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Country programme document

Uruguay

Summary

The country programme document (CPD) for Uruguay is presented to the Executive Board for discussion and approval at the present session, on a no-objection basis. The CPD includes a proposed aggregate indicative budget of \$3,400,000 from regular resources, subject to the availability of funds, and \$19,600,000 in other resources, subject to the availability of specific-purpose contributions, for the period January 2027 to December 2030. The budgeted regular resources will be generated locally.

*E/ICEF/2026/25.

Note: The present document was processed in its entirety by UNICEF.



Programme rationale

1. Uruguay is approaching an inflection point in advancing the rights of children and adolescents, where further progress will depend on how effectively social services address, in an integrated manner, persistent and emerging challenges. Sustained progress will also depend on the capacity of society to foster more protective environments for children.
2. As a high-income country with well-established institutions and a comprehensive policy framework, the challenge of Uruguay lies not in expanding services, but in ensuring that policies translate into sustained results for children facing complex and interconnected forms of deprivation that remain inconsistent with the country's level of development. To address these challenges, the UNICEF country programme will focus on strengthening system effectiveness, influencing policy implementation and mobilizing society to achieve impact at scale.
3. UNICEF plays a strategic role as a knowledge and innovation partner, supporting the design and scaling of integrated solutions, convening actors across sectors, and contributing to evidence-informed policy processes. UNICEF also supports the country's commitment to generate and share solutions to complex child-related challenges, helping translate national experience into practical knowledge that can inform policies and contribute to regional and global agendas for children.
4. The Government of Uruguay has formally requested continued UNICEF engagement through a new country programme for the 2027–2030 period. This engagement of UNICEF in Uruguay operates through a self-funded programme based on locally mobilized public and private resources. The approach ensures financial sustainability, while enabling the country office to contribute to the generation of flexible funding that supports UNICEF programmes both in Uruguay and globally.
5. Uruguay, a country of around 3.5 million people, of whom 22 per cent are children,¹ has maintained a stable macroeconomic context supported by strong institutional foundations. However, economic growth has remained modest in recent years, and progress in reducing poverty and inequality has been limited. Despite the country's high-income status, child poverty remains consistently higher than that of other population groups. Around 4 in 10 children live in households affected by monetary or multidimensional poverty.² Poverty rates among children are twice as high as those of adults,³ a pattern that has remained unchanged for over a decade. While 16.6 per cent of the total population lives in monetary poverty, the rate reaches 27.3 per cent among children under 6 years of age, compared to only 6.0 per cent among those aged 65 years and over,⁴ underscoring the disproportionate burden of poverty on children. Deprivations are interrelated and often rooted in family-level conditions, affecting children's educational attainments, access to care, well-being, and future opportunities.
6. Uruguay has made significant public investment in social sectors and built a well-established social protection system. According to the latest data available,

¹ Uruguay, National Institute of Statistics (INE), "Population projections: 2025 update", 17 July 2025 [in Spanish], available at <https://www.gub.uy/instituto-nacional-estadistica/proyeccionesrev2025>.

² UNICEF Uruguay, "Two new measures of poverty. What does each one measure?" 19 May 2025 [in Spanish], available at <https://www.unicef.org/uruguay/infancia-en-datos/pobreza-infantil/dos-nuevas-mediciones-de-pobreza>.

³ Uruguay, INE, "Estimation of poverty using the income method: Year 2025" [in Spanish], available at <https://www5.ine.gub.uy/documents/Demograf%C3%ADayEESS/HTML/ECH/Pobreza/2025/Informe%20pobreza%20Anual-2025.html>.

⁴ Ibid.

public social spending represented 25.6 per cent of the gross domestic product (GDP) in 2023.⁵ However, its distribution reveals a structural gap to the detriment of children and adolescents, as only 5.7 per cent of GDP is directed to children, according to the latest estimation of distribution by age group.⁶ While social protection plays an important role in mitigating poverty, its impact remains constrained by coverage gaps and fragmentation across programmes. Limited interoperability among information systems, weak coordination and case management, and insufficient use of data and evidence hinder effective identification, monitoring, and response to the evolving needs of children and families.

7. Education is a key pathway to break the intergenerational cycle of poverty. While access to education is nearly universal in early grades, significant challenges persist in retention, progression and learning outcomes. Many children and adolescents experience delays, repetition or early disengagement along their trajectories. Only 53.2 per cent of adolescents complete upper secondary education,⁷ with wide disparities by socioeconomic status. Learning outcomes remain uneven, with only 44 per cent of students aged 15 years of age achieving minimum proficiency in mathematics and 60 per cent in reading and science.⁸ Three out of four students experience chronic absenteeism, and according to the Organisation for Economic Co-operation and Development, Uruguay is among the top three Latin American countries with the highest levels of absenteeism.⁹ These challenges are exacerbated by limited coordination of support to students at risk of disengagement across education, social protection and other services, limited early identification and support mechanisms, and insufficient use of data to support students' progress.

8. Mental health and psychosocial well-being are critical dimensions of children's developmental pathways. In Uruguay, one in four adolescents reports feelings of sadness or low well-being.¹⁰ In fact, adolescent suicide rates are among the highest in the region, along with Guyana and Suriname.¹¹ Exposure to poverty and violence

⁵ Uruguay, Ministry of Social Development (MIDES), "Public social expenditure (current pesos): Total and by function", no date [in Spanish], available at <https://www.gub.uy/ministerio-desarrollo-social/indicador/gasto-publico-social-pesos-corrientes-total-funciones>; Central Bank of Uruguay, "GDP by expenditure approach at current prices", available at <https://www.bcu.gub.uy/Estadisticas-e-Indicadores/Paginas/Anuales-preliminares.aspx>.

⁶ Uruguay, MIDES and UNICEF, *Public Social Spending in Uruguay: Distribution by Age, with a Special Focus on Children* (Montevideo, 2022) [in Spanish], available at https://bibliotecaunicef.uy/opac_css/doc_num.php?explnum_id=330.

⁷ Betania Ávalos and others, *Report on the State of Education in Uruguay*, vol. 1 (Montevideo, National Institute for Educational Evaluation, 2026) [in Spanish], available at <https://www.ineed.edu.uy/images/ieeu/2023-2024/Informe-estado-educacion-Uruguay-2023-2024-Tomo1.pdf>.

⁸ Laura Noboa and Paola Cazulo, *Uruguay in PISA 2022. Volume 1: Educational Achievements, Their Evolution and Their Context* (Montevideo, National Administration of Public Education, 2023) [in Spanish], available at https://pisa.anep.edu.uy/sites/default/files/Recursos/Publicaciones/Informes/2022/2025/ANEP%20Informe%20PISA%202022_Vol%201%20Logros%20educativos%2C%20su%20evoluci%C3%B3n%20y%20su%20contexto.pdf.

⁹ Santiago Cardozo, *Absenteeism in Lower Secondary Education: A Problem that Threatens Educational Progress* (Montevideo, Asociación Pro-Fundación para las Ciencias Sociales and UNICEF, 2025) [in Spanish], available at https://bibliotecaunicef.uy/opac_css/doc_num.php?explnum_id=343.

¹⁰ Cecilia Cristar and others, *An Overview of Mental Health and Psychosocial Well-being Among Adolescents and Young People aged 16 to 19, Based on the ENAJ Youth Panel* (Montevideo, National Institute for Adolescence and Youth and UNICEF, 2023) [in Spanish], available at <https://www.gub.uy/ministerio-desarrollo-social/sites/ministerio-desarrollo-social/files/documentos/noticias/Panoarama%20salud%20mental.pdf>.

¹¹ World Health Organization (WHO), "Suicide rates, crude, (per 100 000 population), 10-year age groups", Global Health Observatory, available at [https://www.who.int/data/gho/data/indicators/indicator-details/GHO/suicide-rates--crude--\(per-100-000-population\)-\(sdg-3.4.2\)--10-year-age-groups](https://www.who.int/data/gho/data/indicators/indicator-details/GHO/suicide-rates--crude--(per-100-000-population)-(sdg-3.4.2)--10-year-age-groups) (accessed 20 April 2026).

affects emotional development and learning, while gaps in equitable access to mental health services and fragmented responses across social sectors limit timely and coordinated support to children, adolescents and their caregivers.

9. A major unresolved challenge for the realization of children's rights in Uruguay is violence against children and adolescents. It remains widespread and deeply embedded across home, school and community settings. In a survey conducted by UNICEF in 2025, 4 in 10 children aged 2–14 years reported having been subjected to violent discipline in the previous month.¹² Sexual violence presents particularly critical patterns, with 7 in 10 reported sexual crimes involving victims under 18 years of age,¹³ and girls representing 8 out of 10 victims, most often occurring in domestic settings. An estimated 33 per cent of children live in households where violence against women by partners or other family members has been reported.¹⁴ Uruguay registers the second highest rate in the region of women killed by a current or former partner.¹⁵ These challenges are further exacerbated by conditions within local communities, including the presence of illicit activities, which heighten children's and adolescents' exposure to violence and increase their risk of recruitment by criminal groups.

10. Within the protection system, Uruguay continues to rely heavily on residential care. The country's rate of 321 institutionalized children and adolescents per 100,000¹⁶ is significantly above the regional average of 86, with an average stay of nearly four years in such institutions, reflecting prolonged periods outside the family environment. These statistics point to persistent gaps in prevention, early detection, family support and access to timely, child-sensitive justice.¹⁷

11. The persistence of these challenges reflects structural bottlenecks in how systems operate in practice. While Uruguay has a broad and mature institutional framework, responses remain fragmented across sectors, with limited coordination between protection, education, health, justice and social protection services. This affects the continuity and effectiveness of interventions, particularly in complex cases requiring sustained support over time. Constraints in the use of interoperable data systems, uneven articulation between national and subnational levels, and the persistence of social norms that normalize violence and inequality, further limit the effectiveness of prevention, protection and response efforts.

¹² UNICEF Uruguay, *Violence Against Children and Young People in the Home: Survey on the Prevalence of the Use of Violent Discipline and Exposure to Violence Against Women During Childhood and Adolescence* (Montevideo, 2025) [in Spanish], available at https://bibliotecaunicef.uy/opac_css/doc_num.php?explnum_id=353.

¹³ Uruguay, Ministry of the Interior, "The Ministry of the Interior presents the main indicators of domestic and gender-based violence", 21 November 2025 [in Spanish], available at <https://www.gub.uy/ministerio-interior/comunicacion/noticias/ministerio-del-interior-presento-principales-indicadores-violencia-domestica>.

¹⁴ Uruguay, MIDES and National Advisory Council for a Life Free from Gender-Based Violence, *Second National Prevalence Survey on Gender-Based and Intergenerational Violence* (Montevideo, 2019), available at <https://www.gub.uy/instituto-nacional-estadistica/comunicacion/publicaciones/encuesta-nacional-prevalencia-violencia-basada-genero-generaciones-evbvgg>.

¹⁵ 1.1 deaths per 100,000 women. United Nations Uruguay, *Uruguay Gender and Generations Profile* (Montevideo, 2025), available at https://uruguay.un.org/sites/default/files/2025-03/ES-PerfilGenero-UY_21Mar25.pdf.

¹⁶ UNICEF, "Children in alternative care", UNICEF Data, available at <https://data.unicef.org/topic/child-protection/children-alternative-care/> (accessed 20 April 2026).

¹⁷ Institute of Children and Adolescents of Uruguay, "From evidence to commitment", 2 October 2025, available at <https://www.inau.gub.uy/novedades/noticias/item/4149-presentacion-del-informe-sobre-la-situacion-del-sistema-de-proteccion-de-las-infancias-y-adolescencias-en-uruguay>.

12. Uruguay has one of the most advanced normative frameworks on gender equality in the region. However, significant gaps persist in implementation, with structural inequalities disproportionately affecting women and girls, particularly those in vulnerable situations. The unequal distribution of unpaid care work and limited access to care services constrain women's economic participation and contribute to the feminization of poverty.

13. Children with disabilities and Afro-descendant children face significant and intersecting forms of exclusion. An estimated 2.9 per cent of children and adolescents live with a disability, 50 per cent of whom are in households with unmet basic needs, and experience persistent disadvantages in education and access to services.¹⁸ Afro-descendant children are also disproportionately affected by poverty (41.6 per cent in monetary poverty, versus 25.0 per cent in other children), reflecting broader structural inequalities. These patterns are further compounded by territorial disparities, particularly affecting children in regions neighbouring the border with Brazil, and the periphery of the metropolitan area of Montevideo.

14. Finally, climate change is increasingly affecting children and adolescents in Uruguay, exacerbating vulnerabilities linked to the concentration of poverty in childhood. Children, especially the most vulnerable, are more likely to live in areas exposed to floods, droughts and extreme weather, and in housing with limited capacity to withstand shocks, with impacts visible in health, water and food security, access to sanitation services, and educational continuity, including during events such as the 2023 water crisis affecting children in Montevideo and surrounding urban areas, and the protracted drought in rural areas since October 2022. These risks are compounded by uneven resilience across households and communities. While Uruguay has strong institutional frameworks and response capacities, gaps in coverage, access and coordination mean that children in situations of poverty, particularly in rural and marginalized areas, are less able to withstand and recover from shocks.

15. In a high-income context, accelerating results requires a shift towards strengthening system performance, policy implementation and societal engagement. The 2021–2025 country programme evaluation conclusions show that the impact of UNICEF has been strongest when leveraging its technical credibility, institutional neutrality and public trust to influence public policy, and broker partnerships across Government, civil society and the private sector, enabling progress on complex and sensitive agendas. Second, the evaluation recommends moving beyond isolated sectoral interventions towards systemic and integrated policy responses, centred around persistent child poverty and structural inequalities and highlighting the need to support intersectoral coordination – particularly at the territorial level – and policy solutions that address interconnected drivers of vulnerability, including income insecurity, caregiving burdens, exposure to violence, climate-related risks, and barriers to accessing services.

Programme priorities and partnerships

16. Responding to the Government's request for continued UNICEF engagement, the Uruguay country programme 2027–2030 adopts a model designed to accelerate impact by strengthening how systems deliver results for children and by fostering societal support for child rights. It focuses on two interrelated priorities: reducing multidimensional child poverty, and preventing and responding to violence.

¹⁸ Mariana Cabrera, *People with Disabilities in Uruguay: Prevalence and Gaps in Access to Rights Based on the 2023 Census* (Montevideo, UNFPA, UNICEF and MIDES, 2025) [in Spanish], available at <https://www.unicef.org/uruguay/infancia-en-datos/Personas-en-situacion-de-discapacidad-en-Uruguay>.

17. These priorities are grounded in an approach centred on the development pathways of children and their families, addressing the structural drivers that shape their opportunities and well-being. UNICEF will support the Government in improving how social policies reach the most vulnerable families, particularly female-headed households with children, especially where gaps in universal coverage persist. The focus will be on strengthening coordination across institutions, improving the use of territorial and administrative data to identify service gaps, and promoting preventative and integrated responses that address poverty and violence concurrently.

18. Building on its convening power and technical credibility, UNICEF will align its advocacy, communications, partnerships and social mobilization efforts around a clear and compelling vision that underscores the central importance of children's rights. UNICEF will also promote the meaningful participation of children and adolescents in shaping, advancing and sustaining this agenda. This will strengthen policy influence while fostering positive social norms, behaviours and public engagement in support of children. This approach will be supported by a more agile and efficient operating model focused on areas of highest added value: thought leadership, advocacy, innovation and partnerships.

19. A distinct feature of the country programme is its support to the country in generating and sharing responses to complex challenges affecting children through the development, validation and scaling of innovative, integrated policy solutions. This includes documenting and exchanging effective family-centred policies, including digital approaches, as well as promoting the responsible use of technology to improve public service delivery, advance equity, and better respond to the needs of children.

20. This programme model reinforces a shift in the role of UNICEF towards a platform for influence, knowledge generation, partnerships and resource mobilization. It is aligned with the core objectives of UNICEF engagement in high-income countries, namely supporting Governments to address remaining child rights challenges, leveraging national capacities to advance child rights globally, and mobilizing locally generated resources to support UNICEF programmes worldwide.

21. The country programme was developed through consultations with the Government, United Nations entities and partners, with the engagement of adolescents and young people. It aligns with national priorities, particularly as set out in the National Budget Law 2025–2029, including strengthening the social protection system to reduce poverty and inequality, improving security and social cohesion, and accelerating inclusive and sustainable economic growth. It contributes to the achievement of the 2030 Agenda for Sustainable Development and will support the implementation of the Convention on the Rights of the Child, including through contributions to the upcoming reporting cycle in 2027. The programme is aligned with the United Nations Sustainable Development Cooperation Framework 2026–2030 (UNSDCF), particularly its focus on social cohesion, care and coexistence, inclusive and sustainable development, and effective and participatory governance, including efforts to address violence.

Multidimensional poverty

22. The first programme component focuses on ensuring that children and adolescents and their families, particularly those in situations of greatest vulnerability, benefit from a more equitable, integrated and efficient social protection system. Such a system expands opportunities and strengthens children's development pathways, as a basis for breaking the intergenerational transmission of multidimensional poverty. It aligns with national priorities set out in the National Budget Law 2025–2029 on strengthening social protection to reduce poverty and inequality, and contributes to

UNSDCF strategic priorities 1, 3 and 4 on strengthening social protection and basic social services, advancing integrated public policies and enhancing the influence of Uruguay in international policy agendas.

23. First, UNICEF will support the strengthening of national capacities to design public policies aimed at reducing multidimensional child poverty and related inequalities, with a focus on improving the efficiency and equity of resource allocation. This includes providing technical assistance to develop integrated information systems and coordination mechanisms across programmes delivering cash transfers and family support services, including the care system, enabling improved tracking of family trajectories and case referral. UNICEF will also support the generation and use of child-focused data, particularly administrative and territorial data, to inform timely and evidence-based decision-making. In addition, it will co-design, technically support and evaluate the implementation of a behavioural policy laboratory to test and scale innovative approaches, support the operationalization of child-focused budget markers to strengthen analysis of public investment in children, and promote innovative financing models, including with the private sector, to mobilize additional resources for reducing multidimensional poverty.

24. Second, UNICEF will support stronger coordination between social protection policies and the education system to improve the inclusion, learning outcomes and educational pathways of children and adolescents at greatest risk of exclusion, contributing to their transition to employment and to breaking the intergenerational transmission of poverty. This includes strengthening integrated information systems on absenteeism, disengagement and learning, linked with social sector data, to improve the capacity of technical teams and schools to design and adjust responses. UNICEF will also support interventions to prevent chronic absenteeism and early dropout, including strengthening early warning systems, individualized pedagogical responses and referrals to social services where barriers extend beyond education. In addition, UNICEF will provide technical assistance for the design and implementation of evidence-based solutions to improve foundational learning, relevant skills and digital competencies, and will support partnerships between the education system, the private sector and communities to strengthen school-to-work transitions.

25. Third, UNICEF will support a more integrated and intersectoral response to mental health and psychosocial well-being for children, adolescents and caregivers in situations of multidimensional poverty. This includes strengthening the integration of mental health into sectoral policies and services – including health, education, social protection, child protection and employment – and providing technical assistance to expand access to mental health promotion, prevention and care. UNICEF will also support behaviour change strategies to address stigma related to mental health, and providing technical assistance for the expansion of the “Ni Silencio Ni Tabú” governmental programme at national level, reinforcing its components on adolescent participation and the generation of spaces for expression and agency. In addition, UNICEF will support the documentation, evaluation and positioning of this programme as a regional reference, and facilitate its adaptation to other contexts.

26. Finally, UNICEF will contribute to strengthening the engagement of society and the private sector as co-responsible actors in promoting and protecting children’s rights and reducing child poverty. To this end, UNICEF will promote an integrated strategy of information, communication and advocacy, which includes the development of reliable information platforms on children, strengthening media partnerships and monitoring misinformation to improve the quality and visibility of child-related issues in the public agenda. UNICEF will also support integrated communication and social mobilization strategies to increase awareness, understanding and commitment to children’s rights, including through citizen

participation mechanisms and territorial networks. In addition, UNICEF will strengthen the meaningful participation of children and adolescents in decision-making spaces. It will also expand partnerships with the private sector to raise awareness of the impact of business practices on children, promote responsible conduct, and mobilize resources and expertise in support of children's well-being.

Violence

27. This programme component focuses on ensuring that children and adolescents live in safer and more protective environments. It aims to strengthen child protection and justice systems to prevent and respond more effectively to violence across all settings, including gender-based violence and its intergenerational transmission. It also supports sustained progress in transforming social norms and behaviours that perpetuate violence. The programme component contributes to national priorities on improving security and social cohesion, and aligns with UNSDCF strategic priorities 1, 3 and 4 on social cohesion, care and coexistence, strengthening institutions and governance, and promoting multilateralism.

28. First, the programme component will focus on the strengthening of national capacities to guarantee the right of children and adolescents to live in family environments, including through the consolidation of family-based care as an alternative to institutionalization, and the advancement of deinstitutionalization processes. This includes technical assistance for the development of integrated data and case management systems within the special protection system to improve the tracking of children's developmental pathways, and support for the design and implementation of new coordination models between justice and social policies and territorial services to prevent family separation. UNICEF will support the scaling of family-based alternative care policies, the expansion of the National Programme for Supported Transition to Adulthood, and the development of non-institutional mental health services. These efforts will be complemented by advocacy and communication to advance normative and cultural change in support of the right to live in family environments.

29. Second, UNICEF will support the strengthening of intersectoral responses to violence against children and adolescents, improving prevention, response and reparation in a timely manner and without revictimization. This includes supporting with technical assistance the design and scaling of a National Intersectoral Case Management System, interoperable across the protection, justice, health, education and other relevant sectors, to enable early risk identification, monitoring of trajectories, and improved decision-making. UNICEF will also provide technical assistance to strengthen the tools and capacities of front-line actors working on child-related policies to address gender-based violence and violence against children, and will co-design training programmes for judges, public defenders and prosecutors. Furthermore, UNICEF will further support the development of protective environments in communities affected by high levels of violence, including during emergencies. It will also help strengthen accessible and confidential reporting mechanisms, as well as independent monitoring systems for violence in institutional settings.

30. Finally, UNICEF will support the transformation of social norms and practices that perpetuate violence and discrimination against children and women, by strengthening the role of families, communities, institutions and the private sector as key actors in preventing violence towards children. This includes developing strategic partnerships with a range of actors, including businesses, sports organizations, cultural institutions, the education system and community centres, to promote protective environments. UNICEF will also support evidence-based social and

behaviour change strategies to challenge norms that legitimize violence, including gender-based violence, corporal punishment and stigma. In addition, it will support advocacy efforts to strengthen legal and policy frameworks in line with children's rights and promote the development of tools for families and caregivers to encourage non-violent and positive parenting practices. UNICEF will continue to systematically monitor the situation of children who are particularly vulnerable to violence, including adolescents deprived of liberty, children living in residential care or mental health institutions, and children who are migrants or have disabilities, while also supporting the development and implementation of child-friendly justice approaches to ensure their effective access to rights, protection and remedies.

Programme effectiveness

31. Programme effectiveness will support the efficient and effective design, management and coordination of the country programme. It will support all programme outcomes, with programme planning, budgeting, monitoring, evaluation and reporting, evidence-based advocacy and communication activities on child rights issues, social behaviour change, cross-sectoral programmatic issues such as gender equality, leveraging international financial institutions, and public and private partnerships.

32. UNICEF will diversify and continue building on its long-standing partnerships with national authorities, United Nations agencies, international financial institutions, the private sector and civil society. Effective collaboration with United Nations agencies, through outcome result groups, will broaden space for UNICEF to scale up its contributions to achieving countrywide priorities and a sustainable development agenda for children, while UNICEF remains committed to preventing and responding to sexual exploitation and abuse across all programme interventions, in line with UNICEF policies and United Nations standards.

33. Effective programme implementation and the achievement of results at scale will be supported by a set of cross-cutting priorities, including aligning advocacy, communication, partnerships and resource mobilization around shared objectives for children's rights; integrating social and behaviour change approaches to promote positive social norms; supporting the development, documentation and systematic sharing of scalable policy innovations; strengthening the role of Uruguay as a contributor to regional and global learning on children's rights; and integrating climate- and risk-informed approaches to enhance the resilience and sustainability of systems.

Summary budget table

<i>Programme component</i>	<i>(In thousands of United States dollars)</i>		
	<i>Regular*</i> <i>resources</i>	<i>Other</i> <i>resources</i>	<i>Total</i>
Multidimensional poverty	850	11 000	11 850
Violence	850	6 900	7 750
Programme effectiveness	1 700	1 700	3 400
Total	3 400	19 600	23 000

* The budgeted regular resources will be generated locally.

Programme and risk management

34. This country programme document summarizes UNICEF contributions to national results. The programme is aligned with UNSDCF. It is the principal mechanism for accountability to the Executive Board for results alignment and resources assigned to the programme at the country level. The responsibilities and accountabilities of managers at the country, regional and headquarters levels are defined in the policies and procedures regarding the organization's programmes and operations.

35. The achievement of country programme results may be affected by the financial and economic context, which could limit fundraising, technical assistance and government allocations for social development. Although Uruguay has achieved economic progress, it remains exposed to volatility. Mitigation measures include risk-informed planning, sustained engagement with national partners, strengthened advocacy to protect investments in children and adolescents, and continued implementation of an innovative resource-mobilization strategy, while enabling flexible and targeted technical support in areas of highest added value.

36. To ensure the quality and effectiveness of programme results, UNICEF will apply risk-informed programme management and regularly identify, monitor and assess programmatic, operational and financial risks. In the Uruguay context, key risks relate to persistent fragmentation across institutions affecting the coherence and effectiveness of public responses. UNICEF will mitigate these risks by strengthening the use of evidence, data and analysis to inform policy decisions and public debate; supporting improved coordination across institutions and systems; and reinforcing its programmatic collaboration with United Nations agencies and international finance institutions.

37. Additional risks include disruptions caused by climate-related and other shocks, as well as potential changes in the availability or prioritization of national resources that may affect support to programme priorities for children. The programme will address key risks affecting children and UNICEF operations, including natural hazards, climate change, environmental degradation and other threats to business continuity. UNICEF works in close coordination with the National Emergency System, and will respond as required in situations where children are affected by emergencies. Risks related to the local fundraising environment, emergencies, office greening and staff changes will be systematically monitored and managed through the UNICEF enterprise risk management framework.

38. The programme will be implemented and monitored in collaboration with the Government of Uruguay under the coordination of the Uruguayan Agency of International Cooperation (AUCI), and in partnership with government institutions, civil society, academia, the private sector, multilateral and bilateral development agencies, and United Nations agencies, within the UNSDCF framework. UNICEF will continue to participate fully in the United Nations country team monitoring and evaluation task force and, in partnership with the Resident Coordinator and AUCI, facilitate UNSDCF monitoring and evaluation.

Monitoring, evaluation and learning

39. Monitoring of the country programme will be anchored in the results and resources framework, with a focus on tracking progress in reducing disparities, improving the effectiveness of integrated responses for children, and producing evidence of the programme's contribution to public policies and systems changes (as recommended by the country programme evaluation). UNICEF will prioritize strengthening the use of administrative and territorial data to better understand the

situations and trajectories of children and their families, and to inform timelier and coordinated policy decisions.

40. UNICEF will also support efforts to improve data integration and use, governance and analytical capacity across sectors to improve child rights-monitoring. This includes promoting the interoperability of systems and the practical use of data for planning, budgeting, evaluation and programme adjustment, as well as supporting the development of digital tools and platforms that enhance the availability and use of evidence for decision-making.

41. Learning will be a central component of the programme, with an emphasis on generating and applying evidence to inform public policy and improve implementation. UNICEF will support the documentation and validation of innovative and integrated policy approaches, including the technical contribution of UNICEF to change, while supporting the country in sharing its experience in addressing complex child-related challenges. This includes facilitating the exchange of knowledge within the country and with regional and global partners, including international finance institutions and the United Nations system, and supporting the adaptation of effective approaches across contexts.

42. UNICEF, together with academia and government entities, will develop and implement an evaluation plan to provide evidence and recommendations for strengthening public policies and evaluation capacity, as well as to contribute to monitoring progress towards national priorities and UNSDCF outcomes.

Annex

Results and resources framework

Uruguay – UNICEF country programme of cooperation, 2027–2030

Convention on the Rights of the Child: Articles 2–6, 9, 12, 18–21, 24–28, 34, 37, 39, 40 National priorities: National Budget Law, priorities 2–3 Sustainable Development Goals: 1–8, 10, 11, 13, 16–17
United Nations Sustainable Development Cooperation Framework (UNSDCF) outcomes involving UNICEF: 1.1 By 2030, the coverage, quality, equity and sustainability of the social protection system and services in health, education, housing and food will be improved, with particular attention to women, children, adolescents and youth, as well as other groups in situations of vulnerability, in order to reduce poverty in all its dimensions and structural inequalities 1.3 By 2030, normative frameworks, public policies and State practices promote sustained social change towards the elimination of discrimination in its multiple forms, including those based on gender and diversity, age, ethnicity and race, disability, territory, migration status and situations of homelessness. 3.1 By 2030, the branches of government, at national and subnational levels, have strengthened their capacities to design, implement and evaluate integrated, participatory and evidence-based public policies, with territorial, intersectional, human rights, gender and generational approaches, as well as a focus on innovation 3.2 By 2030, institutional design has been strengthened to ensure social cohesion, prevent and address violence (particularly against women and children), enhance security, and improve access to justice 4.1 By 2030, government institutions strengthen the positioning and influence of Uruguay in international agendas, particularly in areas related to peace, sustainable development, human rights and equality
Related impact results of the UNICEF Strategic Plan, 2026–2029: 3–4

UNSDCF outcomes	UNICEF outcomes	Key progress indicators, baselines (B) and targets (T)	Means of verification	Indicative country programme outputs	Major partners, partnership frameworks	Indicative resources by country programme outcome: regular resources (RR), other resources (OR) (in thousands of United States dollars)		
						RR	OR	Total
1.1, 3.1, 4.1	1. By 2030, children and adolescents and their families, particularly those in	Percentage of children and adolescents that live in household deprived in the social protection dimension of the	Continuous household survey	1.1 By 2030, the Government of Uruguay has strengthened capacities to design, update and coordinate public policies	Ministry of Social Development (MIDES); Ministry of	850	11 000	11 850

UNSDCF outcomes	UNICEF outcomes	Key progress indicators, baselines (B) and targets (T)	Means of verification	Indicative country programme outputs	Major partners, partnership frameworks	Indicative resources by country programme outcome: regular resources (RR), other resources (OR) (in thousands of United States dollars)		
						RR	OR	Total
	situations of greater vulnerability, benefit from a more equitable, integrated and efficient social protection system that expands their opportunities and strengthens their developmental pathways as a basis for breaking the intergenerational transmission of multidimensional poverty.	Multidimensional Poverty Index Total B: 17.6% T: 10.0% Male B: 18.1% T: 10.0% Female B: 17.0% T: 10.0%		aimed at reducing multidimensional poverty and the inequalities affecting children and their families, with more efficient and equitable resource allocation, and generating innovative public policy models with national scope and potential for adaptation to other contexts. 1.2 By 2030, social protection policies and the education system are better coordinated to improve the inclusion, learning outcomes and educational pathways of children and adolescents at greater risk of exclusion, supporting their transition to employment and contributing to breaking the intergenerational transmission of multidimensional poverty. 1.3 By 2030, more children and adolescents in situations of multidimensional poverty or at risk of experiencing it, and their caregivers, access integrated services for the promotion, prevention and care in mental health and psychosocial well-being, as part of a comprehensive and intersectoral response to the deprivations affecting their developmental pathways and opportunities. 1.4 By 2030, society as a whole and the private sector	Economy and Finance; Office of Planning and Budget; National Administration of Public Education (ANEP); Ministry of Education and Culture; Ceibal Educational Innovation Centre; National Youth Institute; Ministry of Public Health; Institute for Children and Adolescents of Uruguay (INAU); National Youth and Adolescence Institute; National Institute of Statistics (INE); United Nations agencies: ECLAC, IOM, UNDP, UNFPA, UN Women, WHO; Development Bank of Latin America and the Caribbean (CAF), Inter-			
		Percentage of young people aged 21–23 years who have completed upper secondary education, by gender Total B: 53.2% T: 75% Male B: 48.1% T: 70% Female B: 58.4% T: 80%						
		Gap in upper secondary completion among young people aged 21–23 years between the lowest and highest income quintiles B: 61.3% T: 54% Programme areas where UNICEF advocacy resulted in changes in						

UNSDCF outcomes	UNICEF outcomes	Key progress indicators, baselines (B) and targets (T)	Means of verification	Indicative country programme outputs	Major partners, partnership frameworks	Indicative resources by country programme outcome: regular resources (RR), other resources (OR) (in thousands of United States dollars)		
						RR	OR	Total
		policies, laws, regulations or budgets B: 1 T: 3 Number of children and adolescents reporting access to mental health and psychosocial support services (MHPSS) Total B: 20 000 T: 45 000 Male B: 6 000 T: 22 500 Female B: 14 000 T: 22 500	Internal contribution reports MHPSS programme administrative records	expand their engagement as co-responsible actors in promoting and protecting children's rights, generating partnerships, commitments and active social demand in support of the well-being of children and adolescents and the reduction of child poverty.	Amerian Development Bank (IDB), World Bank; civil society; private sector			
1.3, 3.2, 4.1	2. By 2030, children and adolescents live in safer and more protective environments, with strengthened protection and justice systems that prevent and respond more effectively at the territorial level to violence across all settings, including gender-based violence and its intergenerational transmission, alongside sustained	Percentage of children in conflict with the law subject to diversion or non-custodial measures Total B: 63% T: 72% Male B: 60% T: 70% Female B: 91% T: 95%	Juvenile Criminal Justice Indicators Platform	2.1 By 2030, the Government strengthens the capacities of protection and justice systems and normative frameworks to guarantee the right of children and adolescents to grow up in a family environment, including through the consolidation of family-based care as an alternative to institutionalization and the adaptation of institutional mechanisms for deinstitutionalization.	INAU; MIDES; Office of the General Prosecutor; Supreme Court of Justice; ANEP; National Human Rights Institution; Ministry of Interior; Ministry of Health; National Woman Institute; Comprehensive System for the	850	6 900	7 750
		Percentage of children in family-based care of the total number of children	Population Studies and Projects – INAU	2.2 By 2030, State institutions, including the justice system and actors at				

UNSDCF outcomes	UNICEF outcomes	Key progress indicators, baselines (B) and targets (T)	Means of verification	Indicative country programme outputs	Major partners, partnership frameworks	Indicative resources by country programme outcome: regular resources (RR), other resources (OR) (in thousands of United States dollars)		
						RR	OR	Total
	progress in transforming the social norms that perpetuate it.	in all forms of formal alternative care Total B: 62.7% T: 70% Male B: 62.5% T: 70% Female B: 63.0% T: 70%		the territorial level, implement intersectoral policies and strategies for the prevention, response and reparation of violence against children and adolescents in a timely manner and without revictimization. 2.3 By 2030, families, communities, institutions and the private sector strengthen their capacities to adopt practices and behaviours that reject social norms perpetuating violence and discrimination against children, promoting increasing social mobilization in support of the rights of children and adolescents.	Protection of Children and Adolescents against Violence; United Nations agencies: IOM, UNDP, UNFPA, UN Women, WHO; CAF, IDB, World Bank; civil society; private sector			
		Percentage of children aged 2–4 years old subjected to violent discipline Total B: 47% T: 35% Male B: 50% T: 35% Female B: 44% T: 35%	Survey on Nutrition, Child Development and Health					
		Index of attitudes towards gender equality and openness to diversity in secondary school students Total B: 49 T: 54 Male B: 46	National Institute for Education Evaluation					

UNSDCF outcomes	UNICEF outcomes	Key progress indicators, baselines (B) and targets (T)	Means of verification	Indicative country programme outputs	Major partners, partnership frameworks	Indicative resources by country programme outcome: regular resources (RR), other resources (OR) (in thousands of United States dollars)		
						RR	OR	Total
		T: 51 Female B: 52 T: 57						
	3. The country programme is effectively coordinated and managed to achieve expected programme results.	TBC		1. Programme coordination 2. External relations 3. Planning, monitoring and evaluation 4. Communication, advocacy and partnerships 5. Cross-sectoral themes		1 700	1 700	3 400
Total resources						3 400	19 600	23 000