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Innocenti Occasional Papers

INNOCENTI OCCASIONAL PAPERS
DECENTRALIZATION AND LOCAL GOVERNANCE SERIES, NUMBER 9

**THE DECENTRALIZATION OF
THE NATIONAL PROGRAMME OF ACTION
IN FAVOUR OF CHILDREN IN CHILE**

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DLG 9

November 1994

This paper forms part of the background documentation for a UNICEF-ICDC study on "The Decentralization of the National Programmes of Action", under the direction of Carlos Castillo.

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The views expressed in this paper are those of the authors and do not necessarily represent the views of the UNICEF International Child Development Centre.

The implementation and decentralization of the National Programme of Action in Favour of Children in Chile have been largely an effort of the Ministry of Planning and Cooperation and the Chilean regional governments in a process of close cooperation with UNICEF. In addition, due recognition should be given to the Ministry of Finance, which chaired the executive secretariat of the Interministerial Socioeconomic Committee—a Government intersectoral mechanism to steer social policy—and undertook the task of NPA formulation.

The creation of the NPA has been an integral part of the policy development and social statistics programme of the UNICEF country programme, under which umbrella UNICEF has supplied technical and financial support. The central Government and the regional governments have likewise used current resources in a joint effort with UNICEF that has evolved harmoniously.

This paper has been written on the basis of Government reports and documents and reports of the UNICEF Area Office in Santiago. An evaluation of the NPA carried out in January 1994 has also been used.

The authors wish to express grateful thanks to the Ministry of Planning and Cooperation for the data provided and UNICEF-Santiago staff for their comments. Special thanks are due to Juan Pablo Valenzuela, who has collaborated closely in the drafting of this paper.

Edited by Robert Zimmermann

ISSN 1014-7837

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EXECUTIVE SUMMARY

In terms of the well-being of children, Chile presents a picture of both clear opportunities and obvious constraints. During the last ten years, overall socioeconomic conditions in the country have improved significantly; the economy has been growing steadily at an average 6 percent per year, and the democratic system has been consolidated. There is a climate of stability in the pursuit of progress that has favoured the achievement of social goals.

Nonetheless, there are problems. Chile has a profound "dual" character. Poverty and prosperity exist side by side. The incomes of the rich have been rising, but a considerable proportion of the population—as much as one-third, of whom 51 percent are 0-to-18-year-olds—is still living in poverty.

The economic policy model which has been applied in Chile has been praised, for it has fostered low unemployment and inflation rates and significant discipline in the management of the fiscal budget and the foreign debt. However, the model has not permitted social issues to be addressed and cumulative social demands to be met. Income distribution has remained stagnant for three decades, and 20 percent of the population still accounts for about 60 percent of the national income.

According to conventional social indicators, Chile occupies a very high place among countries in Latin America. This has primarily been the outcome of public policies of the 1930s that possessed a marked orientation toward health care, education, housing and social security programmes. However, the disparities among municipalities and regions are vast.

The new Government has created the comprehensive National Programme to Eradicate Poverty to focus on enclaves of extreme underdevelopment. The programme is to be carried out in close association with a process of decentralization.

Problems such as child abandonment and abuse, AIDS, drug abuse, minors in conflict with the law and increasing ecological degradation due to the accelerated expansion of urban areas are now emerging in Chile. Nonetheless, the stable social, economic and political environment in the country represents an opportunity to implement policies in favour of children.

Decentralization is viewed as a process full of potential, especially for municipal governments, which are acquiring more power in determining local goals and are to benefit from more resources. However, municipal governments continue to experience difficulties because of their lack of capacity to respond to social sector needs. The lack of resources and technical and management capacities at the municipal level is a major obstacle to decentralization. Significant imbalances in development and revenue generation are evident among municipalities and regions, particularly in health care and education.

There has been a proliferation of agencies dealing with the problems of children. At times they have been implementing contradictory methodological approaches toward child issues. The diffuse sources of funding, the lack of consistent policies and the inadequate institutional framework also hinder initiatives aimed at children.

The Chilean National Programme of Action in Favour of Children has gradually become an integral component in social policy. Its future depends on the effective decentralization of planning mechanisms to the municipal and regional levels.

Eight Regional Programmes of Action for Children and Youth have been formulated, and a project for the implementation of municipal programmes of action is being supported by UNICEF. The main objective is the design of methodologies which will make it possible to employ fruitfully all the ingredients of decentralization, including analysis, programme design, advocacy, and monitoring and evaluation.

The NPA is a framework for the orientation of resource allocations by the Government, but it is also expected to stimulate private funding. The pace of the mobilization of interministerial initiatives and private funding has been slow. An immediate step should therefore be to promote such mobilization in favour of the NPA.

Decentralization has become closely linked to the concept of "regionalization", which is viewed as an instrument to tap local resources and reduce the disparities in development among regions. The NPA could become a focus in this effort, especially at the municipal level.

The key conceptual issue regarding the NPA and its potential contribution to child welfare in Chile is the necessity to place children at the centre of public policy.

I. INTRODUCTION

This paper provides an overview of the process of decentralization of the National Programme of Action in Favour of Children in Chile. It also addresses other issues pertaining to the situation in the country and the concept behind a national programme of action.

Significant strides were made in 1993 in securing institutional support for the National Programme of Action in Favour of Children (NPA) and placing it squarely on the agenda. In 1994 the new administration, which has only recently taken up the reins of government, has adopted the NPA and the Convention on the Rights of the Child as cornerstones among its priorities in the social sector. To a great extent the NPA is already a part of the vocabulary of key Government leaders.

The first set of issues that must now be confronted relates to the sustainability of the NPA within national life. The decentralization of a "national" programme involves by its very nature an effort to realize a framework which has been designed by central authorities on the basis of aggregate numbers and global viewpoints. The reconciliation of local and regional targets with goals which have been established for the country as a whole is the major task of the next phase of the decentralization of the NPA. Chile has a very long tradition of centralized government, but little experience with the deconcentration of political authority to municipalities and regions. Nonetheless, the Government is committed to decentralization and is expected to foster municipal and regional development.

The decentralization of the NPA must go hand-in-hand with the process of overall decentralization within the country. This represents a great opportunity, but also a difficult challenge because of the institutional changes and the resources which will be required.

In order to become credible and viable, a programme of action for the benefit of children, at whatever level, should involve the mobilization of the resources of society, including the government budget and the assistance of the private sector. It should be conceived so as to become a sustainable feature within the planning environment. Considerable awareness should be generated so that the programme of action does not become an approach imposed from the outside that will probably be abandoned as soon as the flow of external resources dries up.

Given the resources which are being made available for the social sector, it is highly unlikely that resource problems of this nature will occur in Chile. A more important problem is represented by the fact that most of these social sector resources are being used to provide assistance services. For example, surprisingly for a country with such a low infant mortality

rate, an average \$250 million are employed each year on supplementary feeding programmes. Thus, serious steps must be taken to adjust the policy environment so that the resources allotted to child programmes are applied so as to break down real barriers to improvement in the quality of life of children and eliminate the root causes of inadequate social development among children.

A second set of issues that must be confronted revolves around the highly skewed distribution of income and the very limited social mobility existing in Chile. The relatively good economic position, the high literacy rate and the social and political stability of the country belie the fact that there are wide disparities among families in terms of quality of life and access to services. At least one-third of the population is poor, and 9 percent is extremely poor. Moreover, poverty has a young face: among all 0-to-18-year-olds, 51 percent are living below the poverty line.

The attempt through an aggressive pattern of social expenditure—about 65 percent of all public expenditures—to reduce poverty and tackle the considerable number of problems associated with the degradation of urban areas, the disintegration of families and the abuse of children has evidently not been a total success. Though Chile spends \$6 billion per year on the social sector, planners and political leaders are showing signs of frustration and weariness with social policies which have not been working very well.

The Government has therefore made it extremely clear that the elimination of poverty represents the main challenge facing the nation. Thus, it has created the National Programme to Eradicate Poverty, which embraces special resource allocations, the establishment of annual targets and the creation of monitoring mechanisms. The Government has assigned the NPA a central place in this antipoverty programme.

A third set of issues concerns the changes in perception that are necessary within Chilean society in terms of the lives and aspirations of children. The belief is growing that the view adults have of children and society's treatment of children correspond very little with the expectations of children. In this sense, any analysis of the situation of children in a country like Chile demands uncommon care and a very open, flexible approach. Because of the profoundly dual character of Chilean society, in which a significant level of poverty exists side by side with rapidly increasing wealth, the task of analysing the real needs of children is an extremely complex one.

The decentralization of the NPA must therefore be seen as a process in which three key objectives are taken into account in social planning: improvement in the analysis and

conceptualization of the life of the child, enhanced management and the identification of new resources which can be employed for children, and the generation of greater awareness within communities and among local leaders of the changes which are necessary in society's perceptions of the quality of life of the child and the role of children in society.

II. CHILE: THE NATIONAL CONTEXT

Overview of the Country Situation

1. **Economic Trends.** It is widely recognized that there are two Chiles, one economically dynamic and successful and the other backward and struggling against unresolved social problems, all the optimistic social indicators to the contrary.

The positive features of the "dynamic" Chile are high economic growth (10.4 percent in 1992 and an estimated 4.5 percent in 1994), low unemployment rates (4.4 percent in 1992), low inflation rates, a sustained level of social expenditure and significant discipline in the management of the fiscal budget and the foreign debt.

The external response to the process of democratization in Chile has been hopeful and has led to several substantial bilateral and multilateral loans and aid donations. From 1990 to mid-1992 the country received over \$850 million through external cooperation. Ninety percent of these resources were used in the social sector and for infrastructure development.

Growing foreign commercial interest in Chilean products is likewise a result of external confidence in the country's development process. Exports rose by 12.3 percent during 1992. Protectionist policies in the European Economic Community and the US have not affected the Chilean export market to any significant degree. Progress has been made in recent years in diversifying exports and increasing the scope of value-added production, but Chile's dependence on a single major export product, copper, which accounts for 40 percent of the country's exports, remains a weak link in the economy. Thus, fluctuations in the international price for copper were the biggest threat to the Chilean export market in 1993.

This economic profile has meant that social issues and the social needs accumulated over a period of years have not been addressed in a steady, consistent fashion. This is evident in the large share of the population still living in poverty (32.7 percent in 1992) and the very unequal distribution of income, whereby 20 percent of the population absorbs 60 percent of

the income. This situation has shown little tendency to change over the last 30 years.

2. **Social Trends.** Chile occupies a very high place among countries in the region in terms of conventional social indicators. This has been the result primarily of the consolidation in the 1930s and later among those public institutions responsible for health care, education, housing and social security programmes. This consolidation has fostered a gradual improvement in social indicators over the decades.

However, these positive social indicators mask great disparities among the various parts of the country. These disparities reflect the "dual" character of economic and social structures in Chile. For example, most economic activity is concentrated in the capital, Santiago, to the detriment of the rest of the country. Social indicators measuring poverty, infant mortality, maternal mortality, nutrition, water and sanitation, and so on within the municipalities and regions show the disparities clearly.

Of the total population in 1990, 40 percent were living in poverty. The elimination of poverty therefore became a top priority of the Government. This led to more effective identification of the poorer segments of the population and improvements in the targeting of social expenditure. Serious efforts were undertaken to raise the standard of living. The endeavours of the Government, among others, reduced the number of the poor by 740,000 individuals by 1993. Nonetheless, of the total population of approximately 13 million, 32.7 percent are still living in poverty today.

The advance in living conditions among the poorest has been due in part to the growth in the minimum wage. When a new administration was elected in 1989, the minimum wage stood at \$67 per month. By 1993 it had risen to \$120 per month, indicating a real increase in purchasing power among the poor. Meanwhile, inflation was trimmed from 21.4 percent in 1989 to 12.2 percent in 1993.

3. **The Welfare of Children.** "The best and most profitable investment society can make is in children and adolescents, because it is through them that the reproduction of poverty from one generation to the next can be reduced. This is the area of investment that gives the best returns, because it is during childhood that many of the problems or deficits which will affect the child's well-being in the future can be prevented, dealt with and or overcome and a fuller development promoted" (Mideplan 1993a).

There are around five million 0-to-18-year-olds in Chile. Children and young people thus represent over 37 percent of the total population. According to the 1990 household survey (Mideplan 1993b), 80 percent of all children were living in urban areas. Sixty percent

of all children live in the three largest cities, Concepción, Santiago and Valparaíso. Of the total population of 0-to-18-year-olds, over one-half—51.4 percent or close to 2.5 million children—are living in poverty. Of these, 19 percent are living in extreme poverty.

Poverty among children therefore represents a very serious problem in Chile. If the development process is to become sustainable, a substantial investment in the socioeconomic welfare of children is urgent. Moreover, the investment must be focused. For example, while the infant mortality rate fell nationwide from 18.9 per 1,000 live births in 1989 to 14.3 per 1,000 in 1992, there are regions where the rate is still well above 20 per 1,000. Likewise, while child malnutrition dropped from 8.8 percent in 1982 to 6.9 percent in 1991, the figure remains closer to 10 percent in some rural areas.

Primary school enrolment rates are positive. Ninety-seven percent of all 6-to-14-year-olds are attending school, and for secondary schools the figure is 80 percent. However, at the preschool level only 23 percent of all under-6-year-olds are enrolled.

In Chile the issue now is not so much enrolment rates as the quality and relevance of the education system. This is crucial because of the desire to achieve a more egalitarian society, but also because education is linked intrinsically to the future of the country.

Fresh problems have been emerging in child welfare. This is to be expected given the modernization which has resulted from rapid economic growth and urbanization. The new problems include violence within families, child abuse, especially sexual abuse and child prostitution, abandoned children, drug abuse and the increasing degradation of the environment that directly affects the health and well-being of children.

It is hoped that the social policies of the Government of President Frei represent a major opportunity to place child welfare and the concerns of women onto the political agenda. Within the NPA, the achievement of the decade goals identified at the World Summit for Children held at the United Nations in September 1990 and the establishment of a "Charter for Children" to protect the rights of children in legal and administrative procedures are priorities.

4. **Political Trends.** The administration that assumed office in March 1994 is the second coalition Government—a centre-left coalition—since the end of the military regime in 1990. The present administration was elected by 58 percent of the vote, and polls show that the president now enjoys the popular support of 75 percent of potential voters.

A constitutional amendment permitting the removal of seven senators appointed by the military regime—a prerogative which has continually embarrassed the Government—and

the reestablishment of constitutional powers so that the president may name the chief of the armed forces continue to be the main political issues in the country. The uneasiness between the military and the Government that was a feature of the last administration is not expected to reappear so early in the new one. However, the issue of human rights continues to affect the relationship between the military and the civil authorities and between the supporters of the former military regime and the Government coalition. More recently a serious crisis has developed between one arm of the security forces and the Government because of the possible involvement of a chief of police in human rights violations.

Tensions are expected on the labour front, especially among workers in the vast health care and education sectors. Some political analysts believe that the previous Government was effective in maintaining economic growth and the social and political life of the country within the context of the constant pressure from the military. However, some also say that it put off the solution to too many problems.

Among the key challenges facing the present Government are constitutional reform, the reform of Government institutions, adjustments in the legal system, the maintenance of economic growth, a reduction in inflation to below 10 percent and the satisfaction of the needs of those groups which have not benefited from the economic upturn. The Government is committed to the elimination of poverty. Unemployment is down to about 4.5 percent. If economic growth is sustained, the production sector will be able to take advantage of a labour force which is expanding, not least because of the increasing participation of women.

The State and the Decentralization Process

The Chilean civil service has a long tradition, which is characterized by stability, particularly the permanence of public sector employment. The Government bureaucracy is huge, and its presence is felt in all areas of activity. Despite relatively low incomes and the difficulties of career advancement, it has a reputation as a kind and steadfast employer. The political right and the more neoliberal leaders would like to reduce it by up to one-third of its present size. Given the bureaucracy's long tradition, the people would probably not accept such a measure. On the other hand, the decentralization of the state is also seen as a means to cut the number of public sector workers in a decisive way. The challenge is therefore to carry out decentralization without disturbing the stable political environment.

State decentralization was initiated in Chile in the mid-1970s by the military regime.

The first step undertaken in the deconcentration of administrative and political power was "regionalization". Thirteen regions and 51 provinces were formed. The administrative and political leaders of these regions and provinces were named solely by the president.

This structure was maintained under the 1981 Constitution. However, the first democratically elected Government established a new regional framework in 1992. Regional development councils were created as the main policymaking entities in each region. Regional secretaries acted as representatives of the central administrative and sectoral authorities on these councils. The process was supported through appropriate resource allocations, and the National Fund for Regional Development was instituted.

The regional councils encouraged greater awareness of local realities. However, the lack of avenues and mechanisms for community participation and involvement in decisionmaking continued to represent a major barrier, since local governments were still controlled from above.

Regionalization was undertaken hand-in-hand with an analogous process of "municipalization", though this was carried out at a slower pace. The experience in governance of municipal authorities began to mature when the Law of Municipal Revenue was promulgated. The law permitted municipal authorities to generate their own financial resources. At the same time the Common Municipal Fund was established.

Municipal reforms in 1992 instituted the direct election of municipal authorities by local populations. This marked the beginning of a true process of decentralization. The reform measures specified that the administrative authority within each commune resides with the municipality. Municipal development councils were created, and municipal governments were assigned sole responsibility for construction, transportation, traffic control, sanitation, community development and urban planning. All other social sector services were to be managed in cooperation with the respective national-level service administrations.

The principal stumbling blocks which have been encountered in the decentralization of municipal government relate to the generation of resources and the lack of technical expertise in management and planning. The situation varies appreciably from one municipality to another depending on the ability to produce revenue and the extent of local development. Health care and education—precisely those areas of the social sector that are most closely linked to the NPA—appear to be suffering the most. On the other hand, the local capacity for decisionmaking has been enhanced, and there are now more opportunities for independent local analysis and the identification of truly local priorities.

III. THE NATIONAL PROGRAMME OF ACTION

The Experience of Chile with Child Rights

The Government ratified the Convention on the Rights of the Child on 14 August 1990 and prepared the first Chilean national report on the rights of the child in April 1993. A considerable number of nongovernmental organizations active in this field has been brought together under the umbrella association known as "GAN", the National Support Group for the Convention on the Rights of the Child. The initiatives of these organizations involve advocacy and some surveillance. The Catholic Church, through the agency known as "Social Pastoral", has organized awareness campaigns. More recently, with the assistance of Save the Children-Rädda Barnen (Sweden), Social Pastoral published a book on the Convention aimed at teachers in municipal school systems. Rädda Barnen is also involved in advocacy and other work in cooperation with several local organizations.

The legal system in Chile is somewhat archaic and outdated. With the help of its Americas and Caribbean Regional Office, UNICEF is developing a strategy to support the introduction of pertinent reforms in the legal framework so that child rights are recognized in the law. Despite these and other efforts, much remains to be done before the Convention becomes woven into the legal system and the spirit and ideals of Chilean culture and society.

Political Will and Involvement

Within the context of the specific realities of the country, the Government is committed to achieve the goals identified in the World Declaration on the Survival, Protection and Development of Children adopted at the World Summit for Children at the United Nations in September 1990. The main challenge in Chile is not only to achieve the NPA mid-decade goals, but also to maintain the current degree and quality of development among children. Thus, for example, it is essential to preserve the conditions which have allowed a reduction in infant mortality from 136 per 1,000 live births in 1950 to the present level of around 14 per 1,000. The cost of maintaining or improving the level of this and other indicators should be evaluated in terms of the amount of poverty that still exists.

The Government's focus on economic growth and macroeconomic stability has been accompanied by the maintenance of expenditures in the social sector. The volume of these

expenditures has been consistent with existing needs. The expenditures are considered especially as an investment in human resources and the promotion of the capacities of poor individuals and communities.

Despite the steady commitment to social development and equality, substantial differences remain among municipalities and regions. These differences are rendered obvious by local and regional indicators of infant mortality, nutrition, school performance and other determinants of development that appear satisfactory at the national level. This means that the targeting of social programmes must be enhanced in order to create greater equality of opportunity and favour the least well-off in society. Likewise, the problems which most affect children are no longer due so much to a lack of coverage among the major social services (except in preschool education), but rather to imbalances in quality and equity.

The Government and the opposition recently reached an agreement on taxes that is to run during the next four years. The agreement will permit the maintenance of social sector expenditures in order to keep social indicators at their present levels and, at the same time, allow new problems to be tackled that are not covered through traditional social policy but that are nonetheless especially relevant for children and young people. Though the agreement is only partial and has been realized after tough negotiations, it demonstrates that the consensus is significant and the acceptance widespread among political leaders that the state must play an active role in the social sphere. Such a consensus is a prerequisite for the implementation of the NPA and the attainment of economic growth with equity and justice.

Though the climate is good for achieving political consensus on social priorities, particularly in terms of the investment in children and adolescents, there is considerable diversity among the potential methodological approaches and sources of financing. If the NPA is to become a viable part of national life, it must be supported by a wide variety of funding sources and an appropriate level of coordination among many different institutions.

There is a very strong feeling that the time is ripe for a Government policy for children. The lack of a policy for children and the inadequacy of the public sector institutional framework for the implementation of social policy in general are evident in the difficulties which arise whenever public institutions attempt to deal with emerging family and community problems, as well as in the low level of participation in public sector social programmes by potential users and the private sector, despite the efforts undertaken to encourage such participation. The challenge is to modernize and decentralize the state, diversify services, strengthen private and nongovernmental initiatives and recognize the

social and regional diversity of the new problems, which relate more directly to the quality of life of children and adolescents than to their survival.

The Formulation of the NPA

1. **The NPA Formulation Process.** The NPA document was drafted in 1992 by a team of 23 experts in 12 fields. The drafting process was financially supported by UNICEF, which also reviewed the work in progress, and was coordinated by the executive secretariat of the Interministerial Socioeconomic Committee, which is chaired by the undersecretary for finance. A situation analysis was also undertaken for each relevant sector.

The president released the NPA document to the 13 regional governors in April 1993.

NPA management is being carried out by the Ministry of Planning and Cooperation (Mideplan), which is also the main Government contact point for the UNICEF country programme in Chile. In 1993 Mideplan assigned to an interministerial committee the task of ensuring intersectoral coordination and monitoring for the NPA. The new Government, which took office in March 1994, has created official "priority groups" to oversee the institutional aspects of the NPA.

The NPA experience during 1993 included the establishment of the programme at the regional level through the formulation of Regional Programmes of Action for Children and Youth. These programmes were drawn up by regional teams which were supported by experts who were paid through UNICEF.

Also during 1993 a brochure about the NPA and its goals was produced, and the preparation of two documents on methodology was begun, one on decentralization and the establishment of separate goals for each sector at the municipal and regional levels, and a second on NPA monitoring at the regional and national levels.

Decentralization. The future of the NPA in Chile depends to a great extent on the degree of real decentralization achieved within the programme. The planning mechanism must be located at the municipal and regional levels.

Regional programmes. Eight regional programmes have thus far been produced. Only one has been formally approved by the appropriate regional development council. Such approval is a requirement. It is expected that the other programmes will be approved soon.

Municipal programmes. Global UNICEF Funds (SAFLAC) have been assigned to a special project for the decentralization of the NPA that was submitted by the Government

and the UNICEF Area Office in Santiago. The project has a municipal focus and is being integrated within the National Programme to Eradicate Poverty. The main objective of the project is the development of methodologies to make it possible to employ effectively all the ingredients in a process of decentralization, including analysis, programme design, the identification of targets, advocacy, planning, monitoring and the evaluation of municipal programmes with a view to the particular policies and characteristics of a region.

Goals. The Chilean NPA includes 35 core goals and about 70 supporting goals or subgoals in ten different sectors. A very marked sectoral approach is evident in the programme, though numerous sectors and issues are addressed. Thus, for instance, issues like nutrition and child rights fall within the scope of several sectors. This diversity of issues and institutions means that the implementation of the NPA and the monitoring of progress toward the achievement of the NPA goals are somewhat complex.

Monitoring the NPA. A decentralized system for the efficient collection of quantitative and qualitative data on the situation of children and youth within regions has been developed. The impact of public and private social initiatives on standards of living among under-18-year-olds will be monitored through the system.

A system for periodically monitoring the progress of the programme at the regional and national levels is being established through the use of "sentinel sites", which will permit a rapid assessment of the situation. The system will rely on the collection of relevant data at service delivery points (the sentinel sites), such as schools and health care centres, that serve under-18-year-olds. At the same time data on the efficiency and effectiveness of social programmes will be obtained through surveys of beneficiaries and other local community members. The system will focus on data on health, nutrition, education, child rights and emerging issues which are not covered by traditional means.

The implementation of the monitoring system has taken more time since so much attention had to be paid in 1993 to the creation of the institutional framework for the NPA and the effort to win over political leaders and the public. Moreover, the management structure of the NPA at the national level is barely in place, and this has affected the establishment of the monitoring system.

NPA management. The implementation of the NPA is being managed through the Social Policy Section of the Social Division of Mideplan. A team leader and six professional staff members are responsible for the three main components of the NPA: decentralization and follow-up, monitoring, and communications and advocacy. The Social Policy Section acts

as a management unit in dealings with the regional planning offices, which are in charge of implementing the NPA in the regions. An interministerial committee for the NPA was set up in November 1993 and has met once.

No organizational flow chart exists for the NPA at the national level. This vacuum has hindered monitoring, intersectoral coordination, regular reporting and the provision of more systematic assistance to the regions.

Communications and advocacy. Mideplan has developed a strategy for the spread of information on the NPA that relies mainly on radio broadcasts and the distribution of written material. The strategy has also included the creation of an NPA logo, which appears on all written material. This awareness campaign, which was undertaken especially during the first half of 1993, is now being reevaluated and will be adjusted as necessary.

Among the initiatives undertaken to stimulate interest in the NPA have been a project to create a "parliament of children" and a ceremony at the Chamber of Deputies to launch Government participation in the NPA that involved hundreds of children.

Due to the awareness campaign, the Chilean Association of Insurance Companies—an extremely important and powerful private sector business lobbying group—has developed a clear interest in taking part in specific child-related activities for the NPA.

UNICEF support. UNICEF has assisted in the formulation of the NPA at the national level, the spread of information among political leaders and technical and financial experts, the process of NPA decentralization and the drafting of six regional programmes. It has offered advice in the development of methodologies for NPA decentralization and the establishment of the NPA monitoring system. Through the UNICEF country programme in Chile, UNICEF has also provided particular support in the areas of education, health care and children in especially difficult circumstances.

Conclusions. The NPA has gradually gained the support of the political leadership in Chile. This is demonstrated by the fact that the NPA figures prominently in the programme of the new coalition Government. However, while an institutional framework has been created for the implementation of the NPA, the NPA has not yet become an integral part of the planning process in the social sector.

The number of NPA goals is excessive. This means that, for the monitoring system alone, a vast amount of data must be collected and a large number of institutions in numerous sectors must be involved. Because of this, Mideplan may be unable to carry out effectively its functions as the NPA coordinating agency. Priorities ought therefore to be set.

2. **The Contribution of the NPA to Government Programmes.** Because of the level of social expenditures and the nature of the social services system in the country, the NPA can act as a framework for the allocation of Government financial resources for the benefit of children. Moreover, the NPA is supposed to be a policy and planning tool. However, after one-and-one-half years of effort, the amount of time required to mobilize the various ministries and other institutions behind NPA initiatives within individual sectors is still too great. This problem in NPA decentralization and implementation must be resolved, especially in sectors such as health care, education, water and sanitation, and nutrition.

The NPA monitoring system can help measure service performance in the various sectors. The system used to monitor the progress of efforts to achieve the NPA mid-decade goals can stimulate greater coordination among Government agencies. The NPA mid-decade and year 2000 goals could also be integrated into the overall social policy framework. Because of the good quality of social sector statistics in Chile, the establishment of an effective monitoring and evaluation system on NPA initiatives at the municipal and national levels should be relatively straightforward. Likewise, the process of NPA decentralization and implementation should enhance the evaluation of social sector statistics.

3. **Institutional Coordination.** Coordination at the national level among the institutions involved in the NPA has been sporadic. The two institutions which have worked together the most closely in activities related to the Convention on the Rights of the Child have probably been Mideplan and the National Service for Minors. The coordination between Mideplan and other institutions in NPA monitoring activities has been constant, especially in health care, nutrition and education. As a result of the preparation of a country nutrition policy paper as part of the follow-up to the World Conference on Nutrition held in 1992, coordination in the area of nutrition has been particularly productive.

4. **Innovative Options for Resource Generation for Children.** The Government has developed a strategy to attract financial support from the private sector for various programmes. It is employing this strategy within the context of the National Programme to Eradicate Poverty, for which substantial contributions from the private sector are anticipated in the areas of education, training and management.

Discussions with various private sector representatives were held in 1993 with a view to obtaining financing for specific NPA initiatives. Because of the recent change in administrations, these activities have been curtailed somewhat. The effort to attract financing for the NPA will have to be examined in light of the National Programme to Eradicate

Poverty, which is to be the focus of most socioeconomic policy undertakings. (Estimates of the financial resources required for the NPA are outlined in Annex 1, page 26.)

5. **Key NPA "Actors".** The key actors in the NPA in the public sector have been the Ministry of Finance, which oversaw NPA formulation; Mideplan, which is responsible for NPA implementation; the Ministries of Public Education and Public Health, because of their importance in their respective sectors, and the National Service for Minors and the Ministry of Justice with regard to the Convention on the Rights of the Child. Nongovernmental organizations have also become associated with the NPA, especially the umbrella association "GAN", the National Support Group for the Convention on the Rights of the Child, which undertakes advocacy work on child rights. Among multilateral organizations, the UN Development Programme has indicated some interest in becoming more actively involved in the NPA. Though its specific role has yet to be defined, this is a positive sign. (A list of the organizations involved in the NPA can be found in Annex 2, page 27.)

The NPA and the National Programme to Eradicate Poverty

The decentralization and implementation of the NPA will be carried out in coming years against the backdrop of the National Programme to Eradicate Poverty, which is being created by the administration as a cornerstone of its social policies. The NPA will form an integral part of this national programme. The administration has declared that children are the main focus of the programme because 51.4 percent of 0-to-18-year-olds are living in poverty. It has expressed alarm at the deterioration in the quality of education and public health care services, as well as at the erosion in standards of living, particularly in urban areas, and the ill effects of this on the role of the family.

The National Programme to Eradicate Poverty is being drawn up by a commission which will coordinate interministerial efforts. An interministerial committee chaired by the president has been created. The minister of planning and cooperation will have overall responsibility for the programme. All elements of society, but especially the private sector, have been invited to participate. The programme is to be launched at the end of 1994. It will have clearly defined targets which will be set by region and, within each region, by province.

Within the context of its support for social policy development and the NPA, UNICEF has been asked to supply technical and financial assistance for the National Programme to Eradicate Poverty. It has made a commitment to play an active role in those programme

areas related to the quality of life of children and championed the idea that children should be a major focus of the programme. The NPA will form an integral part of this strategy.

The Secretariat for Regionalization of the Ministry of the Interior is also involved in the process of government decentralization and the enhancement of the capacities for governance of the municipalities and regions. Chile has traditionally been a highly centralized country, with the Metropolitan Region (Santiago) typically absorbing around 40 percent of all national income. The Government is committed to employing significant resources to reverse this trend. The main role of the Secretariat for Regionalization is to develop plans and allocate resources to strengthen regional governments.

The new administration has been establishing mechanisms to promote coordination at all levels. A close partnership between Mideplan, which is in charge of the National Programme to Eradicate Poverty and the NPA, and the Secretariat for Regionalization is essential in this since the objectives of eradicating poverty, improving the welfare of children and strengthening local government are tightly intertwined.

IV. THE EXPERIENCE OF CHILE WITH DECENTRALIZATION

While planning and decisionmaking have historically been functions of central Government entities in Chile, the concept of the decentralization and deconcentration of political and financial power toward the provinces is closely linked to the concept of "regionalization".

In Chile the idea of shifting authority to local governments grew out of the popularity in Latin America of a regional development model used by the Roosevelt Administration in the US in the 1930s, the most typical example of which was the Tennessee Valley Authority (TVA). Examples of the application of this model in Latin America are the Corporación del Valle del Cauca in Colombia and the Corporación de la Guayana in Venezuela (Boisier 1990).

Demands for deconcentration and decentralization and for a solution of the problem of the unequal development among regions have been heard in Chile for several decades. In the 1940s and 50s attempts were made to apply the TVA model, but the economy of the country was based too firmly on central planning, and significant Government intervention hindered any progress in regionalization. The efforts of the 1950s to decentralize authority to the regions were only half-hearted. Then, as a result of a national emergency caused by an earthquake, the Alessandri Administration (1958-64) restructured the Ministry of Economy

and created in each province a committee for the economy and reconstruction. However, these committees were never coordinated and virtually disappeared. Subsequently, laws and policies which included some transfer of authority were adopted for particular commodities or to help individual provinces in unusual situations. Such was the case of the Copper Law, the Board for the Progress of Arica and the Magallanes Corporation (Galilea 1990).

A landmark in the process of regionalization was the promulgation in 1966 of a law which created a special entity, the Office for Development and Planning. Twelve regions, including the Metropolitan Region (Santiago), were established at that time. Subsequently in 1974 the military regime created 13 regions by redividing two large provinces. To support regional development, the military regime also formed a regional planning unit, a national fund for regional development and a secretariat for regional government (Boisier 1990).

Three distinct concepts—regionalization, deconcentration and decentralization—are deeply intertwined in Chile within the central idea of a development which is more symmetric and equitable.

Regionalization is a method to redistribute the powers of government through a focus on the integral development of each region.

Deconcentration denotes the transfer of decisionmaking authority from a higher level to a lower level of government administration.

Decentralization entails the recognition by the Government that some entities and organizations which do not depend directly on the state possess authority in certain matters. These entities and organizations have their own legal mandates, budgets and internal rules.

Chile's previous experiences involved some focus on regional development and the deconcentration of authority. Decentralization in Chile today is different in that it is viewed as an opportunity to open up new avenues for public participation and the achievement of a more equitable level of sharing. It is closely linked to the current process of democratization and social reconstruction that has followed a long period of extremely inflexible government.

Decentralization is also seen as an instrument for tapping all available resources and reducing the enclaves of marginality and poverty in the country. Municipalities are gradually acquiring the capacity to voice their needs and the power to collect their own revenues and increase their budgets. They are also forming umbrella organizations and are thereby developing a power base at the national level.

The NPA could benefit from the process of decentralization, particularly at the municipal level. If municipal programmes of action can become integrated into the process

of municipal planning and budgeting, then they would become a regular part of local initiatives (see later). Indeed, decentralization may represent a splendid opportunity to enhance the application of resources in favour of children at the local level.

V. THE DECENTRALIZATION OF THE NPA

The General Characteristics of NPA Decentralization

Municipal and regional targets for the NPA will be set by the respective authorities. There will be a high degree of independence. However, the extent to which the targets are ambitious will depend on the availability of resources and the management capacity of the municipal and regional governments. The mandates of the municipal and regional development councils have been established by specific laws passed in 1992 by the previous administration. These laws will probably be amplified by the current administration.

The initiatives of the central Government will be concentrated on the provision of technical assistance in analysis, monitoring and evaluation. Thus far, guidelines for programme design and monitoring have been prepared only for the regions.

The Dimensions of the Decentralization of the NPA

To fulfil the commitments made by the Government at the World Summit for Children, the Interministerial Socioeconomic Committee, which is chaired by the minister of finance, drew up the Chilean National Programme of Action in Favour of Children. The following basic goals were identified for the NPA.

- To render public sector social programmes aimed at 0-to-18-year-olds more coherent and consistent through better coordination among tasks and responsibilities.

- As part of a social policy framework designed to promote the responsibility and the capacities of society, to implement joint efforts involving the public and the private sectors.

- To foster a greater commitment to decentralization in order to reach specific Government goals in social policy that will only be possible through NPA regionalization.

Mideplan is the focal point for strategy decisions and management in the implementation of the NPA. Its role is to coordinate social policies in order to encourage a

new orientation in social expenditure and investment that brings into the development process the most vulnerable groups in the population. The strategy involves four interrelated areas: decentralization, follow-up, monitoring and awareness. Since 1992 several endeavours have been undertaken to make NPA activities and goals a priority for the Government and society. This should assure that the NPA can be achieved by the end of the decade.

1. **Decentralization and Follow-up.** During 1993 the main tasks were the establishment of the NPA institutional framework through a wideranging national campaign and the drafting and initiation of regional programmes which reflect the NPA goals and adapt them to the particular conditions of each region. Support was forthcoming for the regionalization of the NPA and for follow-up, monitoring and the spread of information within an overall context of decentralization. Regional governments are now expected to be able to raise fresh resources because of the Law on Regional Government and Administration, and these should be incorporated into regional strategies and budgets. As a result, the regional governments will be in a position to second the commitment of the national Government to the NPA by assigning priority in their strategies and budgets to investment in children and adolescents in the regions. This also represents an effective means of promoting regional development.

Follow-up measures to achieve the NPA goals for children will be incorporated into the system for the development and evaluation of Government social policy. As part of this system, which is under the direction of Mideplan, municipal-level sectoral baseline data are being established in education, health and nutrition for 1990. The aim of this exercise is to determine municipal baseline data for the monitoring of progress in achieving the NPA national goals, to identify the municipalities which are most at risk on the basis of these data, and to generate an evaluation of the effectiveness of the support programmes of the ministries concerned with social welfare in reaching the municipalities most at risk. Success in solving emerging problems—child rights, alcohol and drug abuse, intrafamily violence, child abuse, sanitation and the environment—will be evaluated regionally.

2. **Regional Programmes.** The NPA is a policy framework at the national level. The regional programmes which were prepared in 1993 were developed sector by sector but with an eye to a certain degree of integration.

3. **Examples of NPA Decentralization.** The country is divided into 13 regions. Eight regions have formulated programmes, and the remaining five regions are in the process of doing so. The eight programmes which have thus far been prepared are based on regional needs and involve goals which are specific to the particular region. Municipal programmes

are now emerging in each of these regions where regional programmes already exist. However, on their own initiative, some municipalities in the other five regions have also begun to design and implement programmes, though they can rely on no regional programme as a point of reference.

Galvarino in the De la Araucanía Region (IX Region) offers an example of a municipal programme which has emerged out of the regional planning process. In this commune, special care has been taken in analysis and diagnosis in order to address the real problems of the vulnerable among the child population. The municipality has been assisted by a regional planning team in the preparation of the analysis and programme document. The NPA involves specific targets, and the relevant targets have been integrated into the municipal programme. Since the very outset of the process of programme formulation, the regional governor and the mayor of Galvarino have provided their full support. The Galvarino Municipal Programme for Children now enjoys a nationwide reputation as a model for municipal programmes throughout the country.

A municipal programme has been developed in *La Florida* (Metropolitan Region), even though there is not yet a programme in the region. The municipal programme has been a spinoff of the Mayor's Initiative for Children Movement. Relying on the NPA as a framework for goals and sector priorities, the municipal programme has nonetheless been conceived on the basis of the local conditions and has depended on the enabling environment of the municipality in order to generate resources for child-related programmes and the establishment of local social policies.

The municipality views the programme as a local initiative for children and youth. The aims are to promote the Convention on the Rights of the Child, enhance the institutions working for children so as to increase service coverage and quality, develop specific projects to resolve the problems of the most vulnerable children, and promote participation and organization among children so that they may exercise their rights. The implementation of the programme is being monitored by a commission on the rights of children, which consists of representatives of all agencies working for children in the municipality, including UNICEF.

La Florida is one of the largest municipalities in Chile in terms of population (350,000 inhabitants). It is characterized by substantial demographic growth. The population is largely composed of lower income groups.

The programme in La Florida was undertaken in 1990. The initial emphasis was on the most vulnerable and the creation of a department for social development with a special

unit for children. Through the years the municipality has acquired a great deal of experience and is now prepared to take part in the forthcoming regional programme for children.

La Florida requests the funds needed for the programme from the central Government, but it also relies on local fundraising. Within certain limits the decentralization process underway in Chile will increase the municipal budget. However, in La Florida conditions have been appropriate for a multisectoral approach, and resources have become available through regular sectoral programmes.

4. **Awareness and Advocacy.** The principal objective in this area has been to spread awareness of the situation of children and adolescents in order to stimulate the involvement in the NPA of all relevant social "actors". Mideplan and the Secretariat for Communications and Culture, with the collaboration of UNICEF, are responsible for this component of the NPA. There is a particular emphasis on the local and regional levels.

To achieve this objective, an awareness campaign, which was begun in April 1993 and in which UNICEF is involved, is being conducted throughout the country by a professional agency. The aim of the campaign is to inform all sectors of society about the NPA and to encourage support for the fulfilment of the NPA goals. The campaign is targeted at leaders of public opinion and at decisionmakers at all levels of government and the private sector, including the media, private enterprises, nongovernmental organizations, universities and religious institutions. The campaign relies on radio broadcasts, direct mailings of explanatory material and an exhaustive programme of public events.

VI. FINANCING

Public Expenditure on Children

The costs of public programmes aimed at children have been provisionally reckoned in accordance with a 1992 law on public sector budgets. These calculations cover only net transfers to public institutions; they do not include the additional funding which is normally made available during the year. Significantly, this system tends to result in figures which are too low, because, for instance, export prices or inflation rates are underestimated.

Public spending on children accounts for 22 percent of the total budget for social expenditures. Since social expenditures represent about 65 percent of all Government

expenditure, public expenditure on children makes up approximately 14 percent of total Government expenditure (Mideplan 1992).

Estimate of the Funds Required for the NPA

Approximately \$736 million are estimated to be needed for the NPA from the beginning of 1992 until 1999 (Annex 1, page 26). This estimate corresponds only to fiscal expenditures; it does not include any eventual direct or indirect financing from the private sector or other sources. It represents the additional costs for child-related initiatives during 1992-9 over and above current expenditures in the social sector. The estimate is below the actual annual expenditures on children, especially because regional government outlays are not included. Thus, the figure of \$736 million is well below total social sector expenditures. Government social sector expenditures reached around \$6 billion in 1993, and in 1994 they are expected to be about \$6.5 billion. The \$736 million for the NPA is therefore a workable sum.

Moreover, since 1993 additional financing has been available for programmes aimed at children. This financing is supplied by the regional governments, which beginning in that year began to receive extra funds from the national Government in accordance with a new law on regional administration. The development of regional programmes for children has thus been given a boost. The funds are distributed through the National Fund for Regional Development and the Agreement on Planning and Sectoral Investment for Regions. Regional authorities are responsible for determining where to channel the fresh financing resources. In line with the new law, the level of these funds is to increase from year to year.

Methodologies are expected to be evolved over the medium term to establish the costs of regional programmes of action and gauge the cost-effectiveness of social programmes.

General Comments on Cost Estimates by Category

1. **Early Childhood Development and Preschool Education** \$174,251.8
Initiatives aimed at poor 2-to-5-year-olds and working women with children 0 to 2 years of age represent the key cost within this category. Knowledge of the actual cost per child makes it possible to estimate the funds which are required to achieve the goals in this area.
2. **Primary Education** \$82,298.5
The most important goals in this area are to increase the coverage of basic education, reduce

the number of dropouts and raise the efficiency of education programmes. The expenditure is directly related to subsidies which by law are redistributed to the various institutions.

3. **Mother and Child Health** \$29,223.5

An effort is being made to lower maternal and infant mortality rates further and improve other social indicators. This is being carried out through initiatives of the Ministry of Public Health that are being reinforced and enhanced, which naturally results in higher spending.

4. **Nutrition** \$48,134.5

The major goal is to bolster the realization and targeting of existing nutrition programmes of the Ministry of Public Health, especially the National Programme of Balanced Diets and others which involve children. The costs of these programmes per child are clearly stipulated in the relevant budgets.

5. **Tobacco, Alcohol and Drug Abuse** \$6,722.1

Fiscal expenditures in this area are calculated essentially on the basis of the cost of awareness campaigns, modifications in legal procedures, the control of sales and advertising, a support network for abusers and the promotion of sports and other alternative recreational activities.

6. **Child Abuse and Abandonment** \$4,477.8

Costs in this area have been estimated in accordance with the rise in the number of people being helped, the professional specialists required and the creation of new programmes designed to assist young people who are confronted by these kinds of problems.

7. **Handicapped Children** \$29,722.2

The costs in this area have been estimated on the basis of projects aimed at handicapped children, notably through subsidized special education programmes.

8. **Minors in Conflict with the Law** \$46,202.8

The costs have been estimated using the actual costs per child that the National Service for Minors incurs in carrying out its various programmes in this area.

9. **Water and Basic Sanitation** \$311,124.2

Initiatives in this area involve much more than the problems of children. The cost estimates are based on programmes which are carried out through the National Fund for Regional Development, the Programme for the Improvement of Neighbourhoods, the Programme for Safe Rural Drinking Water, and the Subsidy for Drinking Water and Sewage.

10. **The Environment, Children and Health** \$3,889.6

The real cost of fulfilling the goal of making the environment safe for children would probably be much higher than the estimates indicate.

Sources of Funding

Regional governments have three main sources of financing for the NPA: regional budgets, the funds coming through the Agreement on Planning and Sectoral Investment for Regions, and the programming agreements (Mideplan, forthcoming). Regional authorities will have ample power to draw up the regional government budgets, for which the major sources of financing are as follows.

- Regional revenue, which is obtained mainly from the deduction of 70 percent of the total income resulting from the issue of mining licences.

- The National Fund for Regional Development, which during 1993-4 is expected to grow by 25 percent more than the average growth in the annual public investment budget (not including the funds supplied through the Agreement on Planning and Sectoral Investment for Regions).

- State contributions, which cover the administrative costs of regional governments.

Clearly, regional autonomy in the development of programmes does not guarantee that planned initiatives will be undertaken. In the sphere of budgeting a regional government is merely another public institution which must compete for resources.

Nonetheless, the Agreement on Planning and Sectoral Investment for Regions is a new tool for regional participation in decisions on expenditures made by the sectoral ministries. The budget for regional outlays of this type are allocated by regional authorities for sectoral projects which comply with the criteria of the relevant ministry. In budgetary terms the funds are allocated as regional "investments" of the ministry. These allocations may cover financial feasibility studies, investment programmes and projects. Moreover, each region is able to allocate additional funds for projects it considers of special interest, or it may propose the transfer of resources among various investment programmes, or between such programmes and initiatives financed through the National Fund for Regional Development.

The programming agreements are arrangements between one or more ministries and one or more regional governments. The agreements define the actions to be carried out in implementing certain projects. They are commitments among various organizations to coordinate the realization of these projects. The existence of these agreements allows regional expenditures to be planned in a rational manner. This should contribute significantly to the efficiency and impact of social sector initiatives.

VII. CONCLUSIONS AND RECOMMENDATIONS

The Eradication of Poverty: The Framework for Socioeconomic Policy

1. The NPA and the process of decentralization must be integrated within the main current of Government policy. The Administration of President Frei is committed to the National Programme to Eradicate Poverty. This programme therefore represents an appropriate policy framework for the NPA.
2. The implementation of the NPA in municipalities will depend on the resources and technical capacities of municipal governments. The NPA should be implemented in stages on the basis of predetermined priorities and the careful selection of "pilot" municipalities.
3. Training in evaluation, costing and management should be an integral component in the process of decentralization.
4. Efforts to improve situation analyses and enhance advocacy should be continued so that the NPA will be relevant to the real needs of children.
5. The sustainability of the NPA within the existing institutional framework is necessary.
6. The social indicators employed must be comparable, and social statistics must be collected systematically.
7. Gender issues and the quality of the environment must become mainstream issues in social sector planning.
8. Planning should be realistic and in line with resource projections, and it should involve the participation of the private sector and communities; this is a key to sustainability.
9. Clear, quantifiable goals should be chosen, and the cost of achieving them reckoned.
10. Administrative costs must be reduced, and personnel and service capacity should be developed and expanded in a multifaceted way.

Policy Issues

Children must be placed at centre stage. For 50 years social expenditures in Chile have been remarkably consistent at a very high level. This has yielded tangible results in terms of lower child and maternal mortality, high rates of coverage among health care and educational services and widespread literacy among women.

However, in terms of the policies aimed specifically at women and children, especially

girls, the record of Chile is less noteworthy. There are significant contradictions in the institutional environment for the provision of assistance to children. All too often, children are viewed as a "problem", and the stress is on charity. (In Chile there are approximately 275 governmental and nongovernmental agencies dedicated to child welfare; 75 percent of these provide services for physically handicapped children.)

For the last three decades social theorists specializing in children have been debating whether a national policy for children is viable or useful. The fact remains that the Government has not developed such a policy, and the issue is not even on the agenda.

The NPA can be viewed as an attempt to fill this gap. Sensitivity to fresh approaches to child welfare has increased sharply as a result of the Convention on the Rights of the Child and the NPA. The Convention on the Rights of the Child is now seen as a major tool to redirect efforts in child welfare away from assistance toward more substantive issues such as quality of life, the cultural milieu and the attitudes of society.

ANNEX 1: AN ESTIMATE OF THE RESOURCES REQUIRED FOR NPA IMPLEMENTATION

(In 1,000s Of Dollars*, 1992-9)

	1992-3	1994-5	1996-7	1998-9	Total
Early childhood development & preschool education	17,718.2	33,122.2	52,352.2	71,059.2	174,251.8
Primary education	9,501.4	16,103.9	23,257.2	33,436.0	82,298.5
Mother & child health	6,226.1	6,989.9	7,760.6	8,246.9	29,223.5
Nutrition	6,333.0	10,162.3	13,976.6	17,662.6	48,134.5
Tobacco, alcohol & drug abuse	1,405.5	1,572.2	1,763.0	1,981.4	6,722.1
Child abuse & abandonment	844.5	1,011.1	1,201.9	1,420.3	4,477.8
Handicapped children	6,375.0	6,987.5	7,728.6	8,631.1	29,722.2
Minors in conflict with the law	3,850.0	8,983.3	14,116.7	19,252.8	46,202.8
Water & basic sanitation	61,781.1	74,137.3	88,964.8	86,241.0	311,124.2
The environment, children & health	812.1	1,037.2	1,125.3	915.0	3,889.6
Total	114,846.9	160,106.9	212,246.9	248,846.3	736,047.0

Source: GOC (1992).

* At an exchange rate of \$1 = 360 pesos.

ANNEX 2: AGENCIES PARTICIPATING IN THE NPA

Public Sector Entities and Nongovernmental Organizations, by Programme Area

1. *Early Childhood Development and Preschool Education.* Ministry of Public Education, Ministry of Public Health, municipal governments, National Association of Day Care Centres (JUNJI), National Association for Student Guidance and Scholarships (JUNAEB), National Society for Integrated Child Development (INTEGRA), other nongovernmental organizations.
2. *Primary Education.* Ministry of Public Education; the participation of municipal governments must also be taken into consideration due to their important role in public education.
3. *Mother and Child Health.* Ministry of Public Health; the participation of municipal governments must be taken into consideration due to their important role in public health.
4. *Nutrition.* Ministry of Public Education, Ministry of Public Health, municipal governments, National Association for Student Guidance and Scholarships (JUNAEB), National Association of Day Care Centres (JUNJI), National Service for Minors (SENAME), National Society for Integrated Child Development (INTEGRA), National Women's Service (SERNAM), Solidarity and Social Investment Fund (FOSIS), other nongovernmental organizations.
5. *Tobacco, Alcohol and Drug Abuse.* Ministry of Justice, Ministry of Labour and Social Security, Ministry of the Presidency, Ministry of Public Education, Ministry of Public Health, municipal governments, National Institute for Young People, National Organization for Sports, National Women's Service (SERNAM), other nongovernmental organizations.
6. *Child Abuse and Abandonment.* Ministry of Justice, Ministry of Public Education, Ministry of Public Health, police departments, including investigations and the prison system, National Service for Minors (SENAME), National Women's Service (SERNAM), other nongovernmental organizations.
7. *Handicapped Children.* Ministry of Justice, Ministry of Planning and Cooperation (Mideplan), Ministry of Public Education, National Service for Minors (SENAME), Solidarity and Social Investment Fund (FOSIS), universities, other nongovernmental organizations.
8. *Minors in Conflict with the Law.* Ministry of Justice, Ministry of Public Education, police departments, National Service for Minors (SENAME), Solidarity and Social Investment Fund (FOSIS).
9. *Water and Basic Sanitation.* Intendencia (regional mayors), Ministry of the Interior, Ministry of Public Health, Ministry of Public Works, sanitation service companies.

Nongovernmental Organizations with Child Programmes

Asociación Cristiana de Jóvenes (YMCA), Caritas Chile, Centro de Asistencia Técnica y Profesional (TIJERAL), Centro de Capacitación Técnica de la Mujer (CATEMU), Centro de Desarrollo de la Mujer (DOMOS), Centro de Estudios de Desarrollo y Estimulación Psicosocial (CEDEP), Centro de Estudios y Atención del Niño y la Mujer (CEANIM), Centro de Investigación y Acción en Salud Popular (CIASPO), Centro de Investigación y Desarrollo de la Educación (CIDE), Centro Ecuménico de Capacitación (CEC), Centro Nacional de la Familia (CENFA), Centro para el Desarrollo Forestal (CEDEFOR), Club Zonta (ZONTA), Comité de Servicio Cuáquero (CSC), Corporación de Ayuda al Niño Quemado (COANIQUEM), Corporación de Oportunidad y Acción Solidaria (OPCION), Corporación para la Nutrición Infantil (CONIN), Defensa de los Niños Internacional (DNI), EPES, Estudios Ancora (ANCORA), Fundación Ayuda Social Iglesias Cristianas (FASIC), Fundación de Los Sagrados Corazones, Fundación de Protección a la Infancia Dañada (PIDEE), Fundación Educacional E.CH.C. (FUNCASE), Fundación Hogar de Cristo, Fundación La Familia (LA FAMILIA), Fundación Miguel Kast Rist (FUNDACION), Fundación Nacional para el Desarrollo Integral del Menor (INTEGRA), Fundación San Pablo (FUNDACION), Grupo de Apoyo al Desarrollo Autogestionado (GRADA), Grupo para el Desarrollo de la Investigación en Salud (GREDIS), Instituto de Rehabilitación Infantil, Medicos del Mundo, Patronato Nacional de Infancia, PROEFA, Programa de Acción y Educación Materno Infantil (PAESMI), Programa Interdisciplinarios de Investigación en Educación (PIIE), Programa Poblacional de Servicios para Drogadictos (LA CALETA), Servicio para el Desarrollo de los Jóvenes (SEDEJ), Sociedad de Profesionales Credencia (CREDENCIA), Sociedad Interdisciplinaria para el Desarrollo (SOINDE), Tierra de Hombres (TIERRA), Vicaría Zona Norte Equipo Pastoral de Solidaridad (VICARIA ZN).

Major Government Programmes for Children

1. *The Ministry of Public Education.* The state is obliged to provide a free education system for the benefit of all.

- JUNJI, Junta Nacional de Jardines Infantiles (National Association of Day Care Centres), offers free childcare, including education services, food programmes and "social" guidance, for all children between the ages of 84 days and 5 years. Nationwide, 82,000 children are covered.

- INTEGRA, Fundación Nacional para el Desarrollo Integral del Menor (National Society for Integrated Child Development), offers free childcare for extremely poor 0-to-6-year-olds. Nationwide, 45,000 children are covered.

- The Programme to Improve the Quality and Equity of Education (Ministry of Public Education) has been integrated into the regular programmes of preschool, primary and secondary institutions. The programme is designed to expand the coverage and enhance the quality and equity of preschools and primary education. The programme involves studies aimed at the development of methods to improve secondary education. It also provides internal support for initiatives of the Ministry of Public Education.

- The objective of the Programme to Improve the Quality and Equity of Basic Education in Poor Areas (Ministry of Public Education) is to raise the standards of teaching and the learning process in schools in poor areas. The coverage is national.

- The goal of the Programme of Student Scholarships is to strengthen equity in education by furnishing financial aid directly to poor children at the preschool, basic and secondary educational levels. Examples of the assistance available are offered by the scholarship programme for indigenous groups, the President's Scholarship, the scholarships provided through Law No. 19,123, and a fund for the purchase of textbooks.

- The scholarships of JUNAEB, Junta Nacional de Auxilio Escolar y Becas (National Association for Student Guidance and Scholarships), are awarded based on need. JUNAEB also manages the Programme of School Nutrition (PAE), through which food is provided for needy children in both private and public educational institutions. The programme covers 902,298 people nationwide. Additionally, JUNAEB is responsible for the Programme for Course Materials, the Programme of Family-Student Residences, various school dormitory

facilities, scholarships for full- and part-time boarders, the First Lady's Scholarship (V and XI Regions), a student health programme and a dental health programme. The coverage of all these programmes is nationwide.

- The goal of the "innovation and constructive criticism" programmes is to foster participation, responsibility, diligence, collaboration, self-respect and respect of others among children and young people and to help children understand how the actions of one individual can contribute to the group. An important example is a programme aimed at raising the awareness of the problem of child abuse through meetings in the regional capitals. Another example is a programme against the use of drugs and alcohol in schools, which involves the monitoring of young children by adolescents from similar community backgrounds. In 1993 the programme had a budget of 110 million pesos and directly benefited 1,650 student monitors, 596 teacher monitors and 780 participating parents and assistants. The Ministry of Public Health, the Ministry of Public Education and the National Institute for Youth cooperate in the programme.

- The basic objective of the Programme for Environmental and Ecological awareness is to help children understand and deal with the natural, social and cultural environment so as to help them improve the quality of their lives.

2. *The Ministry of Public Health.* Health care is provided by both the private and the public sectors. Public sector social and medical services cover 80 percent of the population.

- The Programme of Child and Adolescent Health is designed to assure development, protection and health care convalescence and rehabilitation for children and young people. Among the more important initiatives are the National Programme for a More Balanced Diet, which supplies milk and milk products for under-6-year-olds, pregnant women and women who are breastfeeding their infants, so that they receive the recommended daily allowance, and which reaches 1.4 million individuals nationwide; the Programme for the Evaluation of Psychological and Motor Development, which involves evaluations of psychological and motor development and the implementation of preventive and curative practices; the Vaccination Programme, which aims at inhibiting the spread of contagious diseases through immunization campaigns throughout the country; the Programme for the Prevention and Treatment of Child Abuse, which involves initiatives in primary prevention, detention and

interinstitutional coordination, and the "I Want a Drug-Free Life" Programme, through which trained workers help prevent alcohol and drug abuse among minors and which reaches 30,000 children in Santiago (Metropolitan Region) and 15,000 in Arica in Region I. These various programmes depend on coordination among the National Programme for a More Balanced Diet, the National Association of Day Care Centres (JUNJI), the National Society for Integrated Child Development (INTEGRA), the Programme of School Nutrition (PAE) and the Programme of Communal Meals (ONG-FOSIS). Except for the last one, which is limited to Santiago (Metropolitan Region), all programmes have nationwide coverage.

- The aim of the Maternal Health Programme is to assure the integral development of both the mother and the child (at the foetal stage and when newly born) through the maintenance of good health through preventive and curative care. Some of the more important initiatives revolve around the issues of family planning, responsible parenthood and special assistance for pregnant teenagers.

3. *The Ministry of Justice.* The principal purpose of the National Service for Minors (SENAME) is to increase the effective social integration of children who are from extremely poor backgrounds and who are in vulnerable positions due to difficult family situations or behavioural problems. SENAME relies on observation, diagnosis, protection, rehabilitation and preventive measures to accomplish this. Examples of some of the more innovative approaches it has implemented since 1990 are the Child, Family and Community Programme, the Programme to Help Detained Minors, the Programme for Psychological and Anthropological Diagnosis and the Judicial Aid Service. SENAME initiatives achieve nationwide coverage and reach nearly 55,000 individuals.

4. *The Ministry of Planning and Cooperation (Mideplan).* The National Service for Minors and the National Women's Service have undertaken programmes to help children and young people. These programmes supply a variety of services, including day care for the children of working parents, job training for minors, guidance for the prevention of teenage pregnancy, counselling to prevent drug and alcohol abuse, and care for drug and alcohol abusers.

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