Update on the context and situation of children

1. Economic and Political Situation

Panama has had one of the fastest-growing economies over the last decade. Average annual growth from 2001 to 2013 was 7.2%, almost double that of most countries in Latin America and the Caribbean. From 2014 to 2017, growth slightly decreased to 6.1% and 5.4%, respectively. In an international context marked by trade disputes and social conflicts, most countries in the region expected an economic downturn in 2019, with Panama estimating its annual growth at 3.5%, the same rate as in 2018. Government budget cuts have been publicly announced, potentially impacting services directed at children and adolescents.

Panama’s macro-economic growth has been sustained by the construction and logistics sectors, including the Canal expansion which inaugurated in 2016. However, economic prosperity has not been equally distributed or translated into social development for children. Although Panama is classified as a country with “high human development” (HDI = 0.795; UNDP, 2019), its Gini coefficient is 0.50, being the 12th most unequal country in the world and the 4th most unequal in the region (World Bank, 2017). In 2019, Panama’s human development index fell by 21% (13 places) due to its level of inequality, including gender inequality (the income gap between men and women is 35%). Steady GDP growth offers a false impression of wealth that hides income, social and gender inequality.

Although no significant changes were observed in 2019 in relation to the situation of children, in May 2019, Laurentino Cortizo was elected as new president of Panama representing the PRD (Democratic Revolutionary Party), in an election deemed democratic and transparent by international observers. UNICEF adapted its program to respond to new government’s priorities. As a result of UNICEF’s advocacy, a section on children and adolescents was explicitly included in the Government Strategic Plan for 2019-2024, stating three lines of action: 1) increasing access to early childhood services, specifically to adequate nutrition and early stimulation; 2) investing in adolescents by designing flexible educational programs that ensure access to decent employment for everyone and 3) designing a protection system that focuses on preventing all forms of violence against children.

Given this economic and political situation, Panama faces several challenges regarding sustainable development and ensuring no child is left behind. Currently, the gross public debt as a percentage of GDP is 40%, and, according to the new government, public finances are constrained. The unemployment rate is expected to reach 7.5% in 2020, the highest in the last decade. Social and economic crises in the region will most likely increase migration flows into Panama, thus raising the number of children and adolescents in need of international protection. Public investment in social services is likely to fall, while socio-political unrest could escalate, given the tension surrounding discussions on the constitutional reforms.

2. Situation of Children and Adolescents

Panama adopted the 2030 Agenda for Sustainable Development and is currently strengthening institutional mechanisms for monitoring and reporting progress. The forthcoming analysis intends to summarize the situation of children in relation to key SDGs.

The infant mortality rate has not shown any reduction in the last 5 years (14 children per 1,000 births) and there are clear geographical inequalities, with provinces such as Bocas del Toro, having an infant mortality rate of 24 per 1,000. On the other hand, maternal mortality has decreased from 65 women per 100,000 births in 2012 to 35 in 2017 [SDG 3].

Territorial inequalities in health indicators are also evident in access to a clean environment. Although nationally 91% of households with children have access to clean water, only 39% have access in the indigenous territory of Emberá-Wounaan, 57% in Guna Yala and 63% in Ngöbe-Buglé [SDG 6].

Currently there are different modalities of early childhood services, including public and private types, and it is not possible to estimate the exact number of children enrolled in each. Data is only available for public early childhood services, totaling 8,050 children enrolled nationally. The offer of public services is limited, with only 3% of children aged 0 to 3 currently enrolled in that modality [SDG 4].

While 60% of children are enrolled in preprimary education, the situation notably improves in primary with a 90 % of net enrolment rate. However, only 69% of adolescents are enrolled in lower secondary education and 52% in higher secondary education. PISA results (2018) placed Panama amongst the bottom 10 countries in the world in terms of quality of education (71st out of 78 countries) [SDG 4]. It is widely recognized in the Panamanian society that the deficiencies in the educational system impact youth development and employment. A 2018 study by the Ministry of Labor suggested that 119,340 adolescents between 15 and 24 years old (17%) were not in education, employment nor training (NEET) [SDG 8].
A total of 7,756 cases of teenage pregnancy were reported in 2018, of which 254 were girls under 14 years of age. A third of pregnant girls under 14 were indigenous. Early pregnancy is often associated with sexual abuse and in 2018, 91% of victims of child sexual abuse were girls. The national rate of sexual abuse against girls is 24 per 10,000, while in provinces closer to indigenous territories like Bocas del Toro, this rate is 66 per 10,000 [SDG 5].

Despite intense advocacy efforts from UNICEF during the last years, Panama still does not have a comprehensive child protection system in place. Between 2017 and 2018, there was a 68% increase in the number of cases of sexual violence (2,385 in 2017 rising to 4,015 in 2018). Cases of child maltreatment also showed an increase of 58% between 2014 (6,287 cases) and 2018 (9,945 cases). UNICEF is analyzing these increases to see whether there are changes in social norms regarding violent discipline. In terms of adolescents in conflict with the law, there were 588 adolescents in detention centers while 694 received alternative measures [SDG 16].

The 2018 Child Multidimensional Poverty Index (c-MPI) continues to be an important tool for the design of public policies. In 2019, districts for the national poverty reduction plan (Plan Colmena) were selected using the c-MPI as main decision tool. According to the c-MPI, one in three children in Panama is living in multidimensional poverty. Approximately 25% of these children live in the indigenous territory of Ngöbe-Buglé, while 20% live in the Province of Panama. The social protection system is still limited in its reach, with only 1 in 4 children who are regarded multidimensionally poor benefiting from the public cash transfer program (Red de Oportunidades) [SDG 1].

Mixed migration flows entering Panama from Colombia doubled in 2019 with a total of 23,968 migrant from 50 different countries. Children were the age group that showed the highest increase. In 2017, 109 children entered Panama through the Darien jungle, while 3,956 entered in 2019. Migration flows increased in 2019 due to social, economic and political unrest in the region. The United States has established tougher migratory regulations, safe third-country agreements are being implemented and there are deep sociopolitical crises taking place in Central and South America. Panama is hosting around 100,000 migrants from Venezuela and has imposed a visa requirement in 2017 at the onset of the Venezuelan crisis. In light of this changing context, UNICEF strengthened its migration response to include both humanitarian and development actions.

**Major contributions and drivers of results**

In 2019, UNICEF in Panama contributed to significant national results in Education, Child Protection and Migration, in partnership with the government, other UN agencies, civil society, the private sector and academia.

1. As a contribution to the implementation of comprehensive public policies and quality social services (UNDAF Outcome 1.1.), UNICEF established strategic partnerships, generated evidence, used the power of communication and leveraged resources to ensure that children, particularly those in indigenous and disadvantaged urban areas, receive quality early education, participate in decisions that will have an impact on them and complete secondary school (Outcome 1; UNICEF Goal Areas 1 & 2).

The newly-established Panamanian government (led by President Laurentino Cortizo) publicly announced that strengthening early childhood services was going to be one of the main goals of his government. In 2018, UNICEF provided technical assistance to the Ministry of Education by conducting a diagnosis and action plan to strengthen preschool education. Due to UNICEF’s advocacy efforts, in 2019 the Ministry of Education decided to integrate this action plan into a larger-scale operation, funded by the Inter-American Development Bank (IDB), for improving the efficiency and quality of the education sector in general. In this sense, UNICEF was successful at leveraging resources from an IDB’s loan to MEDUCA. Currently, a Memorandum of Understanding is being drafted by the Ministry of Education requesting the technical assistance of UNICEF for the implementation of the preschool education component of the loan (with an allocated budget of $10 million).

Besides leveraging resources, UNICEF established a collaboration with the IDB for evidence generation. The National Early Childhood Committee (CONAIPI; Consejo Nacional para la Atención Integral de la Primera Infancia) asked UNICEF and the IDB to perform an external evaluation of the Early Childhood Services Roadmap (RAIPI; Ruta de Atención Integral a la Primera Infancia). Findings from this evaluation suggested the need to review the existing governance framework. One of the main recommendations was to establish a high-level decision-making body separate from a technically-robust implementing institution. Another recommendation was to review the decentralization law and establish incentives for municipalities to locally implement decisions made at the national level. The evaluation concluded that efficient investment was needed to ensure efficacious intersectoral planning and prioritization.
As the evaluation of the RAIPi was taking place, the Minister of Social Development decided to draft a new law for early childhood services. This draft law will be revised by the National Parliament in the first trimester of 2020. UNICEF supported South-South Cooperation between the governments of Chile and Panama. Upstream policy technical assistance was provided to the Minister of Social Development by facilitating a consultant from Chile Crece Contigo (Chile Grows with You; a recognized early childhood development and protection system in Chile). The consultant offered an expert opinion about the draft and provided practical recommendations to the Minister to ensure that the law will translate into better coverage and better quality of early childhood services in Panama.

Upstream work was combined with strategic partnerships for capacity building. In June 2019, UNICEF convened institutions that have been implementing Care for Child Development (CCD) since 2016. A participatory diagnosis was facilitated by UNICEF to determine bottlenecks for implementation and capacity-building needs. This diagnosis led to a Programme Cooperation Agreement with implementing partner University of the Americas (Universidad de las Américas, UDELAS) for the design and implementation of a university-level diploma on CCD targeting new professionals. With funding and technical assistance from UNICEF, the diploma will be offered in 2020 to staff from the Ministry of Health, Social Development and Education with the aim of scaling up CCD nationwide.

As well as policy progress in early childhood services, UNICEF is undertaking downstream piloting work in Comarca Ngöbe-Buglé to implement an intercultural bilingual education (IBE) program through a partnership with the NGO, Fe y Alegria. Specifically, a process of co-designing an IBE program is taking place in schools in Cerro Otoe, Hato Chami and Lajero Arriba. This downstream piloting work will be used as a prototype to advocate for public policy changes to ensure that all children in indigenous communities have access to educational models that respond to their cultural needs.

Finally, in partnership with local NGO Fundación para la Excelencia Educativa (Foundation for Educational Excellence), a mass media public campaign about children out of school was broadcast on national television to promote action against school exclusion. A preliminary consultation with more than 150 schools was carried out to identify tools already in place to address exclusion. A complete study to explore factors contributing to school exclusion will take place in 2020 and is already being designed in close collaboration with the Ministry of Education.

2. As a contribution to the implementation of effective systems for prevention and comprehensive protection against all forms of violence, including gender-based violence (UNDAF Outcome 2.2.), UNICEF combined technical assistance and evidence generation to inform upstream national-level actions and support local protection models (Outcome 2; UNICEF Goal Area 3).

With technical assistance from UNICEF, a National Committee for the Return of Children without Parental Care to a Family Environment (CONADINNA) was established in February 2019. CONADINNA is a coordinating governmental body that will provide support to institutions offering care services so that they can strengthen family care programs and follow up children once they are out of the alternative care system. UNICEF assisted CONADINNA in developing a strategic timeline for 2019-2023 and a work plan for 2019 and, through a cooperation agreement with the Lumos Foundation, it funded implementation of a capacity-building program on family care modalities for technical staff at the Secretariat of Childhood, Adolescence and Family (SENNIAF) and other members of CONADINNA.

Another upstream national-level action to ensure protection of children and adolescents was the feasibility study for a national child helpline conducted in partnership with Child Helpline International. To establish the feasibility of a national child helpline, focus groups with key government actors, civil society and adolescents were conducted. The feasibility study, which took into account the institutional resources already in place, has been completed and will inform the design and implementation of a national helpline.

In partnership with the private sector, UNICEF developed a training program to raise awareness about the commercial sexual exploitation of children (CSEC) in tourist areas. Hotel staff from Bocas del Toro, Chiriqui, Cocle and Panama took part in the workshop, which was a starting point for the development of a comprehensive prevention strategy to be designed in partnership with the Ministry of Tourism and the Panamanian Association of Hotels (APATEL). UNICEF also partnered with the NGO Casa Esperanza to conduct a study on knowledge, attitudes and beliefs on CSEC to further inform the design of the national strategy.

UNICEF also funded and managed an evaluation to establish the efficacy and relevance of resocialization services offered to youth in conflict with the law. This evaluation focused on the services offered at the Pacora Juvenile Detention Center. Pacora is considered an exemplary detention center because it offers intersectoral care, including health interventions, educational services, family therapy and vocational programs. This evaluation was conducted with the support of a local academic partner and provides recommendations to the Ministry of Government to ensure that youth in conflict with the law are receiving effective resocialization services.

To support local protection models, UNICEF provided technical assistance to two local taskforces for the prevention of
The migration flow crisis in Panama can be considered a small-scale humanitarian need in a country with a low emergency response capacity. Venezuelan migrants seeking permanent residency in Panama (Outcome 4; UNICEF Goal Areas 2, 3, 4 & 5). 12,000 people in 2019, prioritizing the needs of children, adolescents and families on the move and social protection in the provinces of Darien, Chiriqui and in Panama City. These actions reached more than 10,000 people through its regular program to include a humanitarian response component.

4. In collaboration with other UN agencies (IOM, UNHCR and the UN Emergency Team), UNICEF has expanded its regular program to include a humanitarian response, including interventions in WASH, health, child and social protection in the provinces of Darien, Chiriqui and in Panama City. These actions reached more than 12,000 people in 2019, prioritizing the needs of children, adolescents and families on the move and Venezuelan migrants seeking permanent residency in Panama (Outcome 4; UNICEF Goal Areas 2, 3, 4 & 5).

Finally, a Gender Programmatic Review (GPR) was started in 2019 in order to assess bottlenecks and opportunities for incorporating a strong gender focus on UNICEF’s work. A main product of the GPR is a Gender Strategic Note that will inform our next country programme linking our strategies to UNICEF’s Gender Action Plan.

3. As a contribution to strengthening capacities for the management and articulation of multi-sectoral public policies with an equity perspective (UNDAF Outcome 1.2.), UNICEF has increased government and civil society capacity to devise and apply social protection policies for children using a risk-based approach (Output 2.4; UNICEF Goal Area 5).

In 2019, UNICEF has been a strong advocate of the prioritization of attention to children’s multidimensional deprivation using the official measure of child poverty published at the end of 2018. The data and its analyses have been taken to public and academic forums and they have regularly informed top tier media opinions, government statements, news and social media messaging. This strong advocacy has resulted in the official use of child poverty analyses in the context of measuring public investment in children and in the development of the Government Strategic Plan 2019-2024. It was also a key source for the advocacy of civil society groups during the electoral campaign. Child poverty indicators have also been introduced as part of the monitoring system of the poverty reduction strategy designed by the current government (Plan Colmena).

UNICEF provided training for 40 civil servants working in 18 institutions to develop their own methodology to measure public expenditure on child related policies, programs, services, and later provided technical support in the process of gathering data from the participating institutions. The data collected thus far represents nearly 70% of the expected input. Full completion of this task will enable the Panamanian government to make better public investments for children in the coming fiscal periods.

As a contribution to the electoral process, UNICEF provided technical assistance to civil society organizations in their effort to consolidate a social demand for policies that guarantee children’s rights. All presidential or vice-presidential candidates signed a public commitment for children. As a result, the eventual winner of the presidential election, Laurentino Cortizo, included relevant issues in his political agenda, including the reduction of multidimensional child deprivation and the establishment of an Early Childhood Development policy.

With respect to risk-informed programming, UNICEF has also driven the process for the introduction of reactive social protection as part of the government-wide emergency response, with the assistance of the Special Policy Unit of the Regional Office. Approximately 50 civil servants from 9 institutions participated in two workshops, where they experienced cash transfers in emergencies presented virtually by multi-sectoral teams from Ecuador, the Dominican Republic and Peru, and provided input to organize a roadmap to strengthen the social protection system in Panama. This will help to comply with the requirements of the EPP.

UNICEF also contributed to strengthening the inter-institutional capacities of SENNIAF for the adoption of standards that ensure participation, protection and the care of children and adolescents with disabilities in the event of emergencies and disasters. Institutional capacity-building plans were developed for SENNIAF, the Ministry of Government, the Institute for Children with Disabilities (IPHE), the Association of Municipalities of Panama (AMUPA), the Ministry of Education (MEDUCA), the Ministry of Health (MINSA) and staff from the 911 helpline. Staff were trained in comprehensive disaster risk management and strengthened their skills in emergency and humanitarian responses in shelters. UNICEF also supported the development of a guide for emergency and disaster risk management and a protocol for the protection of children’s rights in emergencies and disasters. Pilots took place at three shelters, where local plans for comprehensive emergency risk management were also developed. Over 500 people participated in the three pilots. The aim of these pilots was to validate protocols established to prevent and respond in case of emergencies in each of the shelters. Staff were trained in first aid, fire prevention and management, evacuation, emergency plans and comprehensive risk management.

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response capacity. In 2019, in collaboration with other UN agencies, UNICEF started to strengthen the capacities of local humanitarian actors to respond to the impact of displacement from Venezuela and to the increase in the number of children on the move through the Colombian-Panamanian border covered with a wild jungle.

Considering this context, UNICEF prepared a Response Action Plan (RAP) for 2019 based on the three pillars of the regional strategy and on local migration trends. The 2019 RAP incorporated downstream interventions at three levels: 1) humanitarian, 2) protection and 3) development. All these interventions have been implemented in collaboration with the National Frontiers Service (SENAFRONT), the National Migration Service, SENNIAF, the Ministry of Health, Ministry of Education, Ministry of Security, the IOM, UNHCR and PAHO.

Humanitarian interventions in WASH were implemented in Darien (Colombian-Panamanian border) for migrants of different nationalities in transit to North America. There were poor sanitary facilities in the Migratory Reception Station in Darien (La Peñita shelter). UNICEF wanted to involve other organizations for early recovery solutions, and so established a cooperation agreement with the International Committee of the Red Cross (IFRC). IFRC installed an emergency purification water plant in La Peñita. Currently, 15,000 liters per day are purified, providing clean, safe water to migrants, the host community and civil servants. To sustain this intervention, a WASH expert from the IFRC trained community volunteers and local civil servants on how to keep the water plant functioning.

Child Friendly Spaces (CFS) were established in two Migratory Reception Stations to provide psychosocial support. The CFS in La Peñita in Darien (Colombian-Panamanian border) offered activities to reduce the negative effects of violence experienced by children when crossing the dangerous Darien jungle, while the CFS in Gualaca in Chiriqui (Panamanian-Costa Rican border) offered psychosocial activities with the aim of making children resilient during the rest of their journey through Central America. UNICEF is also providing technical support to SENNIAF for the implementation of an alternative care model for unaccompanied and separated children. In 2019, 65 cases of unaccompanied and separated children were registered.

Development interventions for Venezuelan migrants residing in Panama focused on education and social protection. To plan and implement an adequate response in education, it was key, firstly, to determine the number of Venezuelan children attending schools in Panama and to identify districts hosting the greatest number of Venezuelan children. Microdata from the Ministry of Education was analyzed. Approximately 6,000 Venezuelan children are enrolled in schools in Panama and most of them are in the metropolitan area. Focus groups conducted with children and adolescents revealed racism, discrimination, xenophobia, exclusion and bullying of migrant children in schools. Thus, in alliance with the Ministry of Education, UNICEF piloted a program to prevent bullying, xenophobia and discrimination. HIAS was the implementing partner and the program targeted schools with the highest number of Venezuelan children in the metropolitan area of Panama.

Finally, through a partnership with the Norwegian Refugee Council (NRC), legal aid and cash transfers were given to Venezuelan families in need. This partnership was key to setting up a parallel protection system which also covered migrant families with children coming from other countries in Latin America and from other continents. The program was in place in January, and by the end of December it had covered a population of 1,911 persons, 45% of whom were children.

Lessons Learned and Innovations

Five key innovations accelerated results in 2019 and positioned UNICEF as a local leader for the promotion of children’s rights.

1. Evidence can drive results and ensure we win support for children.

2019 was marked by the launch of UNICEF’s Situation Analysis on the Rights of Children and Adolescents (SitAn). The SitAn contains novel official data regarding the situation of children and adolescents in Panama in terms of their rights for survival and development, education, protection against violence, living in a clean, safe environment and equal opportunities in life. This is one of the few SitAn's in the region having a chapter exclusively dedicated to Children’s Rights and Business Principles. Secondary microdata for several chapters was analyzed in-house and validated by the national government. Internally, the SitAn became the main instrument for planning the next Country Programme Document (CPD) and the UN Sustainable Development Cooperation Framework (UNSDCF). However, it also became a strategic tool for raising awareness about children’s rights. The document was widely disseminated with key stakeholders in Panama through a combination of technical publications, videos, animations, interactive experiences, and friendly pocket brochures. Release of the document took place on World’s Children Day, when governmental and private sector partners lit up more than 7 iconic buildings in Panama City to celebrate achievements and prompt society to reflect on the long road still ahead to ensure no child is left behind.
UNICEF will keep using the power of evidence and communication to win support for the cause of children. As it approaches the last year of its current cooperation cycle, programming will continue to be evidence-informed, and planning for the next cycle will be grounded on identified priorities to ensure impact at scale.

2. Working closely with international financial institutions could accelerate our impact on children’s rights

UNICEF is aiming to work and engage new partners for the cause of children in the country. Countries like Panama, which historically receive loans from different international financial institutions such as the Inter-American Development Bank (IDB), the World Bank (WB) and the Latin America Development Bank (CAF) among others, are ideal scenarios to build strong public partnerships.

There are different ways to engage with international financial institutions and UNICEF believes that it is key to explore all of them. The range of actions could go from including child-right-sensitive clauses in loan agreements signed by the country, to providing technical assistance to a government needing to implement a loan that comes from one of these financial institutions.

During 2019, UNICEF engaged and cooperated with the IDB in ECD, preprimary education and secondary education (Educación Mesoamérica) initiatives. After this work, it was clear that working together could accelerate results for children.

**UNICEF will strength its work with international financial institutions to promote the rights of children, build strong partnerships to advocate together, provide technical assistance to implement their loans, and introduce child-right-sensitive clauses in their loans.**

3. Upstream policy work can and must be combined with local interventions in order to realize the full potential of children’s rights.

A constant provision of technical assistance in key policy issues and engagement at a downstream level where interventions directly impact the lives of children has proven effective for impactful programming. Given the highly centralized structure of Panamanian institutions, upstream policy work is a necessary dimension of UNICEF Cooperation in a high-income country. Nonetheless, UNICEF also had the capacity to address the migrant crisis in the two significant border zones (Chiriqui and Darien) with supplies and interventions to relieve the situation of a migrant population. A combination of downstream and upstream work continues to prove credible and effective.

However, despite intense advocacy efforts from UNICEF, Panama still does not have a national law for a comprehensive child protection system. Since there was no political consensus on the legislation in President Varela’s administration and having realized that the approval of the law depends heavily on the politics, UNICEF still moved forward with supporting local child protection working groups, and advocacies through a national network of NGOs. By and large, the high levels of inequality that define social relationships in rural and indigenous territories compel us to refocus attention on sub-national programming as an effective strategy.

**UNICEF should discuss with the government the possibility of engaging in different sectors at different levels and regions of the country. One approach could be to target those regions that have relatively strong capacity, but poor social development indicators, since piloting initiatives in those regions could have the best chance of sustainability and impact.**

4. Results at scale are only possible when working together.

UNICEF is fully participating in the UN reform process and is influencing the United Nations Sustainable Development Cooperation Framework (UNSDCF) to position children’s issues through its capacity to provide significant communication and rigorous monitoring. UNICEF’s SitAn and further inputs into the planning process have strengthened the Common Country Assessment (CCA) and its theory of change. UNICEF regularly leads and takes part in multi-agency interventions, ensuring that children’s rights are considered in UN cooperation.

**UNICEF is actively leading and influencing the UN’s CCA and UNSDCF. Therefore, its CPD 2021-2025 will be closely aligned with the UNSDCF and leverage the expertise of other agencies to achieve results at scale.**

5. Joint efforts between PFP, Communications and Programme are crucial to harness the power of business and to influence and change the media culture.

UNICEF is implementing diverse approaches to ensure sustainable partnerships with the private sector. A study on Children’s Rights and Business Principles was launched in 2019 and a working group was established to continue discussions on how the private sector can help to guarantee children’s rights in their businesses operations. As part of a
strategy for harnessing the power of businesses, UNICEF contributed to a key document produced by the private sector which aims to influence public policies that promote sustainable development. The private sector has also been involved in the planning of the next cooperation cycle 2021-2025. UNICEF has begun a strong advocacy for Family Friendly Policies with the private sector and the B4R approach is being integrated as a key strategy in the next CPD. As for the media, through a partnership with the Latin-American Center for Journalism, UNICEF implemented many activities including training, awards, contests, and a study to influence and change the way the media report on children.

**Joint efforts between the communications team, PFP and programmatic sections were key to produce high-level events that positioned advocacy messages with decision makers, academia, the private sector and NGOs, as well as with the public through media channels.** This strategy set the basis for an integrated communication campaign in 2020 alongside individual fundraising efforts.