

Chile

Country programme document 2012-2016

The draft country programme document for Chile (E/ICEF/2011/P/L.15) was presented to the Executive Board for discussion and comments at its 2011 annual session (20-23 June 2011).

The document was subsequently revised, and this final version was approved at the 2011 second regular session of the Executive Board on 15 September 2011.

Basic data[†]
(2009, unless otherwise stated)

Child population (<i>millions, under 18 years</i>)	4.7
U5MR (<i>per 1,000 live births</i>)	9
Underweight ^a (<i>per cent, moderate and severe, 2006</i>) ^b	1
Maternal mortality ratio (<i>per 100,000 live births, 2007</i>) ^c	18
Primary school enrolment (<i>per cent net, male/female, 2007</i>)	95/94
Primary schoolchildren completing final primary grade (<i>per cent, 2006</i>)	95
Use of improved drinking water sources (<i>per cent, 2008</i>)	96
Use of improved sanitation facilities (<i>per cent, 2008</i>)	96
Adult HIV prevalence rate (<i>per cent</i>)	0.4
Child work (<i>per cent, children 5-14 years old, 2003</i>)	3
Birth registration (<i>per cent, under 5 years, 2007</i>)	99
GNI per capita (US\$)	9 460
One-year-olds immunized against DPT3 (<i>per cent</i>)	97
One-year-olds immunized against measles (<i>per cent</i>)	96

[†] More comprehensive country data on children and women is available at www.childinfo.org/.

^a (NCHS/WHO) reference population.

^b 0-71 months.

^c 26 deaths per 100,000 live births is the 2008 estimate developed by the Maternal Mortality Estimation Interagency Group (WHO, UNICEF, UNFPA and the World Bank, together with independent technical experts), adjusted for underreporting and misclassification of maternal deaths. For more information, see: http://www.childinfo.org/maternal_mortality.html.

^b Database.

The situation of children¹ and women

1. Chile, which is an upper-middle-income country and a member of the Organization for Economic Cooperation and Development (OECD), has made significant progress in guaranteeing children's rights. It has an estimated population of 17,094,270 persons (50.50 per cent women and 49.49 per cent men), 13 per cent of whom live in rural areas. The 2002 Census projects a reduction in the number of children under 15 years of age (18.7 per cent in 2030). The population density is low: 22.17 persons/km², with a high concentration in the capital.

2. Most families are two-parent nuclear families, while 26 per cent are one-parent families and 33.1 per cent are female-headed households (2009). The number of households with children has declined (54.6 per cent in 2009) and the fertility rate has fallen (2.0 children per woman). The proportion of children born outside marriage has increased (58.4 per cent).

3. Women's labour force participation has required the implementation of policies for a more equitable distribution of household tasks and child-rearing

¹ For reasons of space, the word "children" is used throughout this document to refer to "boys, girls and adolescents". In some places, the words "boys", "girls", "adolescents", "sons" and "daughters" are used separately to refer to the particular situation of those subgroups.

between men and women. Working days and time spent on transport have reduced the quality of life of families.

4. Poverty affects 15.1 per cent of the population (2009); children are the most affected (24.5 per cent of children under the age of 3 years, and 21.5 per cent of children aged between 4 and 17 years). Of children aged from 0 to 5 years, 41.3 per cent of those living in urban areas attend school, compared to just 26.4 per cent in rural areas.

5. The importance attached to early childhood has resulted in: (a) an integrated policy that focuses on pregnancy, childbirth and the postpartum period for women attending public health facilities; (b) improved services for children in general and for those with developmental delays in particular; (c) more extensive coverage for early education. There is still inequity in access to nurseries and kindergartens, and there is no system to guarantee the quality of services provided. Information on the results and impact of programmes remains scarce.

6. Net enrolment rates are high for primary and secondary education (93.2 per cent and 70.7 per cent, respectively). There is an extensive network of safe school buildings, with educational equipment, computers and electronic connectivity, while 92.5 per cent of teachers have a university education. Most children in need receive textbooks and meals at school. Chile has increased the level of spending per pupil and the allocation of resources to education for the most vulnerable children.

7. In 2010, the Government of Chile approved some reforms to ensure quality and equity in education, which include: (a) curriculum changes intended to improve results in reading, writing and mathematics; (b) greater incentives for the best students to consider a teaching career; (c) incentives for teachers to retire; and (d) incentives for performance. Pending issues in this area are: (a) socioeconomic segregation of students, which results in stratification and inequitable distribution of opportunities; (b) inadequate results in standardized tests; (c) problems with the classroom atmosphere and with the school environment.

8. According to the National Survey on Child Labour (2003), 196,000 children aged between 5 and 17 years were employed in paid work and over 50 per cent of them worked in occupations in which their rights were violated. Of the children who worked, 53.7 per cent did not attend school, and those who did had performance issues.

9. Children's participation remains limited. School is the primary forum for participation; civil society entities have organized children's congresses, parliaments and councils, but the turnout has been low. According to various surveys, about 37 per cent of adolescents participate in organizations.

10. By 2008, 20,099 cases of HIV/AIDS had been recorded, and by 2007, 6,102 persons had died of the disease. The main group affected is adults between the ages of 20 and 39 years, mostly men. In 87.6 per cent of cases, exposure to the virus was through sexual contact. In men, exposure through homosexual and bisexual activity accounted for 54.4 per cent of cases. At present, the level of heterosexual exposure is increasing.

11. In the most recent census, 4.6 per cent of the population declared themselves as belonging to one of the country's seven indigenous peoples (the Mapuche account for 87.3 per cent of indigenous persons and are concentrated in the Araucanía region and in Santiago). Of indigenous children, 26.5 per cent are living below the poverty line. Despite the ratification of Convention No. 169 of the International Labour

Organization (ILO) and the initiative for constitutional reform in that area, commitments for compliance with the obligation to protect and promote the rights and freedoms of indigenous peoples are still pending.

12. According to the Ministry of the Interior, 35.7 per cent of women have suffered some kind of violence from a partner (2008). According to the third study on child abuse (UNICEF, 2006), 75 per cent of children are victims of some kind of physical or psychological violence in their homes. There are no significant differences by gender. No statistics are available on the abuse of minors under the age of six years. According to studies carried out by the Ministry of the Interior, 7 per cent of children have suffered some kind of sexual abuse (3.3 boys and 12.8 per cent girls). Public policies and legal reforms against violence have been implemented, including the Domestic Violence Act and the Sexual Offences Act.

13. In 2010, 64,812 children received care from the National Service for Minors (SENAME). Of this total, 11,272 were under 5 years of age and 12,999 were not living with their families. The number of children placed in institutions needs to be reduced; centres and programmes for the reintegration of adolescent offenders must be improved, as well as the capacities of family and criminal courts. There are child protection programmes and criminal penalties for adolescents aged between 14 and 18 years, but there is a need to reform their contents and the structure of SENAME. The legislation on minors should also be amended in order to ensure comprehensive protection of children's rights and establish an independent institution to protect children's rights, in accordance with the recommendation made by the Committee on the Rights of the Child in 2007.

14. There are 12,797 adolescent offenders who are subject to penalties or precautionary measures (9.5 per cent are girls and 90.5 per cent are boys). The criminal justice system for minors has some shortcomings: (a) high levels of temporary detention and an increase in the numbers of sentences involving prison terms; (b) there is no national statistical system shared by all stakeholders and there are no indicators regarding the rights of adolescent offenders; (c) there is no national torture prevention mechanism with full autonomy to monitor juvenile centres; (d) lack of specialized training for those working in the system; (e) poor state of centres and low level of training of the teams responsible for them; (f) limited inter-agency coordination to ensure reintegration into society; and (g) lack of special programmes for adolescents members of vulnerable groups (girls, immigrants, refugees, indigenous women and sexual orientation minorities).

15. Immigration flows from neighbouring countries are increasing. In 2009 there were 352,344 legal immigrants (15 per cent under the age of 15 years). Chile also receives refugees. Immigration policy does not adequately address the needs of children who are non-nationals and there are no specialized public institutions to defend their rights before administrative or legal bodies, which impedes their access to health and education services.

16. Children who live in poverty, commit crimes or have learning difficulties are increasingly stereotyped and stigmatized. The mass media, public debate and society should recognize children as subjects of rights and as members of a group that must be protected. Children's opinions on matters that affect them should be heard and they should not be presented as a source of problems relating to labour and sexual offences, or as a group entity that is incapable and passive. Chile can promote change and improve the level of consideration and respect given to children by the mass media, social networks, private sector entities, families, the educational system and institutions that have contact with children.

17. One of the central elements of Chile's foreign policy is cooperation on issues of institutional, educational, environmental, cultural, scientific and technological development. Opportunities for horizontal cooperation are enhanced by the country's greater level of development compared to the rest of the region. Chilean experiences may be of use to other countries, while Chile can also learn from other countries' experiences.

18. The earthquake and tsunami that occurred on 27 February 2010 are the most severe natural disasters of recent times; they damaged much of the country's social and productive infrastructure. The Government estimated the loss of infrastructure at 20 per cent of GDP. The emergency situation caused a weakening of the social fabric in the areas affected and increased the vulnerability of children and women. The challenge remains: the persons affected still need to overcome their vulnerability.

Results and lessons learned from the 2005-2011 cooperation programme

Results

19. UNICEF provided technical assistance for the establishment of a new social protection system for early childhood and advised the Presidential Council that designed it. UNICEF supported the implementation of that policy by creating materials on pregnancy and parenting skills that are culturally relevant to the indigenous population. It also provided technical support for intersectoral coordination, as well as innovative initiatives for early childhood stimulation and work with families, in line with the national policy.

20. UNICEF provided support for the Ministry of Education in its initiative to introduce indigenous languages in schools in areas where over 50 per cent of the population is indigenous and has provided technical support for the preparation of materials and the design of a monitoring system.

21. Through UNICEF, the intercultural perspective of institutional practices and programmes for children in Araucanía has been strengthened. UNICEF has collaborated with the Carabineros de Chile (national police force) to include the issues of children's rights, indigenous rights and the promotion of an intercultural approach in its continuous education programme.

22. During the parliamentary review of the Adolescent Criminal Responsibility Act, UNICEF identified and publicized the Act's shortcomings. The final version contained amendments to the wording which included the elimination of measures involving detention without due process. UNICEF is a member of the supervisory commissions for detention centres for minors; the organization has participated to a significant degree in the amendment of the Counter-Terrorism Act and the Military Justice Act and was successful in ensuring that the provisions of these Acts were not applied to minors under the age of 18 years.

23. As for horizontal cooperation, UNICEF has supported: (a) the sharing of experiences and information at the First Latin American Regional Conference on Birth Registration and the Right to Identity and at the signing of an agreement between Chile and Paraguay; (b) collaboration with the Diego Portales University, where 13 specialization courses were organized for judges, prosecutors and defence lawyers, with the participation of professionals from Latin America and the

Caribbean and from Africa; and (c) the preparation of a study on child abuse in the family in Paraguay.

Lessons learned

24. During implementation of the 2005-2011 cooperation programme, technical assistance and promotional efforts made by UNICEF were key factors for the promulgation of the Adolescent Criminal Responsibility Act, the creation of supervision mechanisms for detention centres for minors and progress towards specialization in the legal system.

25. A number of strategies were combined: (a) give visibility to the disparities that affect indigenous children; (b) make the voice of UNICEF heard in defence of the rights of children, although doing so may lead to disagreements with some institutions; (c) formulate working strategies for the medium and long term; (d) formulate exit strategies for the time when institutions take over leadership of the interventions supported by UNICEF; and (e) include monitoring and follow-up activities. This combination of strategies has been indispensable for achieving results and forming alliances with counterpart government departments and civil society and academic entities.

26. Work at the subnational level, directed at the poorest quintile of the population, who live in the regions with the lowest development indicators (especially indigenous children), facilitated the development of initiatives from an intercultural perspective.

27. The sharing of information on good practices and the dissemination of experiences between Chile and other countries have opened new prospects for modalities of cooperation on issues relating to children.

28. The focused actions of UNICEF to protect children during the emergency following the earthquake has contributed to raising awareness of the importance of having mechanisms and systems in place to protect the rights of children during emergency situations.

2012-2016 cooperation programme

Summary budget table

<i>Programme</i>	<i>(In thousands of United States dollars)</i>		
	<i>Regular resources</i>	<i>Other resources</i>	<i>Total</i>
Equity and inclusion	1 750	3 250	5 000
Protection of children	900	2 500	3 400
Cross-sectoral costs	1 100	2 250	3 350
Total	3 750	8 000	11 750

Programme preparation process

29. The components of the 2012-2016 cooperation programme are based on: (a) the major results and experience gained during the preceding Programme; (b) the

observations and recommendations of the Committee on the Rights of the Child; (c) the programmatic priorities established in accordance with the Government and following consultations with representatives from civil society, academia and the private sector, and parliamentarians; (d) the joint work and programme priorities established with United Nations agencies during the process of preparing the common country assessment and the United Nations Development Assistance Framework (UNDAF).

Programme components, goals, results and strategies

30. The goal of the Programme for Cooperation 2012-2016 is to support the country in progressively developing its capacity to improve the situation of children's rights and ensuring that by 2016, all children in the country can exercise their rights on an equitable and equal basis.

31. The expected results are:

(a) Children experience a greater degree of social inclusion, have access to opportunities for development and quality services, and are heard, thus contributing to closing the gap between the poorest quintile and richest quintile of the population;

(b) Children develop in a culture of tolerance and acceptance of diversity (with regard to ethnicity, gender, sexual orientation and disability);

(c) Children have access to institutions that provide comprehensive protection of their rights, in accordance with the Convention on the Rights of the Child.

32. The strategies to achieve both programme objectives will be to: (a) promote institutional and legislative reforms; (b) follow up on such reforms to ensure that they are in line with international human rights treaties; (c) monitor the living conditions of the most marginalized children and design and implement relevant public policies; (d) build the capacity of counterpart government agencies and key officials at the national and subnational level; (e) create opportunities for participation and consultation with adolescents; (f) raise awareness of and improve the visibility of violations of children's rights through communications work, including within emergency response efforts and in activities that promote equity to foster inclusion; (g) coordinate closely with United Nations agencies, research centres, the media, civil society organizations, the private sector and faith-based groups; (h) establish partnerships aimed at making the Convention on the Rights of the Child a corporate social responsibility commitment; (i) exchange information with other countries on the best practices to benefit children.

33. The 2012-2016 cooperation programme will include the following two programme components:

(a) Equity and inclusion;

(b) Protection of children.

Equity and inclusion

34. National indicators are among the best in the region. However, two issues hamper the full exercise of children's rights:

(a) Socio-economic, ethnic and territorial conditions affect the degree to which excluded groups are able to exercise their economic and social rights;

(b) Paternalistic and authoritarian attitudes that do not recognize children as rights bearers pervade society's views of children and adolescents.

35. The programme component established under area 1 of the UNDAF aims to support Government actions to strengthen institutional capacity at the national, regional and local level in order to reduce inequity in social development and increase social inclusion. This component will focus on the regions and districts in the country presenting indicators that suggest problems in the exercise of the rights of the child. Actions will focus on advocating respect for such rights among the poorest quintile of the population and providing quality technical assistance to develop inclusive public policies.

36. In the area of education and child development, UNICEF will support changes in oversight in order to ensure high quality early childhood services and to include indicators on coexistence, participation and comprehensive development in the system for educational quality assurance. Follow-up work will be conducted at early childhood development centres to help overcome the gaps between children in the poorest districts and the richest districts, as manifested in developmental delays, weak results in standardized tests and other performance indicators. UNICEF will improve access to preschool education and contribute to the development of an educational inclusion policy to eliminate secondary school dropout by promoting reintegration through education and the eradication of child labour. It is expected that by 2016, knowledge of the weaknesses in early education and development in early childhood will have improved and serve as a basis for developing policy. Broader access to preschool education and a reduction in school dropouts, particularly among adolescent girls, is also expected by 2016.

37. In order to work towards the inclusion of indigenous children, UNICEF will promote greater diversity in the school system and provide technical assistance to counterpart officials for strengthening the cultural relevance of policies on children through the use of intercultural standards to formulate and revise tools and practices. Capacity-building will also be offered to government officials, including police officers, and a continuous training programme on children's rights and intercultural perspectives will be established. Partnerships with the criminal justice system of the Araucanía region will be strengthened, and Mapuche organizations and those of other indigenous groups will receive support for their participation in the protection of children's rights.

38. UNICEF will support the Government and civil society organizations in promoting and conducting innovative activities that promote adolescent participation in the education system and other contexts, including strengthening mechanisms that recognize their opinions.

39. UNICEF will support the Government in its initiatives to strengthen the family and its role in supporting children's development in all areas. This includes promoting respect for the interests and rights of children, fostering good treatment of children and strengthening participation of families in school governance.

40. UNICEF will support the establishment of partnerships with private sector institutions in order to integrate respect for children's rights within their corporate social responsibility commitments. UNICEF will also expand its collaboration with the media in order to influence its messages concerning the recognition of children

as dynamic forces in society who are worthy of respect and bear rights. Knowledge of these issues will be enhanced by requesting children's own opinions.

41. UNICEF will support Government actions to obtain and improve knowledge on the situation of children's rights in Chile and other countries.

Child protection

42. The process of bringing legislation and policy in line with the provisions of the Convention on the Rights of the Child has been initiated. Changes have been made to laws and policies ranging from guardianship issues to comprehensive protection, yet society's views of children and adolescents make it clear that paternalistic and authoritarian attitudes prevail and are expressed in acts of violence and deprivation of liberty and in the lack of participation mechanisms. There are still some social policies which establish institutional guardianship as the primary measure to protect children whose rights have been violated.

43. This component will focus on three critical issues:

- (a) Improving mechanisms for the guarantee and respect of children's rights;
- (b) Bringing the national legal and institutional framework in line with international treaties;
- (c) Reducing the levels of family and institutional violence against children.

44. UNICEF will promote the establishment of systems to continuously monitor respect for children's rights; carry out activities to promote children's rights; and strengthen national and local capacity to ensure that such rights are guaranteed and respected. UNICEF will provide technical assistance for the preparation of national statistics on the criminal justice system for minors, which serve as indicators of whether adolescent offenders are able to exercise their rights effectively. Technical assistance will also help to identify the needs of the most vulnerable children and introduce innovations into subnational efforts to prevent violations of children's rights and protect children. The following results are expected for 2016: (a) establishment of an independent, inter-agency system for oversight of detention centres for minors; (b) an increase in the number of alternative penalties to deprivation of liberty; and (c) establishment and strengthening of diverse subnational programmes to promote and protect children's rights.

45. UNICEF will provide technical support to counterpart officials and agencies on: (a) reforming the system to create two distinct institutions, one to protect children, under the jurisdiction of the Ministry of Planning, and the other to serve the criminal justice system, under the jurisdiction of the Ministry of Justice; (b) drafting an act on the comprehensive protection of children's rights; (c) increasing public regulations and institutions for the promotion and protection of children's rights; and (d) establishing an effective specialized criminal justice system for adolescents (ages 14-18). UNICEF will also support analysis and implementation of the recommendations of the Committee on the Rights of the Child, including: (a) establishing legislation that prohibits and penalizes all forms of corporal punishment; (b) creating an independent institution to advocate for children's rights; and any other recommendations issued by the Committee in its future reports on Chile.

46. The following results are expected by 2016: (a) establishment of institutions for rights protection and criminal accountability in line with the Convention on the Rights of the Child; (b) reduction in the institutionalization and detention of

children; (c) increase in the provision of family counselling and support; (d) increase in the social reintegration rates for adolescent offenders.

47. UNICEF will collaborate with national institutions to strengthen their capacity to reduce the rates of child abuse. The fourth Study of Child Abuse will be prepared. The following results are expected by 2016: (a) establishment of women's help centres and shelters that offer prevention programmes to help children from families that have experienced violence; (b) implementation of protocols to address child sexual abuse, ill treatment and gender-based violence; and (c) establishment of mechanisms to prevent sexual abuse in schools.

48. UNICEF will strive to strengthen the country's capacity to protect non-national children (immigrants, asylum-seekers, refugees and victims of international trafficking), particularly in terms of their rights to protection, health, education, nationality and family reunification. UNICEF will support the collection of information for the design of adequate public policies to integrate these children into Chilean society. Support will be offered in creating a regulatory framework that guarantees that non-national children are included in the system for comprehensive protection of children.

49. UNICEF will support Government efforts at emergency preparedness, including ensuring that the rights of all children living in Chile are respected and guaranteed in emergency situations. It will also support Government efforts to communicate successful experiences with policies on children and adolescents, as well as Government initiatives to gather information on the experience of other countries in guaranteeing and protecting children's rights.

Relationship of the Programme to national priorities and areas of cooperation in the UNDAF 2011-2014

50. The Programme for Cooperation was prepared in consultation with the major counterpart agencies of UNICEF and is in line with the common country assessment and the activities of United Nations agencies as described in the UNDAF. The following issues were considered when drafting the Programme: (a) Government needs in terms of support to achieve the Millennium Development Goals (MDGs); (b) the results of the UNDAF evaluation; and (c) the need to coordinate with the Economic Commission for Latin America and the Caribbean (ECLAC) to avoid duplication of efforts.

Relationship of the Programme to international priorities

51. The Programme for Cooperation 2012-2016 is in line with the MDGs, in particular with regard to reducing poverty, guaranteeing universal primary education, preventing maternal and infant mortality and preventing HIV/AIDS. The Programme follows closely the priorities established in the UNICEF medium-term strategic plan for 2006-2013: the first component of the Programme is in line with focus areas 1, 2 and 5 of the plan, and the second component is in line with focus areas 4 and 5.

52. Preparations of the Programme for Cooperation gave special consideration to the recommendations issued in 2002 and 2007 by the Committee on the Rights of the Child, Convention No. 169 of the International Labour Organization (ILO) (Convention concerning Indigenous and Tribal Peoples in Independent Countries) and the Educational Goals for 2021 agreed to by the Organization of

Ibero-American States for Education, Science and Culture (OEI) at the twentieth Ibero-American Summit.

Cross-sectoral costs

53. The costs of the Programme, support staff and technical assistance, including costs involving more than one programme component, will be covered, in addition to UNICEF expenses related to Programme implementation and planning, follow-up and evaluation activities.

Major partnerships

54. UNICEF will maintain and strengthen its current partnerships with counterpart government agencies, centres of expertise, civil society and non-governmental organizations, faith-based organizations, the media and private sector institutions. Activities will be closely coordinated with ECLAC, the United Nations Development Programme (UNDP), the United Nations Educational, Scientific and Cultural Organization (UNESCO), the United Nations Population Fund (UNFPA), the Pan-American Health Organization (PAHO)/World Health Organization (WHO), the Joint United Nations Programme on HIV/AIDS (UNAIDS) and ILO. The primary programme counterparts will be the Ministries of Planning, Justice, Health, Women and Education. UNICEF will maintain its cooperation agreements with the Carabineros de Chile, the Office of the Public Prosecutor, the Office of the Ombudsman, the Congress and the Supreme Court. In addition, UNICEF will maintain its official relationship with the Government via the Ministry of Foreign Affairs.

Monitoring, evaluation and programme management

55. Upon initiating the Programme for Cooperation, UNICEF and its counterparts will gather a set of basic reference data on the status of children's rights among the poorest quintile of the population in approximately 10 per cent of the country's districts. This will facilitate the measurement of progress in this group in relation to the rest of the country. The UNICEF Integrated Monitoring and Evaluation Plan will guide Programme monitoring and evaluation.

56. Chile is a member, along with other countries, of the Southern Cone Processing Centre, which conducts administrative, financial and human resources management activities. It is an efficient structure which generates savings in operational costs.

57. In order to facilitate local fundraising, UNICEF, in its capacity as an entity of the United Nations, signed a revision to the Basic Cooperation Agreement with the Government of Chile, which is currently mutually in force. The tax benefits afforded for donating to social causes, as provided in Chilean legislation, may now be afforded to persons and institutions that donate to UNICEF.