

1 EXECUTIVE SUMMARY

Key achievements for 2010 include: (a) the development of a multi-agency, multi-media strategy to promote a positive perception of marginalised adolescents, in the context of a wider discussion on prevention of violence; (b) the signature of five declarations by municipalities and indigenous territories declaring their 'child-friendly' status which will be used as the foundation of equitable local policy development in 2011; (c) engagement at national level with newly created high-level and technical bodies on Early Childhood Development policy and the roll-out of ECD training in poor urban and rural communities, with the consolidation of health and nutrition policies in micronutrients and breastfeeding, support to child-friendly hospital policies and UNICEF support for the drafting of a successful Global Fund Round 10 HIV/AIDS proposal; (d) at the end of the year a National Independent Child Rights Observatory was launched with UNICEF support.

Shortfalls this year included: (a) the limited engagement of the programme with national budgetary policy work, deemed key in the CPD/CPAP and subsequent annual planning, although dialogue at the sector level has improved; (b) the Office was unable in 2010 to move the debate forward on the passage of comprehensive child protection legislation, though we are hopeful that 2011 will see more progress; (c) high-level staff changes at the national statistics body and a full census in 2010 slowed plans to work with government on DevInfo and the preparation of MICS for 2011.

Important partnerships include: a consortium of some 40 organisations (public, media, non-governmental and private) around adolescents, prevention of violence strategies/advocacy and partnership with government and a range of public/private organisations, including universities on ECD policy and strategies. Our partnership with the National Ombudsperson's office has remained strong and core for many public policy child protection building blocks.

2 COUNTRY SITUATION AS AFFECTING CHILDREN AND WOMEN

Panama's economic success mask the disparities that characterise its development path: income of the bottom quintile is 32 times lower than that of the top quintile. Poverty, poor quality and low coverage of services affect the rural indigenous poor the most dramatically; nationally 32.4% live in poverty (50% children), while 96.3% of the indigenous population is poor and 56% of their children are affected by chronic malnutrition. Child mortality stands at 62 per 1,000 in the poorest indigenous area of the country (20.8 per 1000 nationally).

The Afro-descendant population is primarily urban and marginalised. Unemployment, poverty, high school repetition and dropout rates and increasing gang-related violence affect young people in this group disproportionately. In five years the number of criminal gangs has increased by 168% according to the Ministry of Security, and youth are increasingly blamed for increased crime, violence and their own marginalisation. Women and girls are discriminated against: their salaries are just 58% of men's and only 8% of Parliament is female. Domestic violence against women and children is a problem.

At the General Assembly in September the President committed his government to achieve the MDGs; this requires improving services and access for the poorest rural communities. The focus on construction of tertiary level health and education infrastructure needs to be matched with investment in human resources and capacity building locally. Slow progress puts MDG4 achievement at risk, MDG5 progress has

stagnated; access to primary education is universal but quality is poor and relevance and repetition mean completion is compromised. Centralised government budgeting and policy-making constitute a barrier to progress <http://www.undp.org.pa/objetivos-desarrollo-milenio/panama>. While conditional cash transfers exist, CEPAL calculates that the government spends 24.1% of social expenditure; the poorest 10% receive less than half of what is needed to cover the basic food basket and cannot escape poverty through the programmes. CCT programs are dispersed and administered by several different government bodies, making impact hard to measure.

Conservative attitudes about sexual and reproductive health education undermine progress to combat HIV/AIDS and increase the risk of continued high teen pregnancy rates.

http://media.gestorsutil.com/UNFPA_web/48/noticias/docs/0940048001286925341.pdf

The centralisation of most decision-making at the Presidency and changes in top post-holders in key ministries has made sustained work with decision-makers in Government difficult, limiting UNICEF's ability to influence numerous important development issues facing children and adolescents – in particular, with regard to juvenile justice, violence prevention, support to development and monitoring of public policy and statistics and HIV/AIDS.

During the year the government made three changes to national juvenile justice legislation, lowering the age of criminal responsibility and increasing pre-trial detention and sentences for violent crime. The population of minors who are detained has increased to 414. A 9pm curfew for minors is in place and enforced primarily in poor marginalised urban areas.

Progress can also be cited. The government appears committed to a national ECD policy, and there is potential for decentralised health and preschool education service delivery. A national technical ECD body brings together several ministries and academic institutions; a series of agreed plans will be developed for implementation in 2011. The UN Joint Programme bringing WASH to rural indigenous populations has been praised by MOH and will be studied as a model of good practice.

Changes to legislation on generic drugs, vaccination strategies and progress on breastfeeding policies have been positive for child health. Equally the country was successful in 10th GF Round on HIV; UNICEF worked with the Clinton Foundation to help improve national protocols on ARV access and treatment. Some education reform has started, with curricula reviews, and the MOE agreed to review its position prohibiting bilingual education in indigenous areas of the country; Spain, the IADB and UNICEF have been asked to give advice. The creation of a structure within the Presidency to explore violence prevention among adolescents structure opens up a good opportunity to influence policy in favour of services and opportunities for marginalised communities. The Government of Panama signed regional agreements against child labour and sexual exploitation and the 2021 Education Goals. The national humanitarian response to floods in December was effective.

The 2010 Situation Analysis focuses on the most disadvantaged child populations and will be finalised early 2011, when detailed 2010 census data is published.

3 CP ANALYSIS & RESULT

3.1 CP Analysis

3.1.1 CP Overview

During the year results-based planning was emphasised and changes were made in how the office plans are made. Planning built on MTR (2009) recommendations to focus policy and implementation work on the most disadvantaged children; rural indigenous and urban Afro-descendant poor. Through 2010 the Office increasingly discussed how to shift technical assistance, given Panama's middle-income status.

In 2010 the programme aimed to consolidate gains in health, nutrition and HIV, along with local education interventions where UNICEF has been promoting women's and children's rights. Equally the year was used to better engage at a high level in ECD policy and technical planning. The government has declared a national commitment to ECD. Training materials developed in 2009 were used by local authorities and universities to improve ECD knowledge in disadvantaged rural communities.

Panama is a country of contrasts, economically prosperous with significant capacity constraints and high disparities. The office juggled with the imperative to 'do' work at field level and implement UNICEF middle-income country roles including oversight, knowledge generation and capacity building. The office provided support to the UPR process and the discussion and dissemination of CEDAW recommendations, and advocated for reports on the Optional Protocols of the UN CRC.

The Situation Analysis and studies on service availability in poor urban rural areas are underway as part of the body of evidence being built to inform government planning. Initial discussions were held on revitalising DevInfo and undertaking MICS in 2011 to further provide planning evidence. UNICEF continues to provide advice on policy development, and will need to continue to model good practice in the most underprivileged communities through 2011.

The signing of Child-Friendly Municipality and Comarca (semi-autonomous indigenous areas) agreements in 2010 provides local authorities with new energy to negotiate with central government on children's issues; policy and budget.

Using regional examples, the office addressed adolescent and violence prevention issues in 2010. An advocacy strategy to prevent retrogressive changes to juvenile justice legislation was not successful, but gave impetus to national prevention strategies. Strategically this was an important area of engagement for the Office.

3.1.2 Programme Strategy

3.1.2.1 Capacity Development

In line with Regional Office thinking about centres of excellence, the CO planned to work with three national universities in Panama, building capacity to undertake relevant research and extend their social service engagement to vulnerable communities. It was not possible to formally establish a relationship with the University of Panama; the largest in the country and the only university with research potential. UNICEF has worked with two specialist colleges, building capacity on ECD and on prevention of violence in schools. As an outcome, education materials for secondary schools, parents, health, pre-school and social workers were produced and tested.

The Office has supported the Government to monitor micro-nutrient initiatives in Panama, in partnership with CDC, and has handed over much of its work in these areas in 2010 as systems function well. A Joint Programme based on building local capacities to provide and manage WASH facilities was identified as a good practice by the MOH.

The Office worked with existing capacities among local NGOs and the Ombudsperson's office to expand their child protection work in 2010. In 2011 this will pay off with improved advocacy against commercial sexual exploitation and engagement on prevention of violence. Equally, capacity building for Child Rights monitoring will become a feature of our work in 2011, following the recent launch of the CR Observatory and investment in capacity building for the civil society Education Observatory.

UN system studies are underway to examine potential health and nutrition MDG acceleration strategies in indigenous areas; these would help build national capacity to address the needs of the poorest most isolated communities. The 2010 Situation Analysis has a Government steering committee; this experience is being used to build inter-ministerial capacity to analyse how to address gaps in child rights for vulnerable children.

The Office piloted mapping of MOE capacities to respond to emergencies in one flood-prone area of the country, which will be used by MOE to further map and strengthen capacity in 2010. We plan to work with National Civil Protection (SENAPROC) in 2011 to build CCC into national disaster risk-reduction policies.

3.1.2.2 Effective Advocacy

This year the Office has used the media to promote human and children's rights and to dialogue with the public and decision-makers on adolescents and children's rights and safety. An Office advocacy strategy was developed to keep key agenda items 'live' with media and deciders. Rounds of visits were made to government departments, ministers, high level technocrats, foreign embassies and faith-based organisations to advocate on juvenile justice issues and ECD in particular. In 2011 the use of 'fact-based' concept notes and talking points will be systemised to improve advocacy approaches.

The Office used scientifically valid market research methodologies to identify public attitudes to adolescents and subsequently develop dialogue with multiple stakeholders on strategies to change perceptions about young people, based on the outcomes of the research. Some 40 organisations were involved. A mapping of the advocacy and C4D work being done was undertaken, to show how advocacy approaches can have impact.

Advocacy to prevent retrogressive changes to juvenile justice legislation was not successful, but engaged the office in dialogue with a range of stakeholders; including those with very different views on rights, mainly in the private and security sectors. This work has contributed to a partial shift of the government position, from hard-line tactics to a combination of repression and prevention strategies for adolescents.

UNICEF was actively engaged in capacity building of women's and youth groups in indigenous areas on matters of children's, women's and indigenous people's rights. As UNICEF phases out of direct training in these areas, advocacy work will be targeted to local authorities through Child-Friendly Municipality initiatives, and it is expected that civil society groups previously trained will support these efforts by claiming their rights to equitable services and treatment. This will be monitored and measured insofar as possible.

Within the Office advocacy was better mainstreamed in 2010; 'doing' and understanding advocacy will become an important area of development as we finalise the programme cycle. The UNCT has begun to consider advocacy on emerging issues, such as climate and environment, and will consolidate thinking during the 2011 planning processes.

3.1.2.3 Strategic Partnerships

The Office invested in new partnerships and alliances in 2010. As mentioned, a consortium of partners are working on attitude change as a result of UNICEF's convening voice. Partnerships are developing on both 'primary prevention of violence' with

government, NGOs and private sector investors in the areas of sport and school-based violence prevention curriculum development and 'secondary prevention' strategies with the Presidency, donor and UN partners targeting adolescents who are considering or already engaged in crime and violence. While it is not necessarily UNICEF's role in a middle-income country, we co-coordinate a number of sector meetings on prevention of violence with the Presidency.

In child protection, new partnerships with the private sector and the public prosecutor's office were forged to influence policy and behaviour with regard to child labour and commercial sexual exploitation. Tentative discussions were held to work with SENAFRONT, in the areas bordering Colombia, on protection of children's rights in militarised zones; this needs to be further explored.

During the year a number of major changes have taken place that resulted in centralising decision-making with the Presidency. However, mandated government ministries and departments continue to have legal responsibilities in areas of work now managed centrally, and the Office has had to learn to balance work with traditionally mandated partners and new government structures on approaches and policies.

With sales of UNICEF merchandise coming to an end in 2010, the office was looking at ways to keep the brand alive commercially. In one case we partnered with a toy-store chain, advising on toys that are stimulating and have educational value, in return for Christmas donations to Nutrehogar; previously the vendor of UNICEF products.

Advocacy with private sector partners and individuals is focused on shifting thinking from charitable giving to individual poor children or charitable organisations towards more emphasis on giving to work that is policy- and child rights-oriented; this work will continue in 2011. A market analysis of the potential for leveraging and raising funds for the children's sector and public policy for children will be undertaken with the Global Compact.

3.1.2.4 Knowledge Management

Previous efforts to define a knowledge management strategy for the office have not been effective. National capacity is limited and information dispersed. Much knowledge has been lost or misplaced, and UNICEF will work to build improved capacity from 2011. In 2010 discussions were held to create a national cyber-library of existing studies, research, analysis and data on children's issues with UDELAS, a specialist university. In 2010 the UNDP discussed creating a south-south cooperation knowledge centre with the Government of Panama; if created, the cyber-library will become part of the knowledge managed there.

The 2010 Situation Analysis is focused on the situation of indigenous girls and Afro-descendant adolescents, viewed by the 2009 MTR as the two most vulnerable and marginalised groups of children in Panama. The best available data and statistics, as well as outcomes of focus group discussions with the two populations, were used to document their situation. The analysis will form the basis for an 'Agenda for Action' with policy recommendations for Government and civil society partners.

The Office uses new technologies to communicate developments at UNICEF, the UN and the children's sectors to a wide audience; key studies, international, regional and local sectoral and human rights reports and information are uploaded regularly. The Country Office website is also updated regularly and the office has 1,800 followers on Twitter who discuss children's issues. Two Facebook pages have a total of 10,500 friends, feedback is monitored for how well messages are understood and their impact.

The Panama CO worked with partners this year to map social sector services available to children in two vulnerable areas of the country (Darién and Colon), identifying

governmental, NGO and faith-based services for children; substance and capacities. These will be linked electronically to a cyber-information-platform being developed by the Government with USAID for 2011.

The Office had hoped to work with the Government to evaluate the impact of conditional food transfers to families where children suffer from malnutrition; this did not happen in 2010 but will go ahead in 2011, with more substantive discussion about the impact of conditional cash transfers on children's wellbeing, poverty and protection.

3.1.2.5 C4D Communication for Development

Significant investment was made in preparing 'I Can Be More, If You Give Me the Opportunity' (www.yopuedosermas.com) (www.facebook.com/yopuedo). The national campaign to change negative perceptions about adolescents in Panama will be launched in January 2011. It is based on analysis of media coverage of adolescent participation in violent crime and market research on attitudes about the age group. Broad-based participation from faith-based groups, youth, media, civil society, the private sector and NGOs defined the messages and strategies of the multi-media campaign, pointing out that adolescents are not a risk, rather at risk. Free media coverage on TV, radio, internet and public billboards has been secured for up to three months. Materials using ordinary young people and young celebrities have been developed. Media houses have promised engaging and positive editorials during the period, and training was provided to journalists.

The campaign is a precursor to future C4D campaigns funded by government and donors aiming to change the behaviour and attitudes of young people already involved in or considering violence and crime.

Also of importance was a national Hand-Washing C4D strategy targeting children in schools in poor urban areas. The initiative was supported by the national soccer team goalkeeper and used standard, tested hand-washing materials. Ministries of Health and Education encouraged 20,000 school children to become agents of change in their families, schools and communities. The strategy, launched before the annual influenza peak, was also used to help control an early outbreak affecting 72,000 people (majority urban children) at the time. The impact on children's behaviour will be measured in 2011.

Extensive flooding in December 2010 displaced over 14,000 (5,320 children) and affected tens of thousands more; hand-washing materials were quickly adapted and 50,000 fliers produced for MOH activities in flood-affected areas.

Additionally UNICEF supported the Ombudsperson's office to develop a daring campaign and multi-media materials and strategies to combat commercial sexual exploitation of children for early 2011. It includes partnership with Google to understand who may be searching for child sex, and target messages at them. The campaign aims to spark debate and tackle controversial attitudes to children and their use in sexual exploitation.

3.1.3 Normative Principles

3.1.3.1 Human Rights Based Approach to Cooperation

The first three months of the year were dedicated to an extended period of planning, to ensure that results and human rights-based approaches were understood and incorporated into planning for the remainder of the programme cycle; April 2010/December 2011. This included training and practical exercises. Data and the outcomes of the 2009 MTR were used to re-focus on outcomes for the most disadvantaged and marginalised groups of children.

Studies, research and supported interventions have focused on improving the situation for indigenous rural-poor children and marginalised urban-poor adolescents. However, child protection efforts also targeted children without parental care and at risk of exploitation, harm and abuse. Social policy efforts focused on ensuring the future capacity of civil society to monitor children's rights by establishing a CR Observatory.

The government is not necessarily familiar or comfortable with the 'rights' discourse and UNICEF and the UN have worked to find new ways to show how investment in vulnerable populations can have a long-term beneficial impact on development, while realising human (and children's) rights at the same time. This was a challenge in a year when a number of retrogressive legal measures were approved.

UNICEF co-chairs the UN HR group and participated in writing the joint UN report to Panama's Universal Periodic Review. During the process the group elaborated a digital compilation of international HR instruments that were explained and distributed to civil society organisations as a contribution to strengthening their capacity to report to UN bodies. Also, the group prepared a compilation of the observations and recommendations of HR Treaty organs that is scheduled for publication as soon as there is an official version in Spanish of the UPR session on Panama available.

UNICEF funded the publication and distribution of CEDAW report to civil society groups, an important step given recommendations on domestic violence, women's participation in civil and political affairs and change to anomalies that allow early marriage in traditional cultures. Approaches have been made to the Ministry of Foreign Affairs, encouraging Panama to report on the two Optional Protocols to the UN CRC; both reports are overdue.

3.1.3.2 Gender Equality and Mainstreaming

The Office has not planned programming based on a gender analysis in the past. Some team capacity to improve gender mainstreaming took place. Three team members attended UN gender training and the PCO team held a half-day training on gender in planning and how to use gender markers. In 2011 this will be built upon as the programme cycle planning progresses.

However, much of the work done in indigenous areas of the country is with women's groups and consortiums. In 2011 the Office needs to evaluate the impact of training in children's and human rights for indigenous women's groups that have taken place in recent years, in order to assess whether or not it has strengthened their capacity to claim their rights and those of their children from duty-bearers and within their families.

The office is aware that many of the strategies proposed by government and partners for the prevention of violence are targeted at adolescents and young adult males. This needs to be addressed, and UNICEF has begun talking to UN Women and UNFPA about how. In particular looking at how gender roles, including attitudes to domestic violence, are transmitted by the family, community, media and decision-makers.

The 2010 Situation Analysis examines the situation of the rural indigenous girl child as realisation of her rights is particularly problematic due to a combination of political, social, economic and cultural factors. Girls and boys were equally represented in focus group discussions on violence, HIV and other matters of importance to young people during the year. C4D strategies have paid particular attention to ensuring a balance in participation of boys and girls.

As the Office supports national capacity in 2010 to undertake a partial MICS and revitalize DevInfo, attention will be given to capacity building for gender disaggregation and analysis.

3.1.3.3 Environmental Sustainability

Panama is sheltered from much of the damage caused in neighbouring countries by hurricanes and periodic flooding because of its geographical position. However, a number of zones in the country experience flooding on a cyclical basis during periods of heavy rain. In some cases this is natural and in others it is due to the presence of manmade infrastructure (primarily dams) and poor urban planning. In 2010 some 14,300 were displaced by flooding (38% of whom were children). Ten lives were lost, three were children.

UNICEF in Panama has limited capacity to respond to emergencies, but national capacity at SENAPROC (civil protection body) is good. The ministries of health and education have response capacities. Education is the area in which UNICEF has the best comparative capacities to work on DRR and response. In 2010 UNICEF supported the MOE to map capacity to respond to emergencies in one flood-prone area of the country. This model will be used elsewhere in 2011. UNICEF has provided the MOE with sample emergency preparedness and response kits, proposing that the Ministry procure and stock appropriate supplies locally to manage a return to education in the case of flooding. UNICEF has approached SENAPROC to incorporate CCC principles into its policy and response capacities.

The Ministry of Social Development requested UNICEF support to provide psycho-social assistance to flood-affected children in early 2011, based on previous experiences. This work should help to integrate curricula modifications on adaptation and mitigation to climate change for children who have recently been affected.

Indigenous communities frequently complain that companies with mining concessions on or adjoining their territories are producing waste that is causing serious damage to their environments and affecting the health and well-being of their children.

In a country dependent on the wealth of its natural resources the UNCT is aware that climate change and environmental sustainability are important emerging issues for development cooperation. Planning for the 2012- 015 UNDAF will incorporate common objectives and strategies.

3.2 Programme Components

Title: *Health and Nutrition*

Purpose

The Child Survival and Development Component has as its main result to ensure the fulfilment of the rights of women and children by reducing socioeconomic, ethnic and gender-based disparities in a sustainable way. Within this framework, this programme component is guided by our goal for the year 2011: to reduce chronic child malnutrition by 25%. This is a step toward achieving a 50% reduction by the year 2015 and eventually to completely eradicate child malnutrition in the country.

The main results planned for 2010 were to:

- (1) monitor the situation of the country as IDD- free;
- (2) strengthen the breastfeeding policy supporting the National Breastfeeding Commission and Child Friendly Hospital Initiative;
- (3) define the protocol to the National Micronutrient Baseline and National Campaign to promote the consumption of micronutrient in primary schools; and
- (4) consolidate the ECD approach for indigenous areas.

The component is linked to UNDAF outcomes 6 (indicators 17,18,21) and 3 (indicator 6).

Resources Used

Total approved budget: US\$112,516.00

RR:	GC/2006/0469-01	US\$20,000.00
OR:	GS/2009/0142-	US\$41,750.00
	SC/2008/0662-	US\$37,474.00
	SC/2009/0343-	US\$13,292.00

The total approved funds were US\$112.5; expenditures totalled US\$112.1, with a 99.6% implementation rate. Regarding the sources of funding, 54% comes from regular resources, with a major amount from set-aside funds to support priority HINI. The other 46% came from other resources, such as US Funds and the Panamanian Government.

Results Achieved

Aligned with UNDAF matrix, the CPAP goal to reduce chronic child malnutrition and UNICEF's comparative advantage, the results achieved were:

(1) monitoring at sentinel sites was completed. The results indicated that the iodine level in salt and "yodurias" in students are appropriate, and policies to keep Panama IDD-free remain sustainable after eight years, with an average iodine percentage rate of 96% of all school children surveyed (equal numbers of girls and boys). UNICEF has now finalised its support for this project.

(2) The National Breastfeeding Commission (NBC), was reactivated and worked to strengthen the national breastfeeding policy through the approval of a Commercialization Code of maternal milk substitutes and child friendly certification of the largest maternity hospital that was initiated and should be achieved in 2011.

(3) a draft micronutrients protocol, as well as A National Food Security Plan 2009-2015, was carried out with Ministry of Health technicians, and a final discussion is pending with authorities for its implementation. UNICEF provided technical inputs to the process.

(4) Support to Nutrehogar (local NGO carrying out advocacy and direct support for chronically malnourished children) continued for consolidation of the nutrition programme and early childhood development by supporting training of indigenous outreach workers and health promoters and producing manuals.

(5) Integrated ECD work: with few resources the CO has managed to expand the theme to a larger group of Government and non-governmental organisations that have endorsed the idea. One key counterpart, the Education of the Americas University (UDELAS), has expanded its scope to work with other NGOs and is thinking of exporting the model to the Central American region. The Ministry of Health has already committed to integrating part of this plan into its field operations in the Ngobe-Bugle Territory. A new integrated alliance for operational purposes is planned between UDELAS, the Fundación Pro Niños del Darién, and the CO to increase quality coverage to children under five in Darien. Collaboration with WFP, PAHO and UNFPA also took place for the ECD component. This UN collaboration expanded the vision of the ECD Council's Political and Technical Committees to consider a national ECD law rather than only a strategic plan.

According to the annual review undertaken with counterparts, the low coordination level and inconsistency of local-level information systems is the most critical factor affecting the performance of this component. The Ministry of Health has taken note.

Inter-agency coordination with PAHO/WHO, and WFP is good; alliances with the Government, salt producers, NBC and Nutrehogar were key in improving and achieving the planned results.

Future Workplan:

The Child Survival and Development component will continue to help reduce chronic child malnutrition by giving technical support to the NBC and helping to obtain the approval of the commercialization code. Efforts in staff training at the Santo Tomas Hospital will be followed to keep track of progress toward achieving Baby Friendly Hospital certification in 2011. In addition, ECD initiatives with Nutrehogar will be coordinated with the Ministry of Health and SENAPAN to obtain better results. Consumption of micronutrients will be promoted in public schools and the monitoring of iodine deficiencies in the Ngobe Bugle districts will continue.

In 2011 the Office will begin to examine the integration of cost-effective approaches to primary health care in the poorest rural areas of the country, along with other agencies concerned about progress towards MDGs 4 and 5, in order to model how acceleration towards MDG 4 could be achieved.

Title: *Education*

Purpose

The Inclusive Quality Education Programme has as its main result that all children aged four-to-14 will complete 10 years of quality basic education, regardless of their ethnic origin, socio-economic background, physical conditions, or place of living. The aim is to develop a national inclusive educational policy, using a model based on the CFS concept that allows for greater inclusion, respect and support to an intercultural educational environment, and greater understanding and practice of human rights principles in schools.

This programme component had as its main results:

- (1) 80% of community promoters of MOH, MSD and two NGOs in seven zones in indigenous areas using ECD guides targeting boys and girls under four;
- (2) 80% of teachers in 20 pilot schools in vulnerable areas are able to use risk-reduction and school security strategies;
- (3) 15% of teachers in 20 pilot schools are using methodologies and basic skills in education through investigative action;
- (4) 15% of teachers in 20 education centres in Darien and Chiriqui are able to integrate intercultural themes into their lessons;
- (5) 80% of HR in Early Childhood development institutions have basic knowledge of how to elaborate basic integrated public policies.

The component is aligned to UNDAF outcome 4 (indicators 7,8,9).

Resources Used:

Total approved budget: U\$207,348.17

Financed

RR:	GC/2006/0469-01	U\$	109,188.00
OR:	SC/0712 US Fund	U\$	38,432.32
	SC/9901-B5	U\$	9,727.85
	SI /0101 Netherland Emerg	<u>U\$</u>	<u>50,000.00</u>
		U\$	207,348.17

Result Achieved

A pilot CFS model in 11 schools located in indigenous areas of the Chiriqui and Ngobe-Bugle Territory has been on-going since 2005. In 2010 the Regional Ministry of Education Office incorporated this model into their elementary school program and 17 new schools were included, benefitting 7,107 students (3,357 girls and 3,750 boys) and 356 teachers (275 females, 81 males). The model is also functional in Darien (bordering

Colombia), working in 11 schools with 71 teachers (69% females, 30% males) and 1,438 students from K-6 (67.7% girls, 61.7% boys). Since 2009 the CO has supported a bilingual education pilot at nine Embera schools with 36 teachers as the first attempt by the MoE to implement bilingual education in Embera Territory. Measurable results are not yet available. CFS guides are currently being reviewed by the National Basic Education Division and, if considered adequate, will be formally incorporated as school texts.

In 2009/2010 the model was enriched with Country Office-supported, class-based research and training by UDELAS (a specialised university) related to stimulation strategies to deal with basic reading, writing and mathematical skills for first graders. MOE statistics demonstrated an increase in failure rates. A teachers' guide for stimulation of reading and writing skills was produced and in-house trainings have been conducted throughout the year. Preliminary research findings have demonstrated a decrease in failure rates for Spanish and Mathematics as a result of teachers' adopting the methodology and using the monitoring and support of the research team.

The CFS model also includes a school-based disaster risk reduction component, supported by UNICEF and part of a joint project between the Ministry of Education and the National Civil Protection System. National trainings on disaster risk prevention were attended by 200 teachers and 200 school principals of 20 selected schools in vulnerable areas (Chiriqui, Darien and Bocas del Toro). All of the schools elaborated their prevention and response plans. Also 300 schools in vulnerable provinces were trained on the school safety manual produced in 2009. At present, 20 schools in Darien have completed school safety plans. In addition safe-school construction guides were revised by 16 governmental and non-governmental staff. By the end of this year a draft of a norms and procedures manual will be produced, which would be a first for the country.

The CFS model needs to be formally evaluated, standards and indicators need to be created and more involvement from the Ministry of Education's HQ is required to scale up this program. Student self-learning guides are being reviewed and updated with the support of the MoE. There is a need to demonstrate that collaborative learning is a better tool than isolated learning if the country wants to improve quality inclusive education. Additionally, due to an increase in family deterioration there is national demand for more 'schools for parents' projects. Since the CO is part of the UN JP on Violence Prevention, the education component will increase its participation and will present the experience with the parents' guides as part of a concerted effort in child care and protection. According to the MoE's reports, school violence and bullying are also on the increase.

Partnerships include the Ministry of Education, nationally and locally. New alliances were made with the Fundación Escuela Nueva/Volvamos a la Gente and with OEI after a regional agreement on support to Education Goals for 2021 was signed by TACRO. The CFS model will be evaluated in 2011 and presented to the MoE as an effective resource tool to promote quality, inclusive basic education for indigenous, rural and urban marginal children most affected low school quality. Other possible partners were also approached, such as Plan International, the Refugee Education Trust (RET), ISRD, OFDA, Child Fund and World Vision (mainly for DRR).

Future Workplan

Priority actions for 2011 will focus on systematising the CFS model and strengthening and supporting civil society for advocacy on quality education, ECD and school readiness. The CFS model will be used as an advocacy tool during the new cycle of cooperation. Support to the process of creating public policies on ECD will be continued into the new cycle of cooperation, as well as the technical assistance needed to strengthen community-based childcare centres, especially in indigenous areas.

During 2011 public policy alliances to better advocate for 2021 Education Goals in Panama will be established along with mechanisms to map out assistance to the Government on the 2021 goals. Declaring a number of indigenous areas and surrounding municipalities to be child-friendly will serve to improve understanding on the part of local authorities, both traditional and administrative, on public policies for quality basic education.

Title: *HIV/AIDS and Children*

Purpose

The HIV/AIDS and Children component of the CPD has as its main result the eradication of mother-to-child transmission (MTCT) by developing institutional capacities in Governmental and non-governmental institutions based in communities to eliminate MTCT, protect children affected by HIV and prevent HIV among adolescents.

The main results planned for 2010 were:

- (1) Plan for the prevention of mother-to-child transmission implemented in at least 20% of the activities planned;
- (2) strengthen the supply chain management of anti-retrovirals at the Ministry of Health;
- (3) strengthen the communication strategy for the prevention of HIV among adolescents;
- (4) support children affected by HIV.

The component is linked to UNDAF outcome 7, indicators 24, 25.

Resources Used

Total approved budget: US\$ 175,908.58

RR:	GC/2006/0469-01	US\$96,500.00
OR:	SC/2006/9903	US\$14,505.58
	SC/2008/0662	US\$64,903.00

Results Achieved

Aligned with the UNDAF matrix and CPAP goal to eradicate MTCT the results achieved were:

- (1) The creation of a National Commission of MTCT HIV and Syphilis facilitated a coordinated plan with the Ministry of Health and CSS, and a technical monitoring staff from both institutions was established with the help of PAHO and UNICEF support. The Plan for the prevention of MTCT began to be implemented in 2010 and regional health sectors elaborated their own plans. This allows regional health sectors to implement more realistic plans with their current resources.
- (2) The support to strengthen the supply chain management of anti-retrovirals at the Ministry of Health continued, supported by UNICE's alliance with the Clinton Health Access Initiative (CHAI). The monitoring of inventory levels, HIV patients in treatment (adults and children) and suggested anti-retroviral treatments continued in 2010. This allowed the use of key data to establish a preliminary and 2011 procurement budget. Also, in alliance with PAHO and CHAI, we were able to start the processes of updating the 2007 therapeutic norms for the treatment of HIV patients. Final approval of the new therapeutic norms is pending approval.
- (3) There was continuity and reinforcement of the communication strategy for the prevention of HIV/AIDS among teenagers through training and organisation of teenage group facilitators to promote education among peers. There are 145 active peer facilitators participating in educational interventions. In 2010 there were more than 13,000 educational interventions among teenagers in seven provinces.

(4) In the treatment of children living with or affected by HIV/AIDS, we have been able to support the income-generation program of our civil society partner PROHIBSIDA providing training for 60 mothers living with HIV/AIDS and start-up funds that will allow the development of skills for their own economic benefit and that of their children.

In addition, the Office provided technical assistance to the Ministry of Health to write and redraft the Panama submission to the 10th Round of the Global Fund. Panama was successful and will receive over U\$10 million for HIV/AIDS.

In the field the HIV/AIDS prevention initiative support from the MoH in the Chiriqui area increased in 2010, and 481 new students (289 girls, 192 boys) were trained by the initial core group of 50 high school students. These adolescents have increased their motivation in other cooperative activities, such as helping in emergency situations, and are using information technology to promote HIV prevention through the web. The CO's Communication Section provided the initial training to the core group. In Darien, the first cooperative adolescent group of the Tuira River was organised with 53 members (32 boys, 21 girls).

The lack of permanent human resources for monitoring the MTCT plan and the planning processes of supply chain management are the two most critical factors affecting the performance of objectives planned by partners in this component. However a monitoring and planning culture was established, which helped achieve planned results in 2010. This needs to be consolidated in 2011.

Key strategic partnerships include: Ministry of Health, Clinton Health Access Initiative (which in 2011 will close its projects in Panama due to lack of funds), UNAIDS partners in the UN system, NGOs such as PROHIBSIDA, the largest of the HIV/AIDS NGOs, youth and children in schools in the provinces of Chiriqui and Darien. Recent results of studies on HIV/AIDS knowledge among youth and some indigenous groups highlight the risks of further HIV infection among vulnerable populations, which must be factored into advocacy and planning in 2011.

Future Workplan

The HIV/AIDS and Children component will continue its role in the support of the monitoring processes of the MTCT plan in accordance with our alliance with WHO/PAHO and the Ministry of Health. We will continue our regional support to allow health regions to be empowered to continue the MTCT plan until 2014. Supply chain management at the Ministry of Health will continue with technical support in planning processes, as we believe that the new management of the National HIV program will obtain the needed human resources. We will focus on finalising the therapeutic norms, which is necessary due to the increased number of patients in treatment at both the Ministry of Health and CSS. The communications strategy for the prevention of HIV among adolescents will continue with PROHIBSIDA, in coordination with the Ministry of Health, and UNICEF will support an alliance with UNAIDS and UNFPA to support adherence to treatment among children from Panama and Colon.

Title:

Child Protection

Purpose

The institutional reform, gender equity and child protection component supports the revision and creation of new legislation for the integral protection of children's rights. This legal framework will, in turn, imply institutional reform in the area of child protection with the clear aim of improving the effectiveness of public policies in areas

such as the sexual and commercial exploitation of children and women, child trafficking, de-institutionalisation of children, children and adolescents in conflict with the law, and child labour. The new legal framework will be based on the achievements of previous cooperation on legislative reform.

The main results planned for 2010 were:

- (1) mapping of protection services available to children in urban areas (Panama, David and Colon) and indigenous areas (Comarca Emberá-Wounnan);
- (2) provide technical assistance to improve execution of national and local responses to indigenous families who temporarily migrate to Costa Rica;
- (3) disseminate CEDAW Committee recommendations to Panamá;
- (4) produce, with the Ombudspersons Office, a monitoring report on residential care centres;
- (5) strengthen capacity and skills of two NGOs (Movimiento Nueva Generación and Casa Esperanza) to work on urban prevention of violence;
- (6) within the ODMF UN Joint Programme Culture for Peace: 1 prevention of violence module for teachers, 1 prevention of violence module for caregivers, 1 child rights travelling exhibition for local districts, 1 report on legal recommendations for judicial standards for children and 1 training module for judicial staff on implementation of child rights conventions.

The component is aligned to the UNDAF indicators in poverty reduction and promotion of Human Rights

Resources Used

Total approved budget: \$150,000.00

In 2010 CP component executed \$239,160.92 (including TACRO CRQ)

\$93,057.40 RR (GC/2006/0469-01)

\$4,446.23 OR (SC/2006/9904) Child protection

\$110,554.92 OR (SC/2009/0646) Spanish MDMF for UN Joint Programme

\$31,102.37 OR (EXT/SI/2007/0201) TACRO CRQ of Italian funds for CSE

The total approved funds were US\$150,000. However, expenditures totalled US\$240,000 with a 99% of implementation rate. Regarding funding sources: 39% came from regular resources, particularly from the ODMF UN Joint Programme for Peace, which represented 46% of the total. Nearly 13% of resources came from a TACRO allotment from the Italian Government for projects against CSE.

Results Achieved

In order to improve policies, national capacities and services across sectors to improve child protection the following results were achieved:

- (1) legal recommendations for better protection of victims of trafficking were provided to the National Assembly;
- (2) a report on legal recommendations for complying with international trafficking treaties was prepared and delivered;
- (3) an international consultant specialised in the UN CRC, adoption and children without parental care held a one-day workshop with National Assembly personnel, a one-day workshop with SENNIAF (Section of the Ministry for Social Development, charged with care and protection issues) staff, a one-day training for 75 judicial system staff; a half-day workshop with Defensoria del Pueblo staff; a conference with Women Attorneys Association members;
- (4) The capacity of two NGO's (Movimiento Nueva Generación and Casa Esperanza) to work on urban prevention of violence abilities was strengthened by: workshops on

administrative and methodological procedures and exchanges of four technical field staff (through South-South cooperation) and leveraging of financial resources on their behalf.

Regarding development and implementation of social conventions, norms and values that favour the prevention of violence, exploitation, and unnecessary separation for all children, and building on young people's resilience, the following results were achieved:

- (1) a human rights campaign in 14 newspaper supplements nationally was carried out, with technical assistance from UNICEF;
- (2) 2009 CEDAW Committee recommendations to the Government of Panamá were disseminated through easily accessible publications;
- (3) A national public multi-media strategy was conceptualised and developed to prevent commercial exploitation of children, with the national Ombudsperson's office and with the approval of 14 Governmental organisations that are members of CONAPREDES. The campaign, in English and Spanish, will also be translated into Italian and launched over the Christmas/New Year period;
- (4) 174 border police (soldiers) in the Darien and Chiriquí areas benefitted from child protection training. The two-day training emphasised the role and responsibility of the police to prevent CSE;
- (5) institutional agreements were signed with the USMA University, NGO Justicia y Paz and NGO Casa Esperanza to develop modules for teachers and parents on the prevention of violence in schools. Inputs were collected from urban San Miguelito, Arraiján and La Chorrera primary schools. The drafts were undergoing final revision in late 2010. A travelling exhibition to be presented in public spaces during summer 2011 was developed, with the purpose of raising discussion and debate about the prevention of violence in communities. In order to gather inputs, leadership, CRC and arts workshops were given to local community children from excluded urban areas;
- (6) Advocacy activities with high-profile child rights and child protection activists Paulo Sergio Pinheiro (Vice President of the IACHR of the OAS) and Marta Mauras (CRC Committee member) were carried out on violence prevention and strategies for influencing the Government of Panama in relation to changes to juvenile justice legislation that lowers the age of criminal responsibility.

In the field, support was given to the Defensoría del Pueblo's regional offices to follow-up national actions evolving from the bi-national meeting recommendations on child labour held in 2008 on the Costa Rican border and to strengthen their human rights operative projects. In 2010 the CO's Protection Section sponsored a technical meeting with the Ministries of Labour, Education, Health, Birth Registration Office, Migration and a Ngobe Commission to discuss the advances on the Panamanian side. This was preparatory to a bi-national meeting planned for 2011.

Constraints include the demand for support to activity-based child protection work in Panama from NGO partners with limited capacity. Other challenges were the relatively limited engagement in improved harmonised child protection legislation, and retrogressive changes to the existing legal framework. The national child protection sector is fragmented, with a number of ministerial bodies, sub-structures and committees responsible for small components of the protective apparatus for children in Panama. Participation in the UN Joint Programme on Citizen Security required considerable programmatic, coordination, administrative, coherence attention.

The section has a wide range of Governmental and NGO partners as well as with the private sector and donors. A new partnership with the Violence Prevention Programme at the Ministerio de la Presidencia (Secretary of State), helping with the coordination of actors working on prevention of violence among children and youth, was a very positive outcome of UNICEF's work in 2010.

Future Workplan

2011 will see the consolidation of 2010 activities and the evaluation of the work of two NGO partners.

Title *Impact of Public Policy*

Purpose:

The social sector investment and enhanced public policy planning sub-component will help to monitor and better execute public investment in women and children. The assistance provided by means of this subcomponent will be also instrumental for designing public investment programmes for women and children, and for establishing clear priorities within existing Government resources, to improve equity and effectiveness in public policy interventions.

Main results planned:

- Social investment monitoring system, with a child rights-based approach
- Observatory of Children's rights to serve as an instrument for advocacy, education and research
- A strengthened National System of Statistics, which facilitates the analysis of children's rights with disaggregated information for gender, geographic region and ethnic groups
- A network of NGOs, opinion-leaders and the Ombudsperson's Office, established and recognised as a relevant actor in the formulation of policies

Related UNDAF outcomes are: 3.3. Modernisation of public administration for better, more effective and more equitable management and 3.5. Improved monitoring and citizen involvement regarding the achievement of the MDGs and Human Rights.

Resources Used

Total approved budget \$184,374.07

RR	GC/2006/0469-01	US\$78,700.00
	GG/2010/0008-	24,205.43
OR	SC/2002/0275-01	2,566.00
	SC/2006/9903-	2,578.83
	SC/2006/9905-	76,323.81
Total		184,374.07

Results Achieved

Situation Analysis of children's rights: planned and structured with participation of MEF and Ministers of the social sector, incorporating new data and qualitative sources of information, and following guidelines with regard to methodology, will be a useful tool in the formulation of policy and as an instrument of advocacy for the most disadvantaged children in indigenous territories and excluded adolescents in urban areas.

Observatory of Children's Rights: established as planned in 2010, on the basis of an alliance with the Ombudsman's Office and the participation of non-governmental organisations. The Observatory has a wide base of citizen participation, an advisory council formed by committed citizens elected by the NGOs, and a technical secretary

supported by the Ombudsman's Office and UNICEF. A programmatic document outlining its methodology was approved.

The Citizen's Movement for Education (MCE) has maintained a public profile with respect to policy issues. Membership has grown, two general assemblies and one National Forum with broad participation were organized successfully. Two provincial chapters were constituted (Coclé y Azuero) and the three existing chapters were strengthened. Their 2011 plan includes heightened activism at the national and provincial level, as well as a sustained advocacy effort on behalf of children's education.

A mapping of actors and social services for the City of Colón, which includes a comprehensive database, was completed, as was the creation of a local committee with participation of municipal authorities, community leaders and adolescents.

As planned, training in the disaggregation of data for gender and age groups was provided for the Observatory on Citizen Security, hosted by the Chamber of Commerce, as part of the UN Joint Programme for the prevention of violence and crime, and related awareness-raising actions were undertaken with the wider public and in universities, to establish the real dimension of crime rates and the age groups of victims.

Terms of reference were agreed with SENAPAN and MIDES with regard to a comparative study on social protection programmes, which will examine the impact and efficiency of food vouchers vis-a-vis conditional cash transfers in four local communities with indigenous populations living in extreme poverty; a consulting firm was selected after a competitive procedure. The study will take place in 2011.

A plan was agreed with the National Institute of Statistics and Census (INEC) with regard to the strengthening of SINAMP, implementation of which will begin in January 2011.

A significant constraint was the lack progress observed with regard to the construction of a baseline to measure public investment on children. During 2010 it was difficult to establish dialogue with relevant ministries. The conversation with MIDES (Ministry of Social Development) authorities remains open and inconclusive.

Additionally the publication of a new government strategy at the beginning of the year re-shapes policy and social protection programmes and re-aligns objectives and actions according to the new strategies. The policy environment – especially planning and monitoring capacity – is weak, leading to sudden changes in orientation, limiting impact. The planning, organisation, and roll-out of the National Census 2010, as well as the processing of data and publication, consumed all the institutional capacities in 2010, preventing them from undertaking other projects.

An internal UNICEF extended planning period shortened the time for implementation in 2010, but will become an advantage in 2011.

Key strategic partners include Ministry of Economics and Finance, Ministry of Social Development (MIDES), SENAPAN, INEC, Defensoría del Pueblo (National Ombudsperson), ACEASPA, IDEMI – NGO.

Future Workplan

PCO will continue supporting policy advocacy initiatives like the Citizen's Movement for Education and the Observatory of Children's Rights, as a means of developing civil society's capacities in the areas of participation and monitoring policy implementation.

At the local level, PCO will support a plan of social services for children and adolescents in the City of Colón, which is a further step to work undertaken in 2010.

The official launching of the SITAN in 2011, as well as the strategy of disseminating census information agreed with INEC, will help to develop an evidence-based approach in the formulation and monitoring of policy for the most disadvantaged children.

The comparative study that will be produced in 2011, with the support and participation of MIDES and SENAPAN, will deliver an important output for the improvement of social protection programmes in indigenous territories.

Title: *Local Interventions*

Purpose

To foster greater understanding and practice of human rights principles at the grass-roots, and local authorities' levels. The component includes three major areas of concentration of United Nations development assistance in Panama: Reduction of poverty and improvement in income distribution, universal basic social guarantees for the realisation of human rights, and modernisation of the state and public sector reform. UNICEF's support on this component focuses on poverty reduction and improving income distribution.

There are three local interventions areas: Darien province, which borders Colombia (the Darien Gap); the Chiriqui and the Bocas del Toro provinces, which border Costa Rica. All areas include indigenous territories (*comarcas*), which are the Embera-Wounan in Darien and the Ngobe-Bugle in Chiriqui and Bocas del Toro.

The main focus in 2010 was to strengthen human rights-based approaches to community planning, implementation and participation in the four child-friendly municipalities (CFM) of Chiriqui and the Ngobe-Bugle Territory (David, San Felix, Mirono, Muna) as well as two new CFM in Darien (Cemaco in the Embera-Wounan Territory and Pinogana with Afro-descendant communities), especially focusing on women and adolescents.

The work is linked to UNDAF Outcomes: 1. Reduction of poverty and access to social benefits, 4. Improved access to quality education, and 5. Improved gender equity and participation.

Resources Used

Total approved budget: US\$322,197.19

Financed

RR:	GC/2006/0469-01	US\$85,012.00
OR:	SC/0275	US\$ 4,200.00
	SC/0506	US\$123,240.00
	SC/0662	US\$ 51,114.08
	SI /0068	<u>US\$ 58,631.11</u>
		US\$ 322,197.19

Result Achieved

Child-friendly municipalities are strengthening indigenous and Afro-descendant women's groups, as well as adolescent peer education groups for HIV/AIDS prevention and human rights. Using the Human Rights Manual for Indigenous Women, 239 new Ngobe persons (38 males, 201 females) were trained as trainers on women and children's rights and as water and sanitation promoters. Some 255 adolescents (121 girls, 134 boys) from the Ngobe-Bugle Territory, districts of Kankintu and Kusapin, were also trained as WASH promoters. Using the same Human Rights Manual, 146 women of the Embera-Wounan Territories were trained as trainers, as were 28 midwives from the MOH. In the Darien trainings for community women's and adolescents' groups were on domestic violence, human rights, and HIV/AIDS prevention. A draft manual on human rights issues for adolescent facilitators was elaborated in 2010 in Darien.

The UN Joint Programme is strengthening knowledge on WASH among 239 community members (201 females, 38 males), 173 teachers (98 females, 75 males) and 3,892 students aged 6-17 (1695 girls, 2195 boys) of 28 indigenous communities. Draft guides on relevant themes were elaborated, together with the Ministry of Education, for grades 1-6. The JP will also empower community members to maintain their own water sources and include water issues in their municipal plans in 2011. Draft manuals are being revised by the MoH on administration, operation and maintenance of water committees. This pilot JP will last three years and is already being considered by the MoH as a model project for community participation in water management. The CO's contribution will be to strengthen women, children and adolescent groups.

Participation of women and adolescent groups in the CFM initiative will ensure its sustainability. Verbal reports of how indigenous women are participating more and more in their community councils and reporting physical abuse to local authorities are more common now, as well as their participation in local radio talks, especially in Darien. An approach was made to the National Indigenous People's Council (CONAPIP), which is an all-male leaders' organisation, to encourage them to join efforts with the CONAMUP to reinforce this model. The CO will also start documenting this experience and will help women's groups join forces with other governmental and non-governmental women's movements.

Considerable potential exists for adolescents' groups. There is an urgent need to reinforce adolescent groups in the Darien, due to rumours of Colombian guerrilla's recruitment activities. The CO will join forces with other members of the Darien monitoring space to reinforce projects targeted to adolescents. Chiriqui adolescent groups will participate in the CO's advocacy campaign to support Panamanian adolescents to increase their voice. In general, adolescent groups will be reinforced with more participatory techniques to increase their participation in their community and school councils. In Chiriqui the CO is strengthening its ties with the provincial Public Policies Network for Children's Rights, comprised of GO and NGOs, which could become strong allies in the area. The efforts will continue on 2011 and beyond.

Constraints: the lack of local human resources trained in human rights, the general misunderstanding of same and generalised discriminatory attitudes toward indigenous and Afro-descendant populations. The CO is building local capacities with trainings and materials. Another critical factor is the weak administrative skills of some indigenous non-governmental organisations.

Monitoring was carried out through visits and formal mid-year evaluations with the municipal teams. During the field visits, meetings were used to reinforce local capacities on planning and monitoring skills. At the national level, an-hoc monitoring group was organised in 2009 by international NGOs working in Darien, in which PCO participates.

This monitoring space has fostered greater coordination and collaboration and has agreed to the distribution of geographic areas to minimise duplication of efforts.

Major governmental partners are the ministries of Education, Social Development and Health; the Public Registry System; the University of Panama in Chiriqui; Defensoría del Pueblo (Ombudsman) and municipal and local authorities. Key NGOs are the National Coordinator for Indigenous Women's local chapters (CONAMUIP); the Vicariato del Darién of the Catholic Church; Fundación Pro Niños del Darién; Fundación Casa Taller; and other local indigenous women's groups, such as ASMUNG in the Ngobe-Bugle area.

Future Workplan

Within the CFM model, the strengthening of adolescents' and women's groups, as well as of inter-sectoral technical staff, will continue in 2011. Three areas will be incorporated: the ECD link with school readiness, health issues (water and sanitation, nutrition, infant mortality, emergencies practices), protection against child labour and the fostering of birth registration. The CFM model will include the training of community members and local authorities on children's indicators, project planning and budgeting. As the new government is experimenting with decentralising funds to local authorities, the UN sees this as an opportunity to intervene and reinforce local authorities' capacity on planning and budget management, including for children's and women rights' issues. It could also be used as an advocacy tool for decentralisation. A meeting will be held in 2011 among all agencies (WHO, ILO, UNFPA, UNICEF) and national organisations working with municipal models to reach consensus on methodologies and models to be used, at least in common intervention areas.

4 OPERATIONS & MANAGEMENT

4.1 Governance & Systems

4.1.1 Governance Structure

At the beginning of the year the 2009 Audit report was used to identify areas of change needed in Office governance. An Office retreat reviewed operational common services, work flow processes, table of authority, key governance processes, ethics and staff rules. Terms of reference for the CMT and JCC were defined and adopted, and the role of the Programme Meeting clarified. An extended period of programme planning in early 2010 created opportunities for a common understanding of approaches to Office management and programming, and the AMP was developed through the planning process.

The CMT met regularly during the year, 12 meetings took place with participation of PCO and TACRO common services. CMT has followed audit implementation, monitored Office performance indicators and the roll-out of Vision and organisational change, staff development and office morale, and has made decisions on programme advocacy, programme planning, and global refocusing on middle-income countries and on equity. The CMT also agreed the cost saving relocation of the office to the TACRO building; this will also improve efficiency of common services. During 2010 a PCA Committee was established in PCO; this oversight structure also provides a forum for improved understanding of how resources are allocated and how Office partnerships work.

During the year the CO took a first look at the new CCCs, reviewed the BCP and established an ERM Library; a NY UN DSS oversight mission provided the forum for increased awareness of our own security within a risk analysis framework.

In 2011 there is a need for refinement of how common services function, allowing the Office priority when needed.

4.1.2 Strategic Risk Management

The CMT provides the opportunity to discuss strategic risk in programming and operations. The elaboration of the ERM Library offered an opportunity to discuss becoming more risk aware, and structured risk management. The Programme Meeting needs to function more specifically as a forum that looks at new directions and implied risks, and feed into the CMT in 2011. However, in 2010 the Programme Meeting discussed high-level advocacy on controversial matters as well as global and regional UNICEF and UN changes.

The Office is increasingly aware of the risks created when there is limited clarity in planning, implementation and governance. As a result of improved workflow management and indicator monitoring the Office has limited outstanding DCT, travel claims and improved utilisation rates. In 2011 the quality of programme documents from non-government partners must improve to allow for better monitoring and allocation of UNICEF resources, and to ensure better results for marginalised children. Equally the Office needs to engage in systematic measurement of impact throughout the programme and with partners in Government and civil society.

Having analysed Office capacities within the context of the new CCCs it has been agreed that limited emergency response in the spheres of education and WASH are possible, but that office strengths should be used to mainstream CCC principles in national preparedness and response capacities.

4.1.3 Evaluation

Evaluation and programme oversight were not used systematically at PCO during this programme cycle. Elaboration of the IMEP 2010 aimed to improve understanding of programme planning processes and on-going monitoring of management processes. No programmatic evaluations were planned for the year, though new HACT assessments of partners took place and plans for supporting improved capacity among partner NGOs were drawn up for 2011.

UNICEF's Annual Review and UNDAF reviews produced largely positive results, but the lack of evaluation was identified as a weakness. The weaknesses of the evaluation function at the Office, and the UN in Panama, have been identified and discussed. Recruitment for a Monitoring and Evaluation post-holder at UNICEF is underway.

Plans to create a cyber-library on children's issues in 2011 will include making previous evaluations and monitoring reports of programme, projects and approaches available to the wider public in civil society, Government and at the UN. This should also generate discussion about further evaluations needed.

4.1.4 Information Technology and Communication

As mentioned, the Office uses its webpage, Twitter and Facebook to communicate with an audience of more than 12,000; providing information and influence for children's rights in Panama. However, this communication assumes access to computers or smart phones, thus messages are unlikely to reach poor and marginalised children and youth.

The Government has a policy of free access to wireless hotspots throughout the country, and education reform promises improved use of internet and modern technologies in schools. But the policies do not take into consideration either very limited availability of computer hardware and reliable electricity at schools in marginalised areas of the country or limited computer literacy among teachers. The scope of wireless hotspot access is limited to public places where laptop connections are needed.

As part of Knowledge Management, the Office needs to discuss improved internet and other electronic access to information for children, youth and civil society in isolated and

marginalised areas 2011. There has been improvement in the way in which UN, NGOs and Government use information links online in 2010, which should be built on.

Panama Country Office's ICT is managed by common services provided by TACRO, skilled HR is available to the office and the ICT section is represented at the CMT. ICT common service operating procedures were examined during the year. The section participated in the 2010 review of PCO's BCP. Minimum security of telecommunications component of MOSS were reviewed and ensured at PCO and two zone offices. The move of the PProMS Applications Administrator to PCO improved adherence to TOA and sped up needed access.

All upgrades to operating systems were undertaken and ProMS 9.1. was installed (list available). ITSS roll-outs at TACRO also served PCO. No ICT equipment was disposed of during 2010, but environmentally safe disposal needs to be considered in office policy.

The move of PCO to the TACRO building requires some rethinking of BCP planning for ICT, as the office will no longer be located with other UN agencies with servers that could be used in case of need.

4.2 Fin Res & Stewardship

4.2.1 Fund-raising & Donor Relations

The Office has been dependent primarily on Thematic Funds for OR in recent years. However, allocations from Spanish MDG trust-funds to two programmes (joint UN) significantly boosted OR, and in 2010 amounted to over U\$268,000. An increase in the OR ceiling in 2009 ensured that the office stayed within its allocated amount. The office had four narrative and three financial reports due in 2010. One financial report was sent over 30 days late.

Improved monitoring of PBA utilisation and expenditure was put in place in April 2010 and brought to the CMT. From that date onward expiring PBAs were fully utilised.

In 2010 time was committed to developing a working relationship with BBVA, a Spanish Bank, which would have allowed customers to donate money to UNICEF when making ATM transactions. However, the working relationship was taken over at the global level and funds were allocated to a local NGO instead. In 2011 the Office will undertake a market analysis to examine future local fund-raising potential; a review of under-funded areas of Government policy work might benefit from UNICEF's leveraging power.

Panama had a small-scale partnership with a local NGO for sales of gifts and cards; this has been profitable in Panama in the last three years. Time was invested in 2010 to reduce stock and ensure maximum sales in order wind up operations in January 2011.

In 2010 the office established working relationships with the Inter-American Development Bank and opened a dialogue with the World Bank. These relationships will be further explored in 2011 to leverage funds for services and policies targeting marginalised children and their families.

The Office did not make emergency appeals during the year. However, through use of Twitter and Facebook, the office did raise US\$30,000 from the public and private companies for Haiti.

4.2.2 Management of Financial and Other Assets

During the year the Office worked to close 16 of 17 internal audit recommendations from 2009. The remaining recommendation will be closed in January 2011. Operations was considered 'Satisfactory', however, a good deal of work went into defining and

strengthening the common services arrangements between PCO and TACRO. This has been beneficial to improved planning, monitoring and use of resources. Some coding errors occurred early in the year, and these were addressed after the Annual Review.

Follow-up of common service provision, use and monitoring of resources and DCT has been a routine part of CMT and parallel section discussions. The office had no DCT outstanding over nine months at the end of the year. As the office begins to plan 'differently' with Vision, new ways to monitor resources will be defined in 2011.

Detailed planning with partners at the beginning of 2010 for the remainder of the programme cycle meant that resources planned were allocated well, as reflected in utilisation rates: 96% of RR was spent, and expiring OR PBAs fully utilised, no PBA extensions were requested.

At the beginning of the year the office was located at UN House. However, common services costs, including the 2009 installation of an elevator and 2010 creation of new UNDP offices, significantly increased already high costs and required RR expenditure. It was agreed that cost-sharing and common service efficiency gains would be made by re-locating to the TACRO building in January 2011. A meeting planned for mid-January 2011 will calculate full efficiency gains.

4.2.3 Supply

Panama Country Office supplies are managed by Common Services at TACRO. A review of the supply workflow process and streamlining of responsibilities for supply in 2010 improved efficiency. Those supplies that were procured were principally for C4D activities and provided to the Ministry of Health. Some printing and publication of materials was managed by Common Services on behalf of the Office.

There is a need to ensure that partners in government and at NGOs using UNICEF resources to print are following UNICEF publication guidelines in 2011.

4.3 Human Resource Capacity

In 2010 the Office undertook an extensive review of the coherence between the PRB approved organogram, job descriptions and key performance tasks. Several JDs had not been revised since the 1990s and others did not match roles/tasks being performed.

During the Office retreat and subsequent planning period an international planning advisor assisted PCO to develop results-based PERs based on AWP planning, CPAP matrix outputs and job descriptions. As a result a number of job descriptions was revised and modernised and the main responsibilities of post-holders was clarified. Initial PER discussions were held in April for all team members and mid-year reviews were documented. All office PERs, except one, were completed by the end of 2010; it was noted that the planning process had facilitated performance review and measurement.

Throughout the year the Office Learning Plan was monitored and adapted. The plan included learning needs highlighted by the 2009 audit; security training; roll-out of Vision and other organizational developments; supervisory, management and language skills and technical training. The Office experienced problems with the coding of training and learning opportunities, but provided considerable time for on-line, face-to-face and other learning. Included in 2010 learning were reinforcement of UN and UNICEF norms and standards and work on team-building and a plan of activities to improve staff morale.

An introduction to competency-based performance and recruitment took place at the annual retreat; the Administrative Assistant took part in competency-based recruitment training at TACRO.

Disaster risk and reduction skills were assessed; given the middle-income status of the country and the proximity to TACRO it was felt that these are adequate at this time. Key to improved disaster risk and reduction strategies will be development of national capacities to place vulnerable children at the core of preparedness and response.

The UN system in Panama is developing a counselling policy and national counsellors have been identified for training in 2011. UNICEF funded UN Cares training for the UN system in 2010 and minimum standards are in place at the Office.

4.4 Other Issues

4.4.1 Management Areas Requiring Improvement

PCO's 2010 analysis of support budget requirements showed a deficit of some U\$53,000. Even after some cost cutting in the Office, this remained high. Discussions were held with TACRO and the Resident Coordinator and plans to move PCO into the TACRO building made. This has worked well as UN Women will have a regional office in Panama and the space vacated by PCO is adequate for their needs. A meeting in the second week of January will calculate costs saved and efficiencies gained for common services by collocating with TACRO.

Additionally in 2010, efficiency gains were made by reducing the number of Blackberry phones and maximising the use of the Office car, limiting the need for lengthy car hire in remote areas of the country.

As mandated by the 2009 audit, reviews of efficiencies and risks of two small sub-offices were commissioned. Because of human resource constraints in Operations at TACRO only one review was completed, the other is scheduled for January 2011. Next year will see changes in how budgets for these offices are managed and should see improved planning for results and results achieved.

Joint programming with other UN agencies has yet to prove efficient in reducing overheads or funding needed for major activities. This will be discussed by the UNCT in early 2011.

4.4.2 Changes in AMP

As the Office underwent two major changes in the first three years of the programme, it was important to maintain some continuity in the final two to consolidate work approaches and prepare for the new programme cycle. There will be no significant programme changes affecting AMP.

There are a number of line management changes in the 2011 organogram, resulting from PBR recommendations in 2010. The Programme Coordinator post has been abolished and replaced by a new M&E post with planning responsibilities. The Representative will line manage Social Policy and Child Protection team members. There is also a need to revamp and improve the IMEP to provide more analysis on the situation of children and adolescents in the country. However, as all outlines of programme planning for 2011 were done alongside 2010 planning, this will not require significant AMP changes.

5 STUDIES, SURVEYS, EVALUATIONS & PUBLICATIONS

5.1 List of Studies, Surveys & Evaluations:

1. *Public Perception of Adolescents*

5.2 List of Other Publications

1. *Guide for teachers on prevention of disasters*
2. *CEDAW Report Panama 2009*

6. INNOVATION & LESSONS LEARNED

Title: *C4D campaign to address negative perceptions of adolescents in Panama*

Contact Person: mostrander@unicef.org

Abstract

The perception of adolescents in Panama is not positive. Decision-makers and media have painted a picture of a nation under attack from its own adolescents. As such, talking about adolescents is not easy. Adolescents are frustrated by this situation. Most young people have little understanding of their rights, and children who are affected by violence far outnumber those involved.

A multi-agency, multi-media, multi-sector campaign will start in January 2011. More than 40 organisations (public, private, media and civil society -including adolescents) are working together. The objective is to launch a dialogue about adolescents, their potential and their dreams, and to involve many partners and young people to get the dialogue going. 'Yo Puedo Ser Mas' will feed into other, more hard-hitting campaigns later in the year with Prevention of Violence Services at the Presidency, USAID and other partners. These will be more focused on young people at risk of becoming involved in violence.

Innovation or Lessons Learned

The experience has led us to an understanding that media and civil society often feel under some pressure to present negative perceptions of adolescents and, that given the chance to examine the positive there was a great deal of interest and goodwill.

Equally, the level of engagement of the corporate world has been interesting; in the media radio and newspaper editorial time will be dedicated to the issue, and donated advertisements will run in all media and on billboards and bus stops in popular urban areas.

Building momentum with a range of partners has provided new platforms for discussion and dialogue and created a great deal of energy and imaginative forms of expression. The campaign has also created a convening space for many different civil society actors who had aspired to work on adolescent participation and prevention of violence but who did not know how to get involved.

Potential Application

The approach could possibly be replicated in countries where it is difficult to dialogue on controversial, sensitive issues, as it provides an initial entry point and is linked to increasingly more complex and challenging dialogue that needs to take place. The campaign begins a process of changing attitudes so that national, regional and local dialogues can take place without fear and provide a point of entry for future, more difficult conversations about why some young people chose to engage in violence.

Issue/Background

Crime has increased in Panama in recent years. Politicians, media and others have presented the increase in violence as a wave of adolescents and youth crime, and adolescence itself as a great danger to the public. In fact Government statistics show that serious crime committed by minors has increased proportionately to adult crime and the number of young *victims* of violent crime is on the rise. Due to negative perceptions it is hard to talk about adolescents; their rights and needs as this could be perceived as giving voice to those who aim to undermine national stability.

Strategy and Implementation

By end-2010 the strategy had involved rounds of advocacy meetings with politicians, religious leaders, universities, NGOs and youth organisations, explaining why a common strategy and its different phases would be positive. It then involved working with the private sector to engage media and big companies in thinking 'positive' and promoting the idea of a common voice for adolescents. As momentum was gained, more organisations and individuals have joined and provided major and minor inputs.

The strategy has become an umbrella for a number of other C4D approaches planned for later in 2011. These approaches will tackle increasingly more difficult and sensitive issues around the marginalisation of poor urban youth and their life choices.

The results will be monitored and measured through 2011.

Progress and Results

Changes in public attitudes will be measured against an independent survey in April 2011, and compared to attitudes in 2010.

Private corporate social commitment to the campaign will be costed and published.

Discussion forums with religious and political leaders will be held to assess the impact of the campaign and tolerance for more complex dialogue

Next Steps

Next steps in the strategy will be to: increasingly engage media, civil society, faith-based organisations and decision-makers in a new set of discussions about adolescents; involve decision-makers in discussions about policy development needed; support their development and participation and measure the impact of violence-prevention strategies on the involvement of young people in crime.