 – Child protection and institutional reform**

- On-track

**PCR 4620/A0/04/002 Children and adolescents benefit from a legal framework and public institutions aligned to the CRC principles.**

**Progress:** The following pending challenges related to this PCR were identified during the MTR:

- Apart from suffering poverty more acutely than the rest of the population and having unsatisfactory education trajectories, adolescents are frequently considered responsible for insecurity and violence. Uruguay is under serious risk of a backlash in the field of human rights if a constitutional amendment is approved in the October 2014 plebiscite (at the age of 16, adolescents will be judged as adults).
- High number of children living in institutions, despite progress made through recent legal and institutional reforms.
- Violence against children: in Montevideo, 79.8 per cent of adults have practiced violence (physical or psychological) against at least one child under their care [11]. Family violence is another source of great concern: domestic violence cases reported during 2012 represent 60 per cent of crimes against persons in 2012.

Based on the MTR findings, it was proposed that this programme result be kept until the end of the cooperation programme, with a focus on: strengthening capacity for child rights monitoring; particularly in challenging areas such as juvenile justice, violence against...
Adolescents are required to reduce the number of children living in institutions through care centers and family reference centers, both in the private sphere and in institutions working with children and adolescents; and providing support for reducing the number of children living in institutions.

Progress:

IR 4620/A0/04/002/001 Sustained mechanisms for child rights monitoring established.

**Progress:** Multi Indicator Cluster Survey (MICS)’s production of information regarding monitoring of children’s rights was completed in December 2013. The results will be presented in the second half of 2014. Within the framework of the Judicial Observation of Children’s Rights, in the second half of the year a report on children without parental care was presented by the “Justicia y Derecho” Foundation with UNICEF support. UNICEF developed a project system to reduce the number of children living in institutions and presented it to INAU authorities. A project to support the creation of an independent monitoring mechanism in the structure of the Human Rights National Institute (HRNI) was implemented and a new team supported by UNICEF is working at the HRNI to analyse conditions of adolescents deprived of liberty.

This IR will continue until the end of the Country Programme (CP).

IR 4620/A0/04/002/002 National legislation on juvenile justice according to the standards set in the CRC

**Progress:** In order to enable citizens to make an informed decision when voting for the 2014 plebiscite about lowering the age of criminal responsibility to judge adolescents 16 to 18 year olds as adults, UNICEF executed a project entitled “A Contribution to the National Debate: Juvenile Criminal Legislation Compliant with Human Rights Standards.” Through the project, reliable information with technical arguments in agreement with international human rights standards was distributed, among Government representatives, Parliament, the political system, civil society and public opinion leaders. International conferences on Juvenile Justice were convened and a new document with UNICEF’s position on adolescents’ legislation was produced and published. A training course devoted to lawyers and judicial operators was implemented in accordance with the National Public University. The first courses on human rights of children was an opportunity to introduce the subject in the training college.

Throughout 2013, UNICEF had an important presence in mass media, positioning itself as a point of reference on juvenile justice and human rights.

IR 4620/A0/04/002/003 Prevention of violence against children and women incorporated in the key social public policies.

**Progress:** Workshops were implemented for primary school teachers on the detection and care skills required in cases of child violence and sexual abuse. More than 500 teachers were trained in accordance with national education authorities.

UNICEF produced support material for families, specifically a guide on non-violent child-rearing practices for parents of children up to age 5. The guide was distributed to more than 20,000 families through an agreement with the State Health Services Administration (ASSE) and Children and Family Care Centers (CAIF), and was also disseminated to an additional 13,000 families. Production of a new guide devoted to parents of children ages 6 to 12 also began in 2013.

The communications campaign on the prevention of sexual exploitation continued in 2013. Discussion groups for impact evaluation were organized, and a new strategy for 2014 was developed.

Through agreements with INAU and two NGOs (El Abrojo and La Barca), training courses were delivered to 700 technicians working with adolescents, and support material was published.

IR 4620/A0/04/002/004 A reform that gradually reduces the number of children in institutional care is implemented

**Progress:** During 2013, a project aimed at transforming the INAU institutional practices devoted to children without parents was implemented. A new specialized "entry service" to INAU for children under the age of 7 was inaugurated and a pilot project to transform two institutional care centers into "family reference centers” was initiated. Institutional opposition from INAU’s workers affected the full implementation of this project.

Although some progress has been made, more efforts are required to reduce the number of children living in institutions through communication, capacity building and civil society strengthening strategies.
PC 3 - Partnership and social mobilization for children

- On-track

PCR 4620/A0/04/003 Civil society, media and private sector engaged in mobilizing and leveraging resources for children.

**Progress:** The following pending challenges related to this PCR were identified during the MTR:

- Strengthen Uruguayan state and civil society to advocate for the rights of children and promote cultural changes through capacity building and technical assistance.
- Raise social awareness to upstream child rights in the public and the media agendas. Specially focus on breaking down the correlation made by the media between security and adolescent-related issues.
- Build partnerships involving the private sector and the expansion of a wide base of donors.

Taking into consideration those challenges, and the results achieved and lessons learned identified in the MTR, the following priorities were established: cooperate to strengthen UNICEF’s role in communication for change; develop strategies to protect children’s image and privacy, classify audiovisual content, and give visibility to issues that contribute to child welfare in the media; consolidate the relationship between UNICEF and its individual donors as well as the private sector, and build a broad partnership for children’s rights.

- On-track

**IR 4620/A0/04/003/001 Local Fundraising Increased**

**Progress:** Local fundraising is crucial to ensure the continuity of UNICEF Uruguay Programme. The relevant bottlenecks identified for fundraising are related to banking penetration in Uruguay and constraints of the television audience. Banking penetration in Uruguay is still low for both credit and access to financial services: 42 per cent of the population is a banking client (59.6 per cent in the capital city and 21 per cent in the rest of the country). UNICEF is exploring additional payment methods such as pledge payment via mobile or via the electrical utility bill.

In 2013, large fundraising platforms based on SMS campaigns and phone calls were developed. This strategy complemented the TV telethon, and allowed UNICEF to raise US$ 83,575 in donations.

- On-track

**IR 4620/A0/04/003/002 Corporate engagement & RSE**

**Progress:** Private corporations are not aware of business’ impact on children’s rights, and do not put a priority on children’s issues in their agendas.

UNICEF and Deloitte conducted research on what corporations are doing for children. This research is the first approach to the relationship between private sector and child rights agenda in Uruguay. Results were distributed to 800 people from the private sector and national authorities at the Annual UNICEF Dinner Gala.

To raise awareness on the child rights agenda and Corporate Social Responsibility (CSR), at the Dinner Gala UNICEF and the Consultative Council of Entrepreneurs presented different mechanisms on how companies can generate favourable conditions to: facilitate employees' parenthood (through lactation rooms, providing information on pregnancy and child rearing, etc.); promote the respect of children's rights throughout the value chain (disseminating information, designing actions to eradicate child labour, involving partners in the company's social investment programmes, etc.); and use their communication channels with customers in a responsible and positive manner (conducting campaigns for children’s rights, creating internal policies against discriminating advertising or advertising that poses risks for boys, girls, adolescents, women, minorities, etc.).

- On-track

**IR 4620/A0/04/003/003 More positive role by media in favour of children.**

**Progress:**

UNICEF supported government agencies in executing a series of communications campaigns related to advocacy for children’s rights. UNICEF, together with the Uruguayan Institute of Children and Adolescents (INAU), implemented a campaign that aimed to position the issue of commercial sexual exploitation of children and adolescents on the public agenda and to change the behaviour of men who are willing to pay adolescents for sex. A guide was produced and delivered to journalists on how to cover commercial sexual exploitation issues. UNICEF also supported INAU by providing technical support to its Advisory Council on Children and Mass Media, jointly advising with other stakeholders (media, journalists, broadcasters, government, civil society, and academia) on regulatory issues relating to children and the media.

A bi-national campaign, “Breastfeeding is giving your best,” was launched with the participation of Natalia Oreiro, Goodwill Ambassador for Argentina and Uruguay. Her first public photo breastfeeding her son helped to raise awareness of the benefits of breastfeeding in the first two years of life. This campaign as conducted in coordination with the National Breastfeeding Program from the Public Health Ministry, and aimed to raise awareness about not discriminating against mothers who continue nursing, and to inform about the benefits of breast milk. The UNICEF office in Uruguay published and disseminated quality materials to families and healthcare professionals with updated, relevant information on breastfeeding. In 2013, UNICEF also supported its partner Uruguay Crece Contigo, (a government programme for early childhood development) by providing content for and publications that were distributed to families and included in the kits given to the most vulnerable mothers who are beneficiaries of the Programme.

An agreement was reached with the country’s highest circulation newspaper to include a free weekly publication for families about
caring for children from birth to age 5. An agreement was reached in the newspaper with the second highest circulation to distribute information on Children's Day about children's rights. Journalists from local media outside the capital were trained and the guide "Quality Journalism for Coverage and Promotion of the Rights of Children and Adolescents" was launched and distributed to media directors, editors and reporters. Technical training on communication on children's issues was provided to the police, since they are the main source of information to the media on violence that affects children.

<table>
<thead>
<tr>
<th>PC 4 - Cross-sectoral costs</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>PCR 4620/A0/04/004</strong> Effective and efficient programme management and operations support to programme delivery</td>
</tr>
<tr>
<td><strong>IR 4620/A0/04/004/001</strong> Effective and efficient programme management and operations support</td>
</tr>
<tr>
<td><strong>PCR 4620/A0/04/800</strong> Programme Support</td>
</tr>
<tr>
<td><strong>IR 4620/A0/04/800/001</strong> Effective and efficient governance and systems</td>
</tr>
<tr>
<td><strong>IR 4620/A0/04/800/002</strong> Effective and efficient management and stewardship of financial resources</td>
</tr>
<tr>
<td><strong>IR 4620/A0/04/800/003</strong> Effective and efficient management of human capacity</td>
</tr>
<tr>
<td><strong>IR 4620/A0/04/800/888 HR</strong></td>
</tr>
</tbody>
</table>
Effective Governance Structure

During 2013, several actions were taken by the Country Management Team (CMT) to improve operations and program management performance.

The following meetings were held: 12 CMT, 6 Programme Coordination meetings, 3 Staff meetings and 1 Joint Consultative Committee (JCC). All meeting minutes were shared with all staff.

Major issues were:
- Mid Term Review
- Funds implementation
- Monitoring and allocation of funds
- Programme, communication and Private Fundraising and Partnerships (PFP) planned activities
- Integrated monitoring and evaluation plan (IMEP)

PBR
No changes were submitted

Recruitment
1 PFP Assistant (Direct Marketing), GS4

Performance evaluation report (PAS)
The first part of the PAS was completed on time by all staff.

Security
A security assistant visited the office and made some recommendations to improve safety.
Some staff participated in a course organized by the UN about first aid.
All staff completed the mandatory course “Basic Security in the Field II”.

HUB
From February 2013, a new Operations Manager for Argentina, Chile, Uruguay and Paraguay is leading the Hub. She visited the Uruguay Country Office in March and has participated in all CMT meetings via Skype. In October an annual HUB meeting was held in Salta, Argentina, with the objective of allowing operations and programme assistants from the four countries to share experiences. Operations procedures were reviewed (supplies, travel, payments, bank reconciliations etc.).

TOA
Staff roles were revised in VISION in order to avoid conflicts.
The Table of Authorities (TOA) was updated.

Strategic Risk Management

A review of the enterprise risk management (ERM)/Risk and Control Self-Assessment (RCSA) 2011 report was conducted in 2013. The updated business continuity plan (BCP) is in place.

Evaluation

The 2013 MTR process included an external qualitative evaluation of UNICEF’s cooperation and its role in Uruguay and a consultation meeting with a number of governmental, academic and civil society counterparts as well as private sector representatives and officials of other UN agencies to evaluate the work done and to propose future work guidelines.

The evaluation study included a brief document review (including review of some of the organization’s programmatic documents), the most recent previous evaluation, and a series of personal interviews designed
to represent different perspectives.

The interview guide included three sections: the level of knowledge, connections and interactions among the persons interviewed, the organization they represent and UNICEF; the status of the agenda for children and adolescents in Uruguay, the images and opinions of the Organization and its current and potential role within this agenda; and a survey of future perspectives for UNICEF’s work.

The study showed that UNICEF is an organization whose activity is known and highly valued by the public directly or indirectly related to its actions (counterparts and closely related persons and organizations). A markedly positive institutional image was expressed almost unanimously by the persons interviewed.

Different connections to the organization did not lead to different appraisals by the interviewees. Therefore the opinions expressed cannot be attributed to a particular factor (for example, the existence of funding for certain organizations). The positive institutional image was a global vision implying positive opinions of the different dimensions in which UNICEF acts, without showing aspects that might be considered negative. The Organization’s overall international image undoubtedly influences that evaluation, but it is quite clear that national-level action also is a fundamental determinant of the positive profile. The Organization’s communications work – generally evaluated favourably – also influences opinions. The evaluations emphasize the Organization’s openness, the adequacy of its technical resources, its willingness to convene and dialog with very diverse actors, its flexibility in relating to different types of institutions, and its dynamics in addressing diverse demands.

**Effective Use of Information and Communication Technology**

Reliable and secure information technology services, communications infrastructure were maintained. In 2014 no business disruption issues were experienced due to local infrastructure problems, and external problems and interruptions were adequately isolated.

A number of Local and Area projects also were completed, fulfilling specific requirements that were identified throughout the office and aimed at strengthening the IT and Operations role as a support to the Programme, PSD and Communications areas.

All the scheduled Global rollouts where successfully completed, including new Symantec Server migration, Lotus Notes upgrades, uPerform upgrades, and updating all desktops and laptops.

The information and communication technology (ICT) acquisitions were completed using Long Term Agreement (LTA) vendors. Old unsupported and non-adequate hardware was renewed and the office IT infrastructure capabilities were increased. The ICT sector continues to promote remote access to networks and use of technology for collaboration and programme results. All Servers Network hardware was restructured in the racks of the Servers Room and the UNICEF applications and interfaces were successfully maintained.

The office updated the Emergency Preparedness and Response Plan (EPRP) ICT work in the South Cone Processing Centre was successfully evaluated. The objective of the evaluation was to provide an external opinion on the effectiveness and efficiency of the operation of the Southern Cone Processing Centre and propose a model of Personal Computer (structure, outsourcing strategies, systems and process) to be established in other sub-regions.

**Fund-raising and Donor Relations**

The fundraising operation showed highly positive performance in 2013, raising US$2,488,337, 30 per cent more than in 2012. The office has contributed to Regular Resources (RR) with US$ 413,047 (44 per cent higher than 2012), with Other Resources (OR) Thematic Fund (US$56,539,81) and OR Emergencies (US$19,366). A balanced income portfolio, focused on individual pledge donations (88 per cent), assures sustainability based on 41,249 active pledge donors.
Management of Financial and Other Assets

BMA funds cover part of the operational costs of the Office. Expenses not covered by BMA are charged to the cross-sectoral component.

The HUB located in Buenos Aires controls financial and human resources. In April, a Service Level Agreement was launched for Chile, Argentina, Paraguay and Uruguay.

Premises refurbishing carried out in 2012 resulted in important cost savings in 2013. This year the office reduced costs for rent, utilities, maintenance, electricity and cleaning services.

The Interagency Group for Operations (OMT) reached a new corporate agreement with AVIANCA/TACA (15 per cent discount per ticket).

Harmonized Approached to Cash Transfers (HACT): In 2013, working together with UNDP and UNFPA, the macro-assessment was completed and 23 micro-assessments were carried out.

The Office has very good management indicators: 100 per cent of Regular Resources were used and 100 per cent of the Grants were used within the original duration. The Office does not have direct cash transfers (DCT) over 9 months.

Supply Management

Procurement of goods and services for the UNICEF programme in Uruguay represents 36.5 per cent of the total programme implementation budget.

Supplies according to type of purchase order are as follows:
Services and consultants: US$ 904,469
Supplies: US$156,701, including assets (computers) for US$ 4.281 and programme supplies for US$73,034 (printing of publications at local level, to be distributed among UNICEF projects)

<table>
<thead>
<tr>
<th>Program</th>
<th>2013</th>
<th>2014</th>
</tr>
</thead>
<tbody>
<tr>
<td>Early Childhood</td>
<td>67,139</td>
<td>85,685</td>
</tr>
<tr>
<td>Education</td>
<td>110,997</td>
<td></td>
</tr>
<tr>
<td>Monitoring</td>
<td>104,668</td>
<td>4,634</td>
</tr>
<tr>
<td>Justice and Children</td>
<td>214,098</td>
<td>19,154</td>
</tr>
<tr>
<td>Fundraising</td>
<td>215,459</td>
<td>10,257</td>
</tr>
<tr>
<td>COM</td>
<td>126,351</td>
<td>36,970</td>
</tr>
<tr>
<td>Operations</td>
<td>65,757</td>
<td></td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>904,469</strong></td>
<td><strong>156,701</strong></td>
</tr>
</tbody>
</table>
Human Resources

Recruitment
A Private Fundraising and Partnerships (PFP) Assistant (Direct Marketing) GS4 was recruited to fill a vacant post in the fundraising area. The Operations Manager, HR Assistant (HUB), Operations Assistant (URGA) and a PFP specialist from the Argentina Office participated in the selection process.

PAS
At the beginning of the year, all staff completed the first part of their PAS. Final Evaluation will be completed by February 2014.

Efficiency Gains and Cost Savings
A new agreement reached by the Operations Management Team (OMT) for preferential rates with AVIANCA/TACA (15 per cent discount) will result in savings.

In 2013 the office was able to reduce costs of:
- Premises (due to the refurbishing of current premises, no extra space is needed and additional rent and related expenses were eliminated).
- ICT (In 2013 this service was outsourced)
Total estimated savings = US$55,000

Changes in AMP & CPMP
No changes are expected in the office structure in 2014.

Summary Notes and Acronyms
ANEP: Administración Nacional de Educación Pública (National Public Education Administration)
APRENDER: Programa de Atención Prioritaria en Entornos con Dificultades Estructurales Relativas (Learning Programme in Prioritary Areas)
ASSE: Administración de los Servicios de Salud del Estado (State Health Services Administration)
CAIF: Centros de Atención a la Infancia y la Familia (Children and Family Care Centers)
CEIBAL: Conectividad Educativa de Informática Básica para el Aprendizaje en Línea (Plan of educational connectivity of basic information technology for online learning)
CEIP: Consejo de Educación Inicial y Primaria (Pre-Primary and Primary Education Council)
CES: Consejo de Educación Secundaria (Secondary Education Council)
CIDH: Corte Interamericana de Derechos Humanos (Inter-American Court of Human Rights)
ECLAC: Economic Commission for Latin America and the Caribbean
IACHR: Inter-American Commission on Human Rights
IIDI: Instituto Intermaericano sobre Discapacidad y Desarrollo Inclusivo (Inter-American Institute on Disability and Inclusive Development)
IMC: Intendencia Municipal de Canelones (Canelones City Council)
IMM: Intendencia Municipal de Montevideo (Montevideo City Council)
INAU: Instituto del Niño y Adolescente de Uruguay (Uruguayan Institute for Children and Adolescents)
MEC: Ministerio de Educación y Cultura (Ministry of Education and Culture)
MI: Ministerio del Interior (Ministry of the Interior)
MIDES: Ministerio de Desarrollo Social (Ministry of Social Development)
MSP: Ministerio de Salud Pública (Ministry of Public Health)
OMT: United Nations Operations Interagency Group
OPP: Oficina de Planeamiento y Presupuesto (Planning and Budget Office)
PNS: Programa Nacional de Sida (National AIDS Programme)
RUANDI: Red Uruguaya de Apoyo a La Nutrición Infantil (Uruguayan Network for Support of Child Nutrition)
SCJ: Suprema Corte de Justicia (Supreme Court of Justice)
SIPIAV: Sistema Integral de Protección a la Infancia y la Adolescencia contra la Violencia (Comprehensive System for the Protection of Children and Adolescents against Violence)
SUP: Sociedad Uruguaya de Pediatría (Uruguyan Association of Pediatricians)
UCU: Universidad Católica del Uruguay (Catolich University of Uruguay)
UdelaR: Universidad de la República (University of the Republic)
UNAIDS: Joint United Nations Programme on HIV/AIDS
UNDAF: United Nations Development Assistance Framework
UNDP: United Nations Development Programme
UNESCO: United Nations Educational, Scientific and Cultural Organization
UNETE: United Nations Emergency Team
UNFPA: United Nations Population Fund

---

**Document Centre**

**Evaluation**

<table>
<thead>
<tr>
<th>Title</th>
<th>Sequence Number</th>
<th>Type of Report</th>
</tr>
</thead>
<tbody>
<tr>
<td>1 UNICEF Mid-Term Evaluation</td>
<td>2013/001</td>
<td>Evaluation</td>
</tr>
<tr>
<td>2 Boarding schools. The judicial practices of institutionalization for protection of children and adolescents in the city of Montevideo</td>
<td>2013/002</td>
<td>Study</td>
</tr>
<tr>
<td>3 The situation of children and adolescents with disabilities in Uruguay. The opportunity for inclusion.</td>
<td>2013/003</td>
<td>Situation Analysis</td>
</tr>
</tbody>
</table>