challenges

Newsletter on progress towards the Millennium Development Goals from a child rights perspective

Rights of urban children
Urban children in Latin America

This issue of Challenges addresses a topic deserving of special attention: the high proportion of children and adolescents in the region’s urban areas who live in precarious conditions. Their disparate living conditions are examined with a look at the moderate deprivation (housing deficiencies, monetary poverty or low level of education) and severe deprivation (a combination of two or more of the aforementioned deficits) affecting urban dwellers. It is estimated that about 29.0% of children and adolescents in these areas live in conditions of severe deprivation and 27.6% experience moderate deprivation for an average of eight countries.

In severely deprived rural and urban areas a higher proportion of children are not immunized against measles, and a greater percentage of adolescents are neither studying nor economically active, and are already parents.

These disparities call for differentiated policies with a strong local focus and the potential to improve living conditions, lower the risk of infant morbidity and mortality, and reduce rates of adolescent pregnancy and school dropout. Significant initiatives and policies designed to produce healthy and inclusive environments have already been put in place in some of the most vulnerable areas with a view to improving the quality of life among these groups.

In addition to the featured article, the issue includes information on relevant meetings and conferences held in the region over the year, children’s and adolescents’ testimonies, and expert opinion.
Recent events

>> Urban inequalities in childhood and adolescence: urban rights and social policies
This seminar, held on 3 and 4 July 2013 in Buenos Aires, discussed the challenges presented by the inequalities affecting children in urban areas.

>> Sport for development: preparing a framework for monitoring and evaluation
A seminar was held from 18 to 20 June 2013 in Petropolis, Brazil, to develop a framework to identify and monitor indicators of access to safe and inclusive sport for children and adolescents.
http://www.unicef.org/brazil/pt/media_25631.htm

>> Hemisphere Summit of Mayors, VII Latin American Congress of United Cities and Local Governments
This forum was held from 12 to 14 June 2013 in Iguazu, Argentina, to reflect on present-day concerns and future issues for local governments in Latin America and the Caribbean.
http://www.cumbredealcaldes.com/index.php

Key documents

>> ECLAC AND UNICEF, 2013
http://www.cepal.org/cgi-bin/getProd.asp?xml=/publicaciones/xml/7/49207/P49207.xml&ts=0&base=dds/tds/top-bottom.xsl

>> UN-Habitat, 2013
http://www.unhabitat.org/pmss/listItemDetails.aspx?publicationID=3455

>> UNICEF, 2012

>> ECLAC AND UNICEF, 2011

What do children think of the city they live in?

“I like the trees in my neighbourhood; I don’t like it when people throw garbage in the street... sometimes I get scared because there are robberies.”
Girl, age 9, Alto Tacahua

“I like the pitch where I play soccer. I like riding my bike around my neighbourhood... I like parks, but there aren’t any near my house.”
Reynaldo, age 8, Cotahuma

“I’d like it if there were lots of different flowers, roses, sunflowers, and fruit trees close to my house.”
Alan, age 11, Alto Tacahua

“The pitch is ruined: the fences are all bent and we’re always losing our ball.”
Juan César, age 11, Cotahuma

“I don’t like the dogs there because I was bitten once.”
Dilan, age 11, Cotahuma

“I like my house: in my yard there is grass, some plants, and sunshine.”
Diego, age 12, Cotahuma

“I don’t like the smelly drain near my house.”
Juan de Dios, age 13, Cotahuma

“I’d like it if there were more grassy areas, more places to play.”
Ricardo, age 10, Cotahuma

Urban children in Latin America and the Caribbean: disparities, challenges and possible solutions

Diego Born, University of Buenos Aires
Victoria Colamarco and Enrique Delamonica, UNICEF Regional Office for Latin America and the Caribbean
Alberto Minujin, Equity for Children and New School University
An estimated 155 million children currently live in urban areas in Latin America and the Caribbean, accounting for close to 75% of the total child population. Children in urban areas tend to live in better conditions than those in rural areas: children in rural areas are four times more likely to be affected by extreme poverty and almost two and a half times more likely to live in poverty than their counterparts in urban areas (ECLAC and UNICEF, 2010). However, the living conditions of the urban population are far from equitable (Wagstaff, 2002; ECLAC, 2010; UN-Habitat, 2012). Around 50 million children and adolescents in urban areas live in poverty (ECLAC and UNICEF, 2010) and are unable to access the advantages of urban living in terms of services and quality of life (Bartlett, 2008; Satterthwaite and Bartlett, 2002; Montgomery, 2009), because their needs are not met by their housing conditions (particularly in deprived neighbourhoods), infrastructure and access to services (SITEAL, 2009 and 2010; UNDP, 2010; UN-Habitat, 2003 and 2011; Cohen, 2011; Cohen and Debowicz, 2001).

Two major causes of child mortality among newborns to 4-year-olds are respiratory infections and diarrheal diseases (PAHO, 2009). The tools available to the authorities to address these problems include the regulation of landfills and their location, the installation and monitoring of water and sanitation systems and building inspection. Among the population aged 5-14 years, traffic accidents are the primary cause of death (PAHO, 2009); urban policies can thus play a strategic role with measures including traffic restrictions in some areas at weekends so that children can play in the street, improvements to public transport, the regulation and inspection of school transportation and the installation of traffic lights.

Another source of concern are the children and adolescents who live (either alone or with their family) or work on the streets after being abandoned or fleeing their homes. Children on the street are prey to abuse, exploitation and trafficking, and can be subject to violence, including by the authorities and the police. Despite the many problems that these children face, they should not be viewed only as victims, but as individuals with significant reserves of strength and emotional and intellectual resources.

Municipal governments are responsible for providing children in these circumstances with shelter and recreational activities, and opportunities to promote their psychosocial recovery, reintegration into the education system and family reunification (Convention on the Rights of the Child, article 39).

1 According to ECLAC estimates, 165 million people aged 0-19 years currently live in the region’s urban areas. By reducing this group to the official definition of the child population (aged 0-18 years), the figure is 155 million people. See www.cepal.org/celade/proyecciones/basedatos BD.htm.
2 It is difficult to use statistical or quantitative methods with these groups, because they require special studies, such as the one published in 2012, “En Chile todos contamos. Segundo catastro nacional de personas en situación de calle” [online], http://www.ministeriodesarrolosocial.gob.cl/plancalle/docs/En_Chile_Todos_Contamos.pdf.
Intra-urban inequalities among children in the region

A number of indicators on intra-urban socioeconomic inequalities among children and adolescents in the region are set out below; these refer specifically to access to and enforcement of certain rights that are essential to child well-being. The findings presented are based on a larger UNICEF study, as yet unpublished, which indicates the impact of intra-urban inequality in each country and across countries, highlighting the areas affected by more marked inequalities. The classification of urban households by level of deprivation was made on the basis of housing conditions, educational level and family income relative to the monetary poverty line (see table 1).

On the basis of these indicators, households containing children and adolescents are classified as severely, moderately or not deprived (see table 2).

Households that are not affected by substandard housing conditions, low education levels or poverty are considered to be free from deprivation. Those classified as moderately deprived are affected by either (a) one of the identified housing deficiencies (medium or high level of education and no monetary poverty); (b) monetary poverty (medium or high level of education and no housing deficiencies); or (c) a low educational level (no housing deficiencies and no poverty). All other combinations correspond to severely deprived households.

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2 Kaztman (2011) explores the impact of precarious housing on education.

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### Table 1

<table>
<thead>
<tr>
<th>Variable</th>
<th>Description</th>
<th>Category</th>
</tr>
</thead>
<tbody>
<tr>
<td>Housing conditions</td>
<td>Substandard housing characterized by the following deficiencies:</td>
<td>Two or more of the deficiencies identified</td>
</tr>
<tr>
<td></td>
<td>1. Unsuitable housing materials</td>
<td>One of the deficiencies identified</td>
</tr>
<tr>
<td></td>
<td>2. No access to public water supply</td>
<td>No deficiencies</td>
</tr>
<tr>
<td></td>
<td>3. Overcrowding (more than three people per room)</td>
<td></td>
</tr>
<tr>
<td>Educational level</td>
<td>Average years of schooling completed by the adults in the household</td>
<td>Low: less than 6 years</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Medium: 6 years to 11-12 years</td>
</tr>
<tr>
<td></td>
<td></td>
<td>High: more than 11-12 years</td>
</tr>
<tr>
<td>Income poverty</td>
<td>Comparison of family income with the cost of a basket of basic goods</td>
<td>Poor: family income below the poverty line</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Not poor: family income above the poverty line</td>
</tr>
</tbody>
</table>

Source: Prepared by the authors.

### Table 2

<table>
<thead>
<tr>
<th>Income poverty</th>
<th>Poor</th>
<th>Not poor</th>
</tr>
</thead>
<tbody>
<tr>
<td>Educational level</td>
<td>Low Medium-high</td>
<td>Low Medium-high</td>
</tr>
<tr>
<td>Housing conditions</td>
<td>Severe deprivation Severe deprivation</td>
<td>Severe deprivation Moderate deprivation</td>
</tr>
<tr>
<td></td>
<td>Severe deprivation Moderate deprivation</td>
<td>Moderate deprivation No deprivation</td>
</tr>
</tbody>
</table>

Source: Prepared by the authors.
As shown in table 3, nearly three in ten children in the region live in severe deprivation (29.0%), while a similar proportion experience moderate deprivation (27.6%), and just over two in five children and adolescents live in households that are unaffected by deprivation (43.4%).

Local authorities play an important role in reducing high deprivation levels through measures such as the provision and regulation of water and sanitation systems, housing subsidies, low-cost loans for home improvement and housing plans. Even though these policies may be national in scope, they must be coordinated at the local level. For certain specific issues local authorities must develop policies particularly targeting children.

### I. Birth registration

In countries with comparable data, the births of 8.2% of children under 5 years of age had not been registered: 11% in rural areas and 6.6% in urban areas, where 3.2% of children had not been registered in areas classified as not deprived and 10.6% in areas of severe deprivation. The relative rural-urban gap is therefore 1.7, while the gap between severely deprived urban areas and

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Table 3

<table>
<thead>
<tr>
<th>Country</th>
<th>Area of residence</th>
<th>Level of deprivation (urban areas)</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Rural</td>
<td>Urban</td>
</tr>
<tr>
<td>Chile</td>
<td>13.2</td>
<td>86.8</td>
</tr>
<tr>
<td>Uruguay</td>
<td>13.9</td>
<td>86.1</td>
</tr>
<tr>
<td>Costa Rica</td>
<td>46.6</td>
<td>53.4</td>
</tr>
<tr>
<td>Panama</td>
<td>41.0</td>
<td>59.0</td>
</tr>
<tr>
<td>Argentina</td>
<td>100%</td>
<td></td>
</tr>
<tr>
<td>Peru</td>
<td>35.9</td>
<td>64.1</td>
</tr>
<tr>
<td>Brazil</td>
<td>18.7</td>
<td>81.3</td>
</tr>
<tr>
<td>Ecuador</td>
<td>37.0</td>
<td>63.0</td>
</tr>
<tr>
<td>Total</td>
<td>25.3</td>
<td>74.7</td>
</tr>
<tr>
<td>Mexico</td>
<td>26.1</td>
<td>73.9</td>
</tr>
<tr>
<td>Colombia</td>
<td>20.55</td>
<td>79.5</td>
</tr>
<tr>
<td>Dominican Republic</td>
<td>27.4</td>
<td>72.6</td>
</tr>
<tr>
<td>Paraguay</td>
<td>45.8</td>
<td>54.2</td>
</tr>
<tr>
<td>El Salvador</td>
<td>42.2</td>
<td>57.8</td>
</tr>
<tr>
<td>Guatemala</td>
<td>56.4</td>
<td>43.6</td>
</tr>
<tr>
<td>Bolivia (Plurinational State of)</td>
<td>38.2</td>
<td>61.8</td>
</tr>
<tr>
<td>Honduras</td>
<td>59.2</td>
<td>40.8</td>
</tr>
<tr>
<td>Nicaragua</td>
<td>49.2</td>
<td>50.8</td>
</tr>
</tbody>
</table>

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*Countries ranked in order of the percentage of children and adolescents in urban households living in severe deprivation, from lowest to highest.

*The Annual Survey of Urban Households in Argentina does not cover rural areas. According to census data from 2001, 87.5% of children and adolescents lived in urban areas.

*Includes Belize, Guyana, and Suriname, which have conducted the third round of the Multiple Indicator Cluster Survey (MICS3), but whose sample size is not large enough to include their results separately.

Source: Official household surveys and the third round of the Multiple Indicator Cluster Surveys (MICS3).
those that are not deprived is 3.4. Municipalities should institute programmes that contribute to the regional goal of ensuring that 100% of births are registered through cost-free, timely and accessible mechanisms.

2. Children not immunized against measles

One in ten children aged 18-48 months in the countries of the region is not vaccinated against measles. This level is similar in rural and urban areas. However, discrepancies can be seen in the vaccination rates within cities: 11.1% of children in this age group in severely deprived urban households have not been vaccinated, while the corresponding figure for low deprivation households is 7.9%. In all countries, the intra-urban gap is wider than the rural-urban one, which should force municipal public health offices to rethink their outreach programmes, both in marginalized districts and in isolated urban areas where there is severe deprivation, and redistribute health posts and resources.

3. Secondary school attendance

Among school-age adolescents, one in eight (12.4%) do not attend a formal education establishment. In rural areas, this figure is one in five (20.7%)—double the rate in urban areas (9.7%). The proportion of adolescents in severely deprived urban areas who do not attend school (16%) is three times higher than that recorded among adolescents from non-deprived households (5.5%). In almost all countries, the relative rural-urban gap is higher than the intra-urban gap.

In most countries of the region, education is the responsibility of central or provincial governments. Where municipalities are responsible, they can decide on where schools are located, how they are maintained and who to recruit in order to ensure that the adolescents in marginal urban areas have access to education. Addressing these challenges also includes adopting plans to facilitate physical access—roads and public transport—and security. In Spain, as part of the Child Friendly Cities programme, dedicated police officers are assigned to mediate between schools and communities, preventing conflicts, drug trafficking and consumption, domestic violence and violence between peers. Agreeing on objectives and aligning efforts between different levels of government is essential for offering better educational opportunities.

4. Adolescents who are neither studying nor economically active

In the region, 8.1% of adolescents do not go to school, do not work, and are not looking for work. About 12% of those who come from severely deprived rural and urban households are in this situation, double the average for urban areas (6.8%). The proportion of severely deprived urban adolescents in this situation is triple the proportion recorded among adolescents from households that are not affected by deprivation (3.9%). These patterns are replicated, to varying degrees, in almost all countries.

The counterparts of adolescents who are neither studying nor economically active are those who are studying, those who are working and studying, those who are only working and female adolescents who do unpaid housework. Rates of adolescent labour are particularly high in rural areas and in countries with higher levels of deprivation.

A creative and flexible approach must be taken to the provision of education in order to meet adolescents’ needs: customized curricula, flexible schedules, schools with childcare facilities or links to workplaces are initiatives that make it easier for adolescents to study and to meet. Adolescents should be involved in the design of such places and in the activities carried out there. Authorities should also consider the equitable geographical distribution of green spaces, parks and sports facilities.

5. HIV/AIDS and adolescent pregnancy

Since the incidence of HIV/AIDS among adolescents has not decreased over the last 20 years, an ever larger cohort of urban youth is living with the disease. Consequently, the burden on health systems is growing each day, and care provision is increasingly scarce for youth with HIV, including pregnant women, especially in larger cities. Youth-friendly reproductive health services should be promoted and should include the free distribution of condoms and information on how to use them properly, as a multipurpose public health strategy to prevent adolescent pregnancy and HIV infection.

One in six 15-19-year-old female adolescents (15.4%) had at least one child or was pregnant at the time of her interview for the Multiple Indicator Cluster Survey (MICS) or Demographic and Health Survey (DHS): 21.3% of adolescents in rural areas and 13.2% of those in urban areas. This revealed a rural-urban gap with a factor of 1.6; in other words, adolescents in rural areas are 60% more likely to have had children or be pregnant. The intra-urban gap is greater than the relative disparity between rural and urban areas. In urban areas the gap is a factor of 2.4: 20.2% of adolescents in conditions of severe deprivation had children

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6 Access to education for students with disabilities is related to access to school facilities, which can be the responsibility of municipalities. See Challenges No. 15.

7 More results on this topic can be seen in the statistical analysis contained in Completar la escuela: un derecho para crecer, un deber para compartir (UNICEF, 2012a).

8 Participation is one of the pillars of initiatives such as Child Friendly Cities (http://childfriendlycities.org/) and Urban Platforms (www.unicef.org/brazil/pt/resources_13713.htm), which combine strategies and participation mechanisms with urban planning standards and policies for child-friendly cities. They provide practical guidance and capacity-building to meet these requirements, quantitative targets and the provision of services to enforce rights. Among other aspects they promote a participatory approach to budgeting, as practised in Porto Alegre (Brazil), Rosario (Argentina) and other cities (UNDP and UNICEF, 2008).
Box 1
How local governments can contribute to the fulfilment of children’s rights

• Create and enforce regulatory standards for water and sanitation.
• Support the expansion and improvement of homes to reduce overcrowding and implement housing plans.
• Restrict vehicular traffic in residential areas (traffic lights and speed bumps); improve public school transport and the availability of safety equipment.
• Improve the distribution of health-care facilities, equipment and staffing.
• Regulate and control rubbish dumps and construction sites.
• Conduct sanitary controls on markets and food and beverage outlets.
• Ensure the existence and maintenance of schools and the recruitment of educational staff in marginalized neighbourhoods.
• Develop green areas and improve their geographical distribution.
• Implement birth registration campaigns.
• Promote the creation and provision of places for young people to study and meet.
• Encourage children and adolescents to participate in the design of places to practise sport, to meet, to study and to play.
• Municipalities can promote spaces for peer support, participation, and information campaigns to reduce the rates of early pregnancy. Workshops on health and sexual and reproductive rights can be conducted in primary care centres and schools for adolescent boys and girls, and they can be provided with free contraceptives.

Final thoughts

Three in four children and adolescents in Latin America and the Caribbean live in urban areas, a third of them in severely deprived households. That figure is similar to the total of nearly 45 million living in rural areas (UNICEF, 2012b).

Child well-being indicators are widely heterogeneous. However, significant common patterns can be found. At the regional level, the rural-urban gap highlights striking disparities that favour urban areas, but in all cases the intra-urban gap is wider. With only a few exceptions, this situation is repeated in all countries.

The indicators analysed show that the incidence of children and adolescents living in situations of severe deprivation in urban areas is approaching the levels seen among the average rural child population.

The initiatives and policies that exist to address these issues are easy to implement and come under the jurisdiction of city governments, which means that fulfilling children’s rights in urban areas is within reach (see box 1).
A municipality awarded the UNICEF Seal of Approval, 2009–2010

The UNICEF Seal of Approval is a certification process that began in 2009 with a view to evaluating the achievements of municipalities in three areas: (i) social impact, in terms of improvements to the living conditions of children and adolescents by providing and boosting access to health and education services; (ii) public policy management, with emphasis on the actions implemented by the Mayor’s office to benefit children through regulations, decrees, and plans developed in a participatory manner; and (iii) promoting the participation of children and adolescents, as well as civil society, in the preparation of plans and strategies for the human and social development of the municipality.

What does an approved municipality do for children?

Many of the problems in our countries are the result of negligence with respect to children. Until time, planning and resources are dedicated to caring for our children and adolescents, the societies in our region will continue to be characterized by instability. In our municipality, San Julian (whose name in Pipil is Cacaluta), located 45 minutes from the capital city, an analysis conducted by the current administration when it came into office identified insecurity and violence as priority problems. On the basis of those findings, an investment plan was designed that allocated record amounts to services for children and adolescents; in 2009 the sum invested was a mere US$ 15,000 per year, with which it was impossible to achieve changes in quality of life.

In May 2009 we set out to tackle inequality. Caring for children and adolescents was placed at the top of the municipal agenda. The administration of the municipality of San Julian is based on respect for the rights of children and adolescents, which has made it one of the safest in the country. We established an exclusive area dedicated to activities to promote principles and values for children aged 3 years and up in an early education centre. A variety of sports are promoted on a municipal site and scholarships are offered to young persons in secondary and higher education. Furthermore, we have invested in infrastructure: schools, youth centres, a computer room and a municipal Internet cafe.

The municipality’s policy has been formulated from a rights perspective, in an unprecedented effort that confirms our commitment and that will serve as a guide to ensure respect for the rights of children and adolescents, based on the shared responsibility of the family, community, government agencies and civil society.

The lack of central government commitment, ignorance regarding child and adolescent care, paltry investment in education, lack of serious planning and even policymaking cannot be an insurmountable barrier. Local governments must find ways to protect children and adolescents, including them in development plans and devoting resources to policies and activities in programmes targeting this sector. It is our responsibility as guarantors of children’s rights.
The Children and Youth Communicators Network of Honduras was set up in 1993, though the inspiration for the network dates back to a television programme for children broadcast in 1990 in Tegucigalpa. Later, a second network was created in the municipality of La Ceiba, on the Caribbean coast, which, with support from the Catholic Church and the Mayor’s office, produced a radio programme. Today each department of the country has its own network of communicators, with over 70 networks in total, made up of groups of 10 to 40 children or adolescents aged from 6 to 18 years. They receive regular training in child rights and community organization, as well as radio and television production, among other benefits. The participants of the networks carry out research into the situation of children in their municipalities: they select locations, interview people and write reports, for example, on healthy lifestyles with an emphasis on the prevention of HIV/AIDS and adolescent pregnancy.

One of the outcomes of this initiative is TVC Infantil, a television show with nationwide coverage made by and for children, which, thanks to satellite television services, can be seen throughout the Americas on the leading news programme for children every Saturday, from 7 a.m. to 8 a.m. The TVC Infantil initiative has been supported by UNICEF since 2003 and represents a new model of citizen participation and dissemination of children’s rights, while at the same time being a space for communication, education, and participation at the local and regional levels. Its main purpose is to give a voice to children and adolescents with the support of the local media, municipal authorities, civil society and families, promoting ownership and involvement through organization, leadership and social mobilization. Using print media, radio and television, as well as folk theatre, children and young people report on the problems that affect them and promote their rights. By doing so, they cease to be the passive subjects of policies designed and implemented by adults, and become agents of change, producing a multiplier effect on other children and young people and helping to raise public awareness about their rights and their commitment to their community, municipality and country.

These networks are shaping children, adolescents, and young persons as rights-holders who take an active role in their country. With regard to the promotion of public policies targeting children, one achievement is the submission of a proposal to the Association of Municipalities of Honduras (AMHON) for municipalities to allocate an annual budget on issues relating to childhood, adolescence, and youth by creating Municipal Programmes for Children, Adolescents and Youth. These programmes aim to promote the participation of children and young people in important decisions in their municipalities and to ensure that public resources are invested in areas other than infrastructure. The networks were also behind the adoption of the Code of Children and Adolescents in Honduras in 1996 and the creation of the National Youth Institute.

...that six in ten children aged 13-17 years in Nicaragua lack sanitation in their homes.


...that 30% of all children working in El Salvador are under 14 years of age.

Source: Department of Statistics and Censuses (DIGESTYC), Situación del trabajo infantil en El Salvador, Ministry for Economic Affairs of El Salvador [online], http://issuu.com/prensamtps/docs/situacion_del_trabajo_infantil_en_e.

...that in Mexico, 21.4 million children under the age of 18 years lived in multidimensional poverty in 2010.


...that in 2010, 31% of children in Mexico lived in overcrowded housing with 2.5 or more persons per room.


...that according to the population census of Peru, in 2007, 28% of adolescent mothers aged 12 to 14 years lived in rural areas, compared with 72% in urban areas.


...that the mortality rate for children under 5 in Guyana in 2008 was 61 per 1,000 live births.