The draft country programme document (CPD) for El Salvador is presented to the Executive Board for discussion and comments. The Executive Board is requested to approve the aggregate indicative budget of $3,000,000 from regular resources, subject to the availability of funds, and $8,500,000 in other resources, subject to the availability of specific-purpose contributions, for the period 2012 to 2015.

** In accordance with Executive Board decision 2006/19, the present document will be revised and posted on the UNICEF website, along with the results matrix, no later than six weeks after discussion of the draft CPD at the 2011 annual session of the Executive Board. The revised CPD will then be presented to the Executive Board for approval at the second regular session of 2011.
Summary of the situation of children and women

1. The economic and social indicators of El Salvador have recorded progress over the past decade, and it is likely the country will reach 21 of the 31 targets of the Millennium Development Goals. Nevertheless, the United Nations Common Country Assessment (CCA) shows that high levels of poverty, inequity and exclusion persist among children and adolescents. Because of poverty, parental absence limited access to early stimulation, play, nutrition and health services, a large proportion of the children of El Salvador begin life with cognitive, recreational and psychosocial disadvantages. In addition, they confront violence at home, in their communities and at school, leading more than half the children to drop out, and increasing their susceptibility to recruitment by criminal organizations, to illegal migration and to early pregnancy. The result is the reinforcement of the cycle of violence, poverty and exclusion, and exacerbation of the children’s vulnerability to natural disasters.
2. In 2009, El Salvador’s Gini coefficient was 0.47, slightly below the average for Latin America. The population’s richest quintile received an average of 18.5 times more income than the poorest quintile, excluding remittances. Along with a drop in the gross domestic product (GDP), the household poverty rate, which had been steadily declining during the decade, rose from 36.8 per cent to 46.4 per cent between 2006 and 2008. Urban areas are home to 60.7 per cent of all poor households. About 1.4 million children and adolescents, accounting for more than half the total child population, live below the poverty line.

3. In this context, the country’s most important challenges regarding children and adolescents, reiterated in the recommendations of the Committee on the Rights of the Child, are: (a) low access to and quality of the basic social services of health, nutrition and early and secondary education; (b) domestic, community and institutional violence; (c) absence of an Integral Protection System to guarantee the rights of children and adolescents, especially the most vulnerable; (d) limited public investment in the social sector; (e) insufficient information regarding the situation of children; and (f) the limited capacity for managing risks related to natural disasters.

4. El Salvador has recorded a steady decline in both infant and child mortality rates (16 and 19 per 1,000 live births, respectively). Nevertheless, there are major disparities: the mortality rate is 30 per cent higher in rural areas than in urban areas, and neonatal mortality continues to be a significant concern. The country has also managed to reduce the vertical transmission of HIV (by 89 per cent, from 138 to 15 cases between 2002 and 2007), but there has been no similar progress in the prevention of sexually transmitted cases. In the cases diagnosed in 2009, females aged 15 to 24 have one of the highest rates of infection and 3.6 per cent of all cases were recorded in the adolescent population. Although services and commodities are readily available, cultural attitudes and insufficient access to sexual education from an early age are among the main obstacles to halting the epidemic.

5. Most children under 5, especially from the poorest municipalities with large indigenous populations, do not have access to adequate health, nutrition and development opportunities. Only 1.8 per cent of children under 4 years old attend early education programmes and only 51 per cent of children 4-6 years old attend preschool. Although chronic malnutrition among children under 5 has been declining since 1995, it still affects 2 out of every 10 children, with severe disparities between income quintiles (31.4 per cent in the lowest quintile compared to 4.6 per cent in the top quintile). Between 2003 and 2008, anaemia in children from 12 to 59 months old increased from 19.8 per cent to 22.9 per cent, with a higher increase in urban areas than rural areas. This situation contributes to an overall rate of 8 per cent in first grade. The National Civil Registry estimates that 11 per cent of births are not recorded.

6. In education, adolescents 11 years old and above are most likely to drop out of school. In 2009, the middle school (grades 10-11) enrolment rate was 33.2 per cent, thus excluding almost 7 out of every 10 adolescents (16-17 years old), especially males (34.1 per cent female enrolment compared with 31.1 per cent male

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2 Economic Commission for Latin America and the Caribbean (ECLAC), 2009.
3 Demographic and Health Survey, 2008.
Dropping out among students aged 15-19 persists in all socio-economic groups and is more severe in the lowest quintile of the population (60 per cent) compared to the highest quintile (21 per cent). An estimated 173,000 children aged 5-14 have never attended school. In addition, about 19,700 secondary-school students drop out annually (2005-2008). According to a 2009 UNICEF study, the main causes for dropping out are poverty, violence, migration and the little significance that school has for adolescents, in particular because of the low quality of the education and its lack of relevance for employment.

7. Children are the primary victims of violence, and adolescents of both genders are most vulnerable. The homicide rate in 2009 was 71 per 100,000 inhabitants, higher than during the civil war (1980-1992) and most homicides are related to the drug trade and gangs. Among those aged 16-17, the rate increases to 153 deaths for every 100,000 inhabitants. Children under 18 account for 12.8 per cent of victims, a daily average of 1.5 deaths. Although the incidence of homicides is higher for men, the homicide rate among women has increased more rapidly, up 197 per cent over the past decade. Sexual violence is a major concern, with the number of reported incidents having increased 141 per cent from 2002 to 2009, and it is an important factor in the high rate of teenage pregnancy (resulting in 30 per cent of all births).  

8. Girls are the victims of 65.6 per cent of all sexual assault crimes and rapes. Seven out of every ten children are mistreated at home and 43 per cent of them live without one or both parents because of migration, death or abandonment. A UNICEF/United Nations Population Fund (UNFPA)/International Organization for Migration study (2010) concluded that children left behind by migrating parents suffer psychosocial stress that increases their vulnerability to violence and other social ills. Furthermore, adolescents in conflict with the law are discriminated against because of their status and do not have access to adequate social reinsertion mechanisms.

9. El Salvador progressed in the adoption of legal frameworks in line with the principles of the Convention on the Rights of the Child, through the Law for the Integral Protection of Children and Adolescents and the Law on Violence against Women. Likewise, the Government’s Five-Year Development Plan has incorporated a human rights approach and recognizes the challenge of reducing inequity, exclusion and poverty.

10. Although public social spending has increased since the mid-1990s, investment in education and health (2.9 per cent and 1.7 per cent of GDP in 2007, respectively) is still below the Latin American average and below the requirements set by the Education Goals for 2021 at the Ibero-American Conference in Mar de Plata. The insufficient quality and disaggregation of information about the situation of children make it difficult to adequately monitor the progress and results of policies, especially regarding the poorest and the most vulnerable children.

11. Institutional responses to the natural disasters that regularly affect the country — and heighten the vulnerability of marginalized children — have been constrained by limited resources. From 1980 to 2008, natural disasters in El Salvador caused $16 billion in damages and losses, an average of $470 million

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per year, or 4.2 per cent of the GDP. More recently, the Ida and Agatha storms resulted in $351 million more in damages and losses within a six-month period.\textsuperscript{7}

**Key results and lessons learned from previous cooperation, 2007-2011**

**Key results achieved**

12. The 2009 midterm review of the country programme recognized the following contributions as having helped the programme to be relevant and on-track in achieving its objectives. In the framework of the **legal and institutional reforms and social investment in children** component, the ratification of the Law for the Integral Protection of Children and Adolescents and reforms in the Criminal Code for protecting child victims of crime were highlighted as being in line with the recommendations of the Committee on the Rights of the Child. Technical support was provided for the drafting and adoption of both bills, and their subsequent dissemination, and the training of operators of the judiciary, protection institutions, the Ministry of Justice and sector ministries. In partnership with universities, research centres and other United Nations agencies, UNICEF fostered studies that informed more in-depth analyses and the drafting of public policies from a human rights perspective, as well as the monitoring of Millennium Development Goals targets.

13. In the **development of local capacities and opportunities for the fulfilment of child rights** component, institutional capacities were strengthened to provide primary health care and promote breastfeeding, improve health centres, install family health monitoring systems and set up a programme for the psychosocial care of children affected by emergencies and violence. Another result was the adoption of the National Policy for Integral Early Childhood Education and Development, with technical assistance from UNICEF; as well as the development of instruments and methodologies for family-based models and the creation of institutional networks. The UNICEF Municipal Seal of Approval Initiative led to improvement in measuring progress in local-level management, social participation and the situation of children in 117 of the country’s 262 municipalities.

14. In the **promotion of a culture based on child rights and the prevention of violence** component, studies were conducted that informed and supported the amendment of the General Law on Education and the Constitution to ensure free education through middle school and enhance government ownership of and leadership in initial and preschool education. Additionally, an approach promoting the inclusion of children from all socio-economic backgrounds, especially the poorest and most vulnerable was incorporated into the Government’s education policy, and programmes for violence prevention in some of the most violent municipalities were developed jointly with the United Nations.

**Lessons learned**

15. Despite renewed government interest in the Convention on the Rights of the Child, more focus is needed on developing and implementing comprehensive policies and programmes for the most vulnerable and excluded children and women.

\textsuperscript{7} ECLAC, 2010.
Institutional capacity-building and stronger decision-making processes, based on robust and updated evidence and more rigorous evaluations, are required. Likewise, social participation must be strengthened and broad, innovative partnerships established and reinforced with institutions such as the World Bank, the Inter-American Development Bank, the Central American Bank for Economic Integration and knowledge centres.

16. The midterm review highlighted the need for greater coordination among sectors responsible for children and stakeholders, as well as between national and local levels, to ensure access of the poorest and most vulnerable children and adolescents to high quality basic social services. UNICEF will continue to play a convening and supporting role in the establishment and strengthening of intersectoral coordination mechanisms related to policy, planning and monitoring at national and local levels.

17. The natural disasters that frequently hit the country severely jeopardize economic and social progress and achievement of the Millennium Development Goals, because the institutional capacity to prepare for and manage disasters is still developing. In the context of recurring disasters, capacity-building for risk management and emergency response must be promoted as a long-term strategy for sustainable development. UNICEF will continue to create awareness of the importance of a protective environment for children, including for times of emergency, and will support its realization.

The country programme, 2012-2015

Summary budget table

<table>
<thead>
<tr>
<th>Programme</th>
<th>Regular resources</th>
<th>Other resources*</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Capacity development for inclusion, equity, and poverty reduction among children and adolescents</td>
<td>420</td>
<td>2 550</td>
<td>2 970</td>
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<tr>
<td>Prevention of violence and assistance to children and adolescents affected by violence</td>
<td>300</td>
<td>3 825</td>
<td>4 125</td>
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<tr>
<td>Advocacy, knowledge development, and monitoring of policies based on the rights of children and adolescents</td>
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<td>1 275</td>
<td>2 475</td>
</tr>
<tr>
<td>Cross-sectoral costs</td>
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<td>1 930</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>3 000</strong></td>
<td><strong>8 500</strong></td>
<td><strong>11 500</strong></td>
</tr>
</tbody>
</table>

Preparation process

18. A timetable for preparing the CCA/United Nations Development Assistance Framework (UNDAF) and the country programme was developed through the United Nations system and the Vice Ministry for Development Cooperation of the Ministry of Foreign Affairs. The CCA and the situation analysis of children and adolescents, and the subsequent drafting of the UNDAF and the country programme, were undertaken in parallel, ensuring coordination between the two processes. Three technical and political consultations were organized with Government institutions,
civil society organizations (CSOs) and children and adolescents, in coordination with the Vice Ministry for Development Cooperation, converging with consultations for the CCA/UNDAF conducted by the Office of the United Nations Resident Coordinator and the Vice Ministry. These consultations helped define the cooperation priorities, strategies and expected results of UNICEF, guaranteeing alignment and harmonization with national priorities for children and adolescents. The consultations considered the recommendations of the Committee on the Rights of the Child. International development partners were also consulted in order to identify programmatic areas of convergence.

**Programme and component results and strategies**

19. The roots of the most critical problems faced by children in El Salvador are of a multidimensional nature. Therefore, the country programme aims to influence structural factors that will contribute to institutional changes, leading to comprehensive and integral protection of children and adolescents, with emphasis on the half of the child population living under the poverty line (1.4 million). It seeks to improve the effectiveness of policies and social services so that the most excluded groups are included, with particular attention to indigenous children, young children and adolescents out of school or who have never attended school and children affected by violence. It also promotes social and cultural change to promote the fulfilment of children’s rights, generating evidence-based data, information and knowledge, while implementing Communication for Development (C4D).

20. The key results of the country programme are: (a) the installation of an effective Integral Protection System for all children at national and municipal levels, with special attention paid to the most vulnerable and excluded children; (b) the improvement of the capacity of the State to ensure the inclusion of children and adolescents in education, with emphasis on increasing middle-school enrolment in targeted municipalities; (c) the improvement of the capacity of the State to ensure the survival and integral development of children and adolescents, with emphasis on increasing the number of children benefiting from formal and informal early-childhood development services; (d) the implementation of programmes for restorative justice through strengthened coordination mechanisms that bring together the juvenile justice system, sectoral ministries and community organizations to benefit an increasing number of children in conflict with the law, according to the recommendations of the Committee on the Rights of the Child; (e) the implementation of innovative programmes and strategies by State institutions to prevent and combat violence against children and adolescents in selected municipalities with the highest violence rate; (f) increased and improved knowledge regarding the rights of children and adolescents among stakeholders, with up-to-date disaggregated data for formulating, monitoring and evaluating the impact of pro-child public policies; and (g) improved public social investment in children and adolescents.

21. The country programme encompasses three interrelated components: (a) capacity development for inclusion, equity and the reduction of poverty among children and adolescents; (b) prevention of violence and assistance to children and adolescents affected by violence; and (c) advocacy, knowledge development and monitoring of policies based on the rights of children and adolescents, to support implementation of the recommendations of the Convention on the Rights of the Child. Together, these three programme components will contribute to the overall
objective of guaranteeing that children and adolescents of El Salvador, particularly the most vulnerable, have access to increased opportunities for social inclusion and the exercise of their rights, with emphasis on the prevention of violence within the family, schools and the community.

22. The following strategies will be applied: (a) technical support in and advocacy for public policy formulation to incorporate a child rights approach, with emphasis on the poorest and most vulnerable population; (b) generation of knowledge and exchange of experience, building on global partnerships and South-South cooperation; (c) national and local institutional capacity-building for rights-based programming, results-based planning and strengthened social participation in policy management, monitoring and evaluation; (d) promoting inter-agency coordination and dialogue; (e) forging innovative partnerships for leveraging resources for children, while fostering social mobilization; and (f) developing a cross-cutting approach to gender equity, Communication for Development and emergency preparedness and response based on the Core Commitments for Children (CCC) in Humanitarian Action.

23. The country programme promotes a multidimensional strategy of supporting national policies, especially at the subnational level, to ensure that they yield progressive results for all children who are excluded and suffering violence. In the first dimension, the programme will support interventions in selected municipalities in two priority categories defined by the Government: the first encompasses the 100 poorest, mostly urban municipalities; and the second, the 25 most violent municipalities. While there may be some overlap between these two categories, they represent the Government’s geographical entry points for social and economic recovery programmes. In the second dimension, the country programme will aim to influence the reach of national programmes to all municipalities through initiatives such as the Municipal Seal of Approval (currently in 117 of 262 municipalities, including 39 of the poorest and 16 of the most violent, with progressive expansion to more municipalities during the programme cycle), with a focus on building local capacities to design, implement, monitor and evaluate child-centred actions that generate larger social and economic benefits. Undertaken in close coordination with central institutions, this effort will focus on measuring progress in municipal decentralization and capacity-building.

24. The country programme will also monitor the impact of national policies on reducing exclusion, inequity and violence in eight municipalities. These include two municipalities with different socioeconomic characteristics in each of the country’s four regions. Such monitoring will enable the collection of key data on the situation of children and the analysis of differentiated impacts of social policies on their well-being.

Relationship to national priorities and the UNDAF

25. The country programme supports the priorities for children and adolescents in the national Five-Year Development Plan and sectoral plans. The UNDAF emphasizes five priorities of the plan: (a) substantial and verifiable reduction of poverty, economic and gender inequality and social exclusion; (b) effective prevention and combating of delinquency, crime and social and gender violence; (c) creation of an integral growth and development model; (d) structural reform of the State, aimed at strengthening democracy and the rule of law; and (e) the integral
management of natural resources and risk reduction. In turn, the country programme is linked to six of the seven outcomes of the UNDAF jointly agreed upon by the Government and the United Nations system.

**Relationship to international priorities**

26. The country programme envisages advocacy, monitoring and evaluation activities to promote implementation of the Convention on the Rights of the Child and the Convention on the Elimination of All Forms of Discrimination against Women, as well as other international human rights conventions and instruments ratified by El Salvador. The country programme will stress compliance with the recommendations made by international human rights Committees and the Special Rapporteurs of the Secretary-General. It will also focus on the achievement of all focus areas of the UNICEF medium-term strategic plan, with greater emphasis placed on 1, 2, 4 and 5. It will particularly support the achievement of Millennium Development Goals 1, 2, 4, and 6. The country programme will promote the priorities enshrined in the Millennium Declaration, the Education Goals for 2021 and other regional and subregional declarations.

**Programme components**

27. The capacity development for inclusion, equity and poverty reduction among children and adolescents component will address the limited access of children, particularly of the approximately 620,000 children under six (77 per cent of this age group) with no access to national integrated early childhood development (IECD) opportunities, using the 2010 IECD policy as the basis. The country programme will strive to ensure, together with key partners, that at least 20 per cent of these children are reached by institutional or non-institutional IECD programmes within four years. UNICEF will emphasize the intersectoral nature of the programmes (including early stimulation, health, nutrition, prevention of mother-to-child transmission of HIV and the protective environment, in collaboration with municipal authorities, families and communities. Through the national inclusive education policy, UNICEF will advocate for the access of more than 160,000 out-of-school adolescents aged 16-17 (66 per cent of this age group) to formal and non-formal modalities of education. It will also emphasize access to and quality of secondary education through innovative and coordinated efforts among national and municipal entities, as well as communities and the private sector, to prevent a dropout rate that affects around 19,700 adolescents annually. Successful experiences from United Nations joint programme interventions already under way in five municipalities will be documented and shared.

28. Within this component, the country programme will support the creation and capacity development of institutions involved in the Integral Protection System at national and local levels, as prescribed in the Law for the Integral Protection of Children and Adolescents. These institutions are mainly responsible for ensuring the mainstreaming of the child-rights focus in all policies pertaining to children, as well as coordination among all sectors and entities at national and local levels, so that pro-child policies are comprehensive and integral. The country programme will support the installation and functioning of the National Council for the Integral Protection of Children and the Municipal Committees for the Integral Protection of Children in all municipalities, prioritizing the most poor and violent. The Municipal Seal of Approval will serve as the platform to promote the creation of these
institutions and strengthen their capacity to analyse critical problems affecting children and the policy response, as well as to monitor and evaluate progress in the situation of children. The country programme will also contribute to the formulation and implementation of a national policy for the integral protection of children and the development of initiatives for children affected by migration, underreporting of births and emergencies.

29. The prevention of violence and assistance to children and adolescents affected by violence component is based on the understanding that violence causes and reinforces poverty, exclusion and inequity. Violence must therefore be addressed through specific strategic interventions in conjunction with the social policies emphasized in the first component, namely capacity development for inclusion, equity and poverty reduction among children and adolescents. Through the second component, the country programme will contribute towards strengthening the implementation of the existing National Policy for Justice, Public Safety and Peaceful Coexistence and the formulation and implementation of local programmes for prevention of the violence that affects more than 1 million children living in the 25 most violent municipalities, including the capital of San Salvador. Additionally, the country programme will support integral care programmes for victims of violence and crime, and restorative justice for 1,600 institutionalized adolescents in conflict with the law, in line with international norms, through specialized training of the police and relevant staff within the judiciary system and social ministries. The programme will also support awareness-raising, advocacy and social mobilization strategies. Direct support to five of the most violent municipalities through United Nations joint programmes, covering 170,000 children, will continue to be provided. A particular focus will be on promoting art, culture and sports and safe community areas for recreation and peaceful coexistence; developing dispute-settlement mechanisms; and improving quantitative/qualitative information on mistreatment and cultural and institutional practices that foster violence. In the long term, the component is expected to generate models that can be replicated nationally in order to reach all children living in the most violent municipalities.

30. The advocacy, knowledge development and monitoring of policies based on the rights of children and adolescents component addresses the limited social investment, citizen participation and knowledge of key children’s issues in policy formulation and how these limitations lead to gaps in the quality and impact of public policies and inadequate awareness of children’s rights. These factors also reinforce cultural practices of exclusion and inequity among children and adolescents, jeopardizing the sustainability and effectiveness of the strategic interventions proposed in the first and second components. Within the third component, the country programme will generate greater social awareness, responsibility and public monitoring of compliance with international commitments and the Concluding Observations of the Committee on the Rights of the Child and other international human rights committees. Research projects, studies and evaluations will be produced to support advocacy and knowledge development about the rights of children and adolescents, emphasizing inclusion, equity, up-to-date and disaggregated information and timely, relevant evidence for the development, monitoring and evaluation of public policies. Increases in social spending for children and adolescents, guided by the criteria of equity and transparency of information, will be sought. A key strategy will be advocating for national institutions to incorporate specific methodologies for measuring social
spending, and installing monitoring mechanisms, including through social participation.

31. The cross-sectoral component includes C4D, the mainstreaming of gender equity in all interventions, programme monitoring and evaluation and programme support expenditures that do not contribute directly to the results of each programme component. The main issues identified in the situation analysis of gender inequity and discrimination will be addressed within the framework of each component and inter-agency gender strategies. Specifically, the first and second components will address gender-related sexual and domestic violence. Targeted strategies for improved risk management and emergency response incorporating CCC will be developed in all country programme components, but more specifically in the first and second components. C4D is a cross-cutting strategy of the country programme as a whole, but will contribute, in particular, to the achievements of the third component.

Major partnerships

32. Governmental institutions, CSOs and centres of excellence will contribute to partnership building to ensure the achievement of country programme results. Since governmental partners are duty bearers for children’s rights, building their capacity is critical for the successful development of integral, equitable and effective pro-child policies and services. The main Government partners will be: the Ministry of Foreign Affairs, sectoral ministries (Health, Education, Justice and Public Safety, Labour, Treasury, Economy), the Secretariats of the Office of the President (Social Inclusion, Technical, Strategic Affairs and Culture), the Salvadoran Institute for the Integral Development of Children and Adolescents, the Salvadoran Institute for the Advancement of Women, the General Directorate of Statistics and Censuses, the National Council for Public Security, the National Civil Registry, the National Civilian Police, the National Directorate for Civil Protection, the Social Investment Fund for Local Development and municipal governments. Partnerships with CSOs and autonomous State institutions will focus on strengthening their capacity for effective child rights advocacy and for holding State actors accountable as duty bearers. Key partners will include the Human Rights Ombudsman, the offices of the Attorney General and the Auditor General of the Republic, as well as the Supreme Court of Justice, the National Judiciary Council, the institutions of the Integral Protection System, the Corporation of Municipalities of El Salvador, academic and research centres, faith-based organizations, young people’s groups and national and international non-governmental organizations (NGOs). United Nations agencies will be important partners in areas of programmatic convergence, including through joint programming efforts. Responding to the lessons learned, the country programme will consolidate partnerships with multilateral banks to generate greater impact on the country’s fiscal and social investment policies, within the context of the equity and human rights agendas.

Monitoring, evaluation and programme management

33. The country programme emphasizes monitoring and policy evaluation capacity-building, as well as strengthening country programme management. The overall strategy includes upgrading current information systems to provide disaggregated analyses on the most vulnerable children, and installing new information retrieval, analysis and dissemination mechanisms in each of the
components. Furthermore, monitoring and evaluation strategies will be incorporated into the third component to strengthen the knowledge management strategy. DevInfo will be used as a platform for storage and analysis of information related to children.

34. The Vice Ministry for Development Cooperation will coordinate the monitoring and evaluation of the country programme. The programme will invest in training officials and counterparts in policies and methodologies for evaluating human rights-based approaches and applying results-based management to programming. The principal Government-UNICEF programme evaluation exercises, such as the midterm review, joint annual reviews and the UNDAF assessment, will be major opportunities to introduce changes into the programme, if required. Annual and full-cycle integrated monitoring and evaluation plans will include a list of the most important evaluations and resulting recommendations, which will be monitored by office management in line with organizational policy.