

Panama

Part 1: Situation update in the country

Panama is facing a changing, complex economic period. With one of the highest gross domestic product (GDP) per capita in the region, in 2018 the Panamanian economy experienced a downturn. Panama's unequal income distribution, despite slight improvement in recent years, deeply affects its 1.4 million children and adolescents, which is 33 per cent of the population. The lack of efficient and sustainable policies for equality is making children and adolescents invisible as subjects. In this period of economic downturn, and facing an election in 2019, the availability of resources for children runs the risk of being cut.

In the last decade, Panama grew at 5.6 per cent annually on average, but the 2018 estimate fell to 4.2 per cent growth, perhaps due to a slowdown in global commerce. As a result, the unemployment rate rose slightly, but the price of the food basket remained stable and the rate of inflation remained low. Public expenditure and social subsidies increased moderately.

Politically, Panama witnessed an impasse in the proceedings between the National Assembly and the Executive power. There are 11 vacancies at the highest level in the state administration waiting to be filled; the new appointments require a compromise between the two state powers. With national elections a few months away, the impasse has stalled important bills to strengthen institutions and policies that benefit children and adolescents, including a bill to create a system of comprehensive protection for children's rights. Panama is one of the few countries in the region that does not have the laws for such a system.

Are children surviving and thriving?

As in most countries in the region, child mortality and child morbidity rates have decreased throughout the years. In 2007, Panama's under-five mortality rate was 15 per 1,000 births; by 2017, there was modest progress to 14 per 1,000. Due to the lack of data, it is unclear if Panamanian children are falling behind physically, cognitively and psycho-socially compared to their peers in other countries of the region. Poverty rates among children and adolescents suggest that one in three children are growing up with deprivations that put them at risk of developmental delays.

National indicators on nutrition dating back to 2008 suggest that 19 per cent of Panamanian children suffer from chronic malnutrition. According to a 2018 report by World Food

Programme, Food and Agriculture Organization, the World Health Organization and UNICEF, Panama is among the top five countries in the region with the highest levels of chronic malnutrition. There is no available data on childhood obesity. An estimated 6.5 per cent of children receive early childhood development services (under three years old), and 56 per cent of four-year olds and 84 per cent of five-year old children attend pre-primary education centers.

Are children learning?

School enrolment rates for 2018 are not yet available. In 2017, coverage rates were 95.8 per cent for primary education, 87.8 per cent for middle school and only 54.3 per cent for high school. The number of children and adolescents out of school is unknown due to a lack of data. The Ministry of Education does not have an Education Management Information System to track children who are at risk of being left out of school. However, based on enrolment rates, it seems that adolescents 14-17 years old have a higher risk of not receiving formal education. Currently, there are no formal programmes that ensure adolescents who are out of school receive alternative provisions.

In terms of quality education, about 50 per cent of children in third grade do not achieve expected reading levels according to the 2016 CRECER test. This rate is higher in indigenous communities where 88 per cent do not achieve the basic reading level. An inter-cultural, bilingual education curriculum has not been implemented for indigenous children. According to a 2017 Panamanian study on factors associated with learning achievements, the socioeconomic level of the family most affects learning outcomes of the student.

There have been efforts to improve the quality of education by raising teachers' salaries, building education infrastructure, creating education grants and offering English teaching programmes. But the education sector faces challenges including guaranteeing the inclusion of all children from the pre-primary stage until upper secondary education; providing quality education for all, especially in rural and indigenous areas; offering intercultural and bilingual education programmes for indigenous students; cutting the drop-out rate; and addressing educational lagging, which is not necessarily captured in the repetition rates.

Are children protected from violence and exploitation?

The last two years have been particularly promising with the development and launching of national policies for the prevention of violence against children. CONIPREVINNA is a committee entrusted with a nation-wide, inter-sectoral strategy for the prevention of violence against children. In 2018, working plans were developed for three districts: Panama, David and Colon. Implementation of prevention interventions for children, adolescents and families will commence in 2019, supported by UNICEF. The strategy will be scaled up nationally over the next five years, alongside a process of decentralization of national funds, which will usher local sustainability of interventions.

Despite progress in terms of public policies that prevent violence against children, cases of physical abuse and neglect among children and adolescents have been on the rise. The Public Ministry recorded 2,800 cases of physical abuse and neglect against children in 2018, up from

2,594 cases in 2017 and 2,312 cases in 2016. In 2018, the Public Ministry also recorded 2,156 cases of sexual abuse against adolescents between 14 and 17 years old. There are gaps in administrative data regarding sexual abuse against children under 14 years old, and work is needed on the consistency of the data published by different actors such as the police, public ministry and the justice system.

An estimated 946 children were living without parental care in 2018 (i.e., living in foster care institutions due to protection issues such as sexual and physical abuse or abandonment). An action plan, with UNICEF support, will be finalized in 2019 to promote de-institutionalization while strengthening Government programmes for families.

In terms of child labor, the most recent national survey (2016) determined that 71,992 children between five and 17 years old were working, or 7.7 per cent of the population of that age group). Of those children, 23,855 (33 per cent) were working more hours than allowed under Panamanian law. There has been a sharp reduction in child labour in recent years and focused efforts by the Ministry of Labour, however sustainability of this achievement is concerning, in the absence of a comprehensive protection system and policies for out-of-school children.

Are children living in a safe and clean environment?

In 2017, the third most prevalent cause of death among children under five in Panama was pneumonia; and the fourth was infections and parasitic disease such as diarrhea. This suggests that access to safe and clean environments is limited, especially in rural areas and indigenous communities. The Multi-Dimensional Poverty Index revealed that 16 per cent of poor children live in over-crowded houses; 16 per cent live with limited sanitation options; and 14 per cent have no access or limited access to clean water.

The rates are higher in indigenous territories. In the Ngäbe-Buglé Comarca (an indigenous reserve) and in the GunaYala Comarca, 54 per cent and 99 per cent, respectively, of poor children have no access to basic sanitation; and only 41 per cent and 37 per cent of them, respectively, have access to clean water. These factors are associated with infectious diseases, especially for children under the age of five years. An age-focused analysis of this data confirms that children under nine years old have lower access to clean water and sanitation than children 10 to 17 years old.

Migrant children are particularly at risk of disease due to environmental factors. A recent study of Venezuelan migrants in Panama showed that migrant children have problems accessing basic services, particularly health services. Migrant children and adolescents crossing the border with Colombia (the Darien Gap) live for a brief period in a shelter without access to basic services, before being transferred alone or with their families either to shelters in Panama City or directly to Costa Rica.

Does every child have an equitable chance in life?

A social protection programme with the greatest coverage is the cash transfer programme for families who live below the poverty line, known as the Opportunity Network (Red de

Oportunidades). This programme benefits 47,700 families. However, there is no data available on the numbers of children who benefit from the programme (including age, sex and ethnic identity) nor the programme's impacts on the well-being of children.

Three other social programmes are worth mentioning: the Housing Solidarity Fund; Aid for People with Disability programme; and Universal Grant (Beca Universal). Five thousand families received financial aid to build their houses. In 2018, US\$ 234,592 was distributed to 3,256 people with disabilities certified by the Ministry of Health. Unfortunately, there is no data available regarding the children with disabilities who benefit from this programme. Universal Grant, benefiting 663,230 children in the first semester of 2018, is a non-conditional cash transfer programme aimed at school-age children as a strategy to prevent drop-outs. There is no data yet to support the efficacy of the programme.

Though there are no monetary poverty figures for 2018, a Multidimensional Poverty Index showed a slowing down of the economy; coupled with insufficient or ineffective subsidies, children living in poverty were adversely affected in 2017. According to the 2017 Index, of the 777,752 persons that were in a situation of multidimensional poverty, 380,352, (49 per cent) were children and adolescents.

The Panama Government Multidimensional Poverty Index, launched for children with UNICEF support in 2018, measured deprivations in ten categories on children's rights, arranged in five dimensions and using 10 indicators. The dimensions included: housing quality and overcrowding; water and sanitation; health and balanced nutrition; education and internet access; and protection, care and recreation. A child is considered living in multidimensional poverty if he or she faces deprivation in three or more indicators. The data shows that 33 per cent of the children under 17 years old live in a situation of multidimensional poverty.

The highest incidences of multidimensional child poverty are in five territories with percentages well above the national average, including the three indigenous Comarcas (Kuna Yala, 99 per cent, NgäbeBuglé, 95 per cent, and Emberá-Wounaan, 81 per cent); and two provinces on the eastern and the western borders (Darién, 59 per cent and Bocas del Toro 50 per cent).

Migration flow crisis – Humanitarian action plan 2018

In 2018, migration flows were aggravated, particularly from Venezuela. There are nearly 95,000 migrants from Venezuela in Panama. A study conducted by the International Organization for Migration, the United Nations Refugee Agency, the Organization of American States and UNICEF, which included a displacement tracking matrix and qualitative interviews, suggested that 40 per cent of Venezuelan families with children live in a shared room or with a shared bed, and 90 per cent of Venezuelans surveyed did not have health insurance, many of them residing in the peri-urban areas of Panama City.

As for the most vulnerable migrant population, the number of migrants irregularly crossing through the Colombia-Panama border at the Darién Province increased by 36 per cent

compared to 2017, soaring from 6,780 people to 9,222 in 2018. Just three to four per cent were children, mostly accompanied by their mothers. Although the number of children is not particularly high, the risks to which these children are exposed while crossing through the Darien jungle are high. The journey can take several days by boat and on foot, presenting serious health risks such as dehydration, injury and violence by criminal organizations.

Despite efforts by the authorities, Darien's shelter is overcrowded and migrants lack access to adequate hygiene and sanitation, and separate areas for women and children. Most of them are migrants from beyond the region, in transit to the United States coming from Asia (63 per cent) and Africa (27 per cent). The main nationalities were Indian (2,962), Bangladeshi (1,525) and Cameroonian (883). The migrants are hosted at the shelter for a few days and then moved to Costa Rica through a "controlled flow". Nationalities from other countries in the region, mainly Ecuadorians, Cubans and Haitians, are deported after an administrative process. In the last trimester, Haitian families coming from Venezuela started to arrive in Panama across the dangerous border, some with children born in Venezuela.

There is a concern regarding the protection of unaccompanied children. While they are hosted in a separate space from adults, there is still a lack of a child-friendly space with proper psychosocial care. For example, Ecuadorian unaccompanied children are transferred to separate locations in Panama City, where they sometimes share spaces with adolescents in conflict with the law while the consular process for their return is carried out. Most of these children escape from Panamanian custody before their return process is carried out.

Gender-related indicators

Data from the Ministry of Health showed that in 2018, 32 per cent of the mothers who were attended in pregnancy check-ups were adolescents between 10 and 19 years old (10,440 in total). In 2014, 2,930 girls 14 years old or younger became pregnant, suggesting a high prevalence of gender-based violence early in life (no recent disaggregated data by age is available). According to the Ministry of Education, in 2015 there were 1,433 girls who were pregnant in the education system, which could be considered a risk factor for school drop-out. Finally, a 2015 national survey on sexual and reproductive health supported by the United Nations Population Fund showed that 21 per cent of women experience sexual, physical or emotional abuse before they reach 18 years old.

Gender-related indicators are scarce or outdated in Panama and most existing data is not disaggregated by sex. It is not clear if girls suffer from more violence than boys, or if they attain equal educational outcomes. In 2019 and 2020, UNICEF Panama will advocate with the Government and invest in monitoring the situation of girls in the country more rigorously.

Part 2: Major Results including in humanitarian action and gender, against the results in the Country Programme Documents

Goal area 1: Every child survives and thrives

Although UNICEF Panama does not have a health or nutrition programme, the country office worked actively for early childhood development and achieved the following in 2018: Ministry of Social Development staff were trained to provide services at child development centres; early childhood education services which can be replicated and scaled up were identified; and national strategic communicational campaigns on the topic were launched.

In 2018, UNICEF Panama supported the National Council for the Comprehensive Attention for Early Childhood by following-up on the implementation of the national plan for early childhood care. In the National Council, 983 caregivers were trained on brain stimulation. A total of 110 technicians from the integrated early childhood care centers of the Ministry of Social Development (total a third of the total centers) were trained in the care for child development model; benefiting 575 parents and 919 children. The activity focused on reaching an equal number of girls and boys.

UNICEF Panama provided pedagogical support and technical advice on the development of 12 child development centers in the Municipality of Panama City. In the process of training and support, 121 teachers and facilitators participated, benefiting 864 children. This municipal model is based on principles including working from the local level; establishing dialogues with the educational community; ensuring citizen participation; and integrating the perspective of decentralization. The pedagogical model for early childhood care includes a theoretical framework and a working methodology so it can be replicated in other municipalities.

UNICEF Panama produced media content supporting early childhood development during Father's Day and during Breastfeeding Week. For Father's Day 2018, UNICEF Panama joined the global campaign featuring national football players who were at the final stage of the FIFA World Cup for the first time in Panama's history. The players talked about the importance of male involvement in child development and positive discipline, thus contributing towards gender equality in parenting. To raise awareness about the importance of public access to early childhood care centers, UNICEF Panama invited a TV news anchor to an early childhood care center. After the visit, a news feature was aired on Telemetro Reporta primetime news.

Due to a request from the Ministry of Government, Ministry of Health and Ministry of Social Development, UNICEF Panama provided support to CONFOLACMA, the national committee to promote breastfeeding. In August 2018, national institutions, civil society and UNICEF Panama launched a breastfeeding communication campaign for workplaces and working mothers, highlighting the support needed from employers, families and communities. UNICEF Panama assisted with the production of updated reference materials (booklets), and the online and offline campaign which included a forum, a fair, the inauguration of more than 17 breastfeeding rooms in workplaces, media coverage and the publication of opinion articles in top tier national media.

In sum, UNICEF Panama provided technical support to child development centers in the

Municipality of Panama, working to identify good practices that can be implemented at scale. UNICEF Panama supported the training of teachers and facilitators of early childhood care and invested in communication campaigns and strategic alliances to win support for early childhood development and maternal breastfeeding.

Key priorities for the country to ensure all children thrive must include increasing investment; developing a comprehensive and well-articulated nation-wide system to promote early childhood development (considering health, nutrition, safety and security, early learning and responsive care); and developing the capacities of service providers such as municipalities, Ministry of Education and Ministry of Development.

Goal area 2: Every child learns

In 2018, UNICEF Panama and its partners focused on results in pre-primary education; intercultural bilingual education; and bullying-prevention to reduce the number of children and adolescents who are out-of-school.

Technical assistance was given to the faculty of education at the University of Panama to strengthen and review the curriculum for training pre-primary teachers. In addition, UNICEF Panama, with UNICEF regional office support, provided technical assistance to the Ministry of Education in conducting a pre-primary education diagnosis, based on a model developed by UNICEF headquarters; Panama was the first country in the region to develop it. Several institutions, including those that provide early childhood development services, were involved in this exercise, contributing to provide a wider scope to the diagnosis and recommendations that go beyond the preprimary education subsector.

In 2019, these results will help develop a strategic plan for early childhood development and pre-primary education (care, development and teaching children under five years old) with short-, medium-, and long-term actions, to leverage Ministry of Education budget resources (mainly coming from an Interamerican Development Bank loan). The diagnosis was developed with a gender theme including, strategies recommended for ensuring both girls and boys access pre-primary education.

With regards to the intercultural and bilingual education plan, UNICEF Panama contributed to the development of teaching materials, such as a Ngäbere grammar book and scientific writings about the Ngäbe people. Both documents will provide future teachers with culturally-relevant material to improve learning outcomes in the Ngäbe region.

Additionally, culturally-relevant, ludic materials were developed for Panama's multicultural population. Eight story books, including Afro-Antillean, Congolese, Afro-Caribbean and three indigenous cultures, and rag dolls that represent nine cultures were developed for early education. UNICEF Panama started a strategic alliance to draft an education programme with the non-government organization Faith and Joy ('Fe y Alegria') in Ngäbe communities, using participatory approaches with a gender-focus that includes men, women, girls and boys

equally.

Preventing bullying to reduce the number of children out-of-school is a priority. An anti-bullying action protocol for schools was implemented by the Ministry of Education with UNICEF support. In the first phase, 524 psychologists and social workers received training. The pilot plan was implemented in four of the 12 schools established for this phase, and a total of 9,707 children benefited. In 2019, UNICEF Panama will develop a strategy to scale up the programme in collaboration with the Ministry of Education. In terms of its humanitarian action for children, in 2018 UNICEF initiated a programme to prevent xenophobia and discrimination against migrant students, reaching 1,628 children from schools with the highest numbers of migrant students in the country.

UNICEF Panama also launched an anti-bullying campaign online and offline. It was developed in May 2018, when the Ministry of Education adopted the anti-bullying action protocol for schools. There was visibility in top-tier media platforms, including two radio interviews; TV news; TV analysis (a one-hour primetime TV debate dedicated to anti-bullying); newspaper articles at Panama America, La Estrella, El Siglo, La Prensa; and an opinion article written by the UNICEF Panama Representative. The national anti-bullying campaign included photography and messages provided by UNICEF Panama, and supported by several non-government organizations and key national influencers such as the First Lady of Panama.

UNICEF partnered with the youth organization, Youth United for Education (Jóvenes Unidos por la Educación) that launched a digital anti-bullying challenge. In collaboration with UNESCO, UNICEF Panama engaged for the first time in the World's Largest Lesson: a strategy to raise awareness among children about the Sustainable Development Goals (SDGs). More than 150 young volunteers delivered the lesson to over 2,000 children in more than 15 primary schools in five provinces through a non-government organization led by young people (AIESEC), and with the support of the Ministry of Education.

In sum, UNICEF Panama's 2018 activities to ensure that every child learns involved the following: technical support to the Ministry of Education to strengthen early childhood development services and the pre-primary education subsector; development and implementation of activities for inter-cultural and multilingual education; bullying prevention programmes to reduce the number of out-of-school children and fight xenophobia; increasing participation of students (i.e., civic engagement); and communication campaigns to increase the impact and visibility of all these strategies.

Goal area 3: Every child is protected from violence and exploitation

UNICEF Panama's efforts under Goal area 3 led to the following results: signature and release of a national strategy for the prevention of violence against children, CONIPREVINNA, and establishment of working groups and action plans in three municipalities; national advocacy to eliminate the curfew for children and adolescents; socio-artistic activities with adolescents to prevent violence; a toolbox developed for public protection officers to increase the participation

of children and adolescents to shape the services they receive; bullying-prevention protocol implemented in schools; action plan developed to de-institutionalize children who are without parental care; improved services for adolescents in conflict with the law; initiatives implemented to protect migrant children; and a launch of communication campaigns to prevent violence against children and cyber-bullying.

CONIPREVINNA was signed and released by the Government. UNICEF Panama contributed to its development and provided technical support to the National Secretariat of Children, Adolescents, and Families to establish working groups in the local municipalities. UNICEF Panama also collaborated with three municipalities to develop local action plans, and support the municipalities in designing a monitoring and evaluation system to be implemented in 2019.

UNICEF Panama supported the National Secretariat for Children and Families and the Municipality of Panama in strengthening the youth participation committees (consejos consultivos) with a 10-week training course on children's rights and socio-artistic activities. CONIPREVINNA's mandate is that socio-artistic activities should be offered universally to prevent violence in Panama; this first effort was a step towards universal implementation of socio-cultural activities as stated in CONIPREVINNA.

UNICEF Panama developed a toolbox that guides public protection officers to increase participation of children and youth in the planning of socio-cultural activities; to be ready in 2019. UNICEF developed a bullying-prevention protocol and implemented this protocol in several schools across Panama, reaching over 9,000 students with special attention given to schools with high percentages of migrant children. This intervention is an intersectoral intervention between education and protection (also reported above in Goal area 2).

In terms of children without parent care, UNICEF Panama supported National Secretariat of Children, Adolescents, and Families in the development of an action plan for the de-institutionalization of children and to support their return to a family situation. The action plan was developed with participation of inter-sectorial actors in Government, civil society and the justice system, as well as the directors of several foster care institutions. The actions to achieve de-institutionalization and alternative care for children without parental care will be implemented over the next five years.

This action plan was the product of advocacy and pilot interventions in two foster care institutions, and of discussions with the Ministry of Social Development that led to a change in how the ministry grants resources to foster care institutions (i.e., occupied beds as criteria for funding). In addition, UNICEF Panama conducted the first baseline monitoring of the number of children and adolescents living in foster care institutions in Panama, and their situation more broadly. Most were girls (57 per cent), suggesting that gender-based approaches to interventions should be strengthened.

In terms of juvenile justice, UNICEF Panama supported the Ministry of Government by

providing training to staff on alternative measures to imprisonment for adolescents in conflict with the law, specifically training on restorative justice practices. UNICEF contributed to the strengthening of “peace (community) judges” in several municipalities. Peace judges are local figures who can deal with minor crimes in any given community, with the result expected to reduce the numbers of adolescents in detention centres.

In 2018, UNICEF advocated to eliminate the curfew for children and adolescents: helping to train public officers at the Ministry of Government; advocating with different institutions; and drafting a decree draft proposal to dismiss the curfew. However, the challenge remains for 2019.

UNICEF Panama started an evaluation to measure efficacy of the re-socialization system and the satisfaction of adolescents in conflict with the law. This is the first evaluation of re-socialization services in Panama and an interesting example of a partnership with local academia, ‘INDICASAT’. Results are expected by June 2019; the evaluation will help refine re-socialization services, with participation of adolescents who rely on the services.

UNICEF Panama implemented activities, such as the humanitarian action plan, to protect migrant children from violence and exploitation. UNICEF Panama protection response for migrant children started in 2018 by advocating and strengthening the working relationships with National Secretariat of Children, Adolescents, and Families and the Ministry of Foreign Affairs to jointly create and implement protocols on the protection of migrant children, especially those at the border and who are unaccompanied. UNICEF worked with implementing partner Refugee Education Trust to develop local guidelines to implement the protocols. UNICEF Panama helped develop a protocol for the identification of, reference of and attention to children in need of international protection, approved and signed by the Ministry of Government and National Secretariat of Children, Adolescents, and Families in mid-2018. The inter-institutional protocol for the comprehensive protection of migrant children was also developed and is pending Government approval.

Based on research on the situation of migrant children, UNICEF worked with the government actors who provide services to migrants to plan the Humanitarian Action for Children 2019. If funding is obtained, UNICEF will implement activities to prevent gender-based violence on the Darien border and continue advocacy for protocols that ensure the well-being of migrant children. The actions will complement those of the water, sanitation and hygiene, social inclusion and education sectors.

In 2018, UNICEF Panama focused on protection issues in communication campaigns:

- 1) In May 2018, UNICEF Panama presented a grand format photo exhibit at Tocumen International Airport to raise awareness about the multiple facets of violence against children. The exhibit displayed irregular totems, images and messages built to reveal the magnitude of violence that children suffer in their environments. Tocumen International Airport has an average passenger transit of approximately six million people every month. The exhibit was

then moved to La Plaza of the City of Knowledge, home of United Nations agencies in Panama.

2) The Clipper Round the World Race visited Panama with a UNICEF boat supporting messages to end violence against children. Crew members visited ENLACE, a project supported by UNICEF Panama to prevent gang violence in deprived neighbourhoods through performing arts.

3) Taking advantage of the premier of the BTS's movie "Burn the Stage" in Panama, UNICEF Panama obtained authorization by BTS agents and Korea National Committee to rollout a digital and offline campaign to gain support for the global alliance of UNICEF and the K-pop band to #ENDviolence and #BTSLoveMyself.

4) UNICEF Panama strengthened its alliance with the Inter-Religious Committee of Panama. The committee showed historic public support for the approval of the bill that creates a comprehensive protection system for children. UNICEF Panama supported communication of the committee's statement with paid spaces in print media. In addition, volunteers from the committee supported UNICEF Panama to activate messages at the Panama Book Fair.

In sum, in 2018 UNICEF Panama worked on local models to prevent violence against children; advocated to eliminate the curfew for children and adolescents; created tools for increasing participation of children and adolescents in the design of services; implemented protocols for preventing bullying; worked towards action plans for de-institutionalization of children without parental care; strengthened services offered to adolescents in conflict with the law; started the planning and implementation of protection services for migrant children; and conducted strategic communication campaigns to reach the wider public regarding the prevention of the violence against children.

Goal area 4: Every child lives in a safe and clean environment

UNICEF Panama's efforts in this goal area led to the following results: improvement of WASH conditions in Peñita's shelter for migrants through delivery of hygiene kits; a risk-informed draft of the situation analysis of children and adolescents in Panama; and the completion of the country office emergency preparedness platform.

UNICEF Panama delivered 793 hygiene kits to migrants as part of its humanitarian action plan 2018. When migrants crossing the Colombia-Panama border are detected by the National Frontiers Service (SENAFRONT), they are sent to a shelter in Peñita, Darién Province: an overcrowded hangar with limited access to clean water and hygiene and sanitation services. UNICEF Panama visited the shelter several times with national authorities from National Secretariat of Children, Adolescents, and Families, the National Migration Service, SENAFRONT, SENAMI as well as IOM, Refugee Education Trust and the Red Cross.

In coordination with national and local authorities, UNICEF Panama and Refugee Education

Trust implemented a WASH intervention that started in November 2018. By the end of December, 793 hygiene kits were delivered benefitting 987 people (migrants and from the host community), including 150 children. Kits included menstrual hygiene pads for women and girls. UNICEF Panama, with UNICEF regional office support and Refugee Education Trust, gave WASH trainings to migrants and the host community, including feedback activities to improve the quality of the assistance.

UNICEF Panama is conducting a risk-informed situation analysis to be released in 2019. The incorporation of a risk-analysis in the document was a challenge because of the low quality of the data on disasters. UNICEF opted for a quality sector analysis, which is underway to be complete in 2019.

Regarding country office emergency preparedness, UNICEF Panama completed the emergency preparedness platform, increasing staff awareness of and preparation for humanitarian action. During 2018, key institutions of the Panamanian State, with UNICEF support improved capacity to include, protect and attend to persons with disabilities during emergencies and to manage disaster risks. Ministry of Government, National Secretariat of Children, Adolescents, and Families, and SINAPROC (the disaster-management service) were trained to fully adopt and implement a set of 13 norms in emergency response and risk management.

In sum, UNICEF Panama focused on ensuring a clean and safe environment for migrant children crossing the Darien's border; on integrating risk-management components in its technical documents; and on training UNICEF staff and public officers on emergency response. Inequalities hinder access to safe and clean environments, particularly among children in rural areas, in indigenous communities and among migrants. There is a need to provide emergency hygiene and family supplies, including menstrual supplies, and to improve the shelter's WASH services for migrant children, in conjunction with the host community.

Goal area 5: Every child an equitable chance in life

Child poverty analysis and the national budget for children are keys to place equity at the center of the child rights' agenda. The efficiency and effectiveness in fulfilling children's rights needs to be anchored in a system of institutions, for which a legal normative framework is required. UNICEF's efforts in this goal area led to the following results: a national measurement of multidimensional childhood poverty; approval by the executive power of a legal normative framework that helps to organize a comprehensive protection system; a technical team established for the elaboration of a national budget that secures the finances for children's rights and policies; key institutions of the Panamanian state have capacity to include, protect, and attend persons with disabilities during emergencies; and a legal and economic assistance programme set up for migrant families in need.

As the set of dimensions and indicators of the Multidimensional Poverty Index are not sensitive to child rights, UNICEF Panama advocated to introduce a tool that measures child poverty

addressing deprivations related to children's rights. As a result, the Government launched a Multidimensional Poverty Index for children to address the deprivation of child rights specific to the population under 17 years old. Using the March 2018 Demographic and Health Survey database and following the Alkire-Foster methodology, the Multidimensional Poverty Index for children used 10 indicators to measure the deprivations of children's rights. The chosen indicators measure different ages of a child's life.

The 2018 Multidimensional Poverty Index for children report was launched in September and is an offshoot of the 2030 Agenda. It is a step to the eradication of poverty in all its forms, and child poverty specifically. In the original architecture of the Multidimensional Poverty Index for children, there were six dimensions, one was nutrition addressed by two indicators: malnutrition and food security. In a revised definitive version, these two indicators were not fully contemplated, because of the unavailability of quality data for malnutrition. However, breastfeeding was incorporated as well as an indicator for the kinds of foods that were consumed at home.

The 2018 Multidimensional Poverty Index for children measured deprivations of 10 child rights, arranged in five dimensions and using 10 indicators. A child is living in multidimensional poverty if deprivations are present in three or more indicators. Data collected in March 2018 showed that 33 per cent of children and young people between 0 and 17 years of age live in a situation of multidimensional poverty, or 453,837 children. The highest incidences of multidimensional child poverty are in five territories, with percentages well above the national average. These territories are the three Comarcas (Kuna Yala, 99.3 per cent, NgäbeBuglé, 95.4 per cent, and Emberá-Wounaan, 81 per cent) and the two provinces that form the eastern and the western borders (Darién, 59 per cent, and Bocas del Toro 50 per cent).

The Multidimensional Poverty Index for children measures the percentage of deprivations. The national average is 45.6 per cent: of the population living in multidimensional poverty, children have deprivation in nearly half (five out of 10) of the rights investigated. Only two territories stand out for being above the national average: Comarca Ngäbe-Buglé 59.5 per cent and Kuna Yala 59.7 per cent.

The 2018 Multidimensional Poverty Index for children provides disaggregated information by life cycle and sex. The age group under nine years old presented indicators above the average for children, showing 35.5 per cent on incidence and 45.7 per cent of intensity. The age group between 10 and 14 years had incidence percentages of 31.6 and 45.8 of intensity (the highest). Finally, 26.5 per cent of the 15 to 17 age group live in multidimensional poverty and an average of deprivations of 44.7 per cent. With respect to gender, 34 per cent of boys aged 0 to 17 were identified as living in multidimensional poverty, and 32 per cent of girls.

The indicators that register the largest percentage of deprivations among children living in a situation of multidimensional poverty were: "care and recreational activities" (23.8 per cent), followed by "overcrowding" (16.2 per cent), "education and early formation" (16.1 per cent), "improved sanitation" (15.9 per cent), and "internet access" (15.9 per cent).

UNICEF Panama advocated for the elaboration of a national budget that secures the finances for children's rights and policies. The social cabinet agreed to start, under the leadership of Minister of Economy and Finances, a process of strengthening public administration officials, who, with the technical assistance provided by UNICEF, would agree upon a methodology that will enable the Government to determine a baseline of public expenditure on children's rights and policies. A budget committee for children was established with the guidance of Minister of Economy and Finances and the technical assistance of UNICEF. The next planned steps include monitoring budget execution and the establishment of programmatic targets in the budget process.

UNICEF Panama supported with technical advice the adoption of a legal normative framework to organize a comprehensive protection system. Following dialogue between the Panamanian State and the Committee of the Rights of Children, the Executive passed Bill #633 and submitted it to the National Assembly. The Legislative Committee for Children and Family Affairs appointed a sub-committee, which gave voice and participation to various public institutions, non-government organizations, religious groups and others; the diverse groups, experts and public officials received UNICEF technical support.

UNICEF Panama invited the executive director of the protection system in Mexico, a leading advocate of child protection, to Panama, where he advocated with the members of the assembly, members of the Ministry of Social Development the judiciary and universities. He gave interviews in two top tier TV news shows and one top tier newspaper. A formal communiqué of faith-based organizations with UNICEF support backed the approval of Bill #633. In 2019, the assembly will decide to approve the bill or note.

UNICEF Panama supported the drafting of the United Nations Country Team report regarding the progress of the Panamanian State in the implementation of the Convention for the Elimination of All Forms of Discrimination Against Women. UNICEF emphasized the correlation between sexual violence and adolescent pregnancy, particularly for girls under 14 years old.

Finally, UNICEF Panama plans to provide economic assistance to 200 migrant families in humanitarian need in Panama's metropolitan area. A small-scale cash transfer programme's implementation will be completed in early 2019, and the results will inform a potential expansion of the programme. UNICEF will provide the migrant families with a legal advice service. In order to address the migrant children's needs and do no harm to the hosting community, a comprehensive protection system with local capacity is urgently needed to scale up the country programme, closing the gap between the humanitarian and development interventions.

In sum, UNICEF Panama successfully advocated for a new multidimensional measurement of child poverty, supported the adoption of a legal normative framework to organize a comprehensive protection system, advocated for the elaboration of the national budget to secure the finances for children's rights and policies, and supported the United Nations Country

Team in the write-up of a report for the Convention for the Elimination of All Forms of Discrimination Against Women while leading the United Nations Country Team result group on policies for equity and social inclusion. In 2019, UNICEF will support the Government and civil society to set up legal, social, and economic assistance to migrant families in need.

Change strategies

Winning support for the cause of children from decision-makers and the wider public

In 2018, UNICEF Panama garnered support for the cause of children through the following: World Children's Day campaign (November); advocating in the national assembly for a comprehensive protection system; celebration of the national Children's Day (July); and establishing strategic partnerships with the private sector.

UNICEF Panama led the celebration of World Children's Day with a #KidsTakeOver at the Ministry of the President and the Ministry of Government by a group of 11 children from across the nation. They handed in a petition to the highest authorities to reinforce children's rights. These children composed a song and shot a video clip celebrating their rights. The video was released nationally through UNICEF's social media channels. In addition, several UNICEF allied non-government organizations and UNICEF national influencers joined the #GoBlue campaign, sharing their pictures on social media and inviting the public to sign the online petition. Actions were conducted regarding fundraising and partnership.

In terms of strategic partnerships, UNICEF Panama provided technical support to the First Lady's communications office and advocated for a comprehensive approach to children's rights; sports for development; and early child development. This was done during the national celebration of Children's Day with nation-wide impact in online and offline activities. UNICEF Panama partnered with Futbol con Corazon (Football with a Heart) to produce a special version of the Convention on the Rights of the Child for adolescents. Children from Futbol con Corazon provided valuable input to make the content of this publication child-friendly, and participated in the video shoot for the World Children's Day campaign.

UNICEF Panama acted as a convener for a collaboration among the Municipality of Colon, National Secretariat of Children, Adolescents, and Families, and Fundación Amaneceres (a local non-government organization) for a 2019 UNICEF Panama calendar. UNICEF Panama trained children about their rights and on urban art techniques. The artwork showcased in the calendar was designed by boys and girls from Colon.

With presidential elections to be held in May 2019, efforts were made to strengthen and empower a network named "Aliados por la Niñez y Adolescencia" (Allies for Childhood and Adolescence). UNICEF Panama supported the network's advocacy for the inclusion of children and adolescents in the new Government's agenda. It had been created with the support of UNICEF Panama for the previous presidential election. UNICEF Panama provided technical support and empowered the alliance which is now strategically positioned as the main body of 31 organizations working for children in the country. They have presented their views to each of

the presidential candidates, asking for a commitment to include the five crucial issues that affect children and adolescents in Panama in their manifesto: comprehensive health care, quality education, poverty reduction, growing up without violence and laws that guarantee children's rights.

Developing and leveraging resources and partnerships for children

During 2018 UNICEF Panama developed partnerships for the defence and promotion of the rights of children through mass media, at malls, at large retail outlets, in a cement company, and with business associations and chambers that support children's rights in their social responsibility plans. UNICEF leveraged resources for the development of a national study on the impact of the private sector on children and for the development of a public awareness campaign to end violence, on migration issues and about Gen U.

Over the first months of a new partnership and fundraising area in UNICEF Panama, the market was analyzed and opportunities identified to be developed. The main achievements related to child rights and business include the following:

1. The 'Roundtable for Childhood' (Mesa por la Niñez) developed by implementing partner SUMARSE resulted in 10 companies that implemented child rights business principles. The capacity to reach more companies could be improved with additional human resources or an efficient implementing partner.
2. A baseline study on the private sector's impact on children in Panama was developed with the collaboration of Deloitte. Forty-three companies responded to the survey. With this baseline UNICEF will continue working to gain the private sector as advocates for children's rights.
3. The #GoBlue offline petition-signing activities took place at two main shopping malls in Panama (Albrook Mall and Megamall) and at the Municipality of Panama, obtaining more than 500 signatures. Prominent TV news anchors, dressed in blue, broadcast their support for World Children's Day, and explained the celebration. To maximize visibility, UNICEF Panama engaged the public bus company that runs 1,500 buses throughout Panama City, impacting more than 350,000 people. Three main actions were undertaken: the display of the message "Children's Day" on the front display of their buses; all employees (nearly 4,500), including all drivers, wore a blue World Children's Day baseball cap; and a sign was placed inside each bus with the World Children's Day logo and '#DeAzul' (#GoBlue).
4. The Association of Company Executives in Panama (APEDE) is in the process of developing a national project named "Vision 2050". UNICEF Panama contributed with a brief situation analysis and a proposal for the development of state actions to promote investing in children and adolescents today to change the country in the next 30 years. This is an important document for political and economic advocacy from the private sector, especially concerning the general election in 2019.

1) Emergency preparedness and humanitarian action for a country office with limited resources

In 2018, UNICEF Panama faced the challenge to develop its emergency preparedness capacities (i.e. emergency preparedness platform related actions) and to implement humanitarian actions in remote areas. The main constraints included the following: insufficient human resources; limited presence in remote areas that are in proximity to humanitarian needs; limited logistical capacity, given that UNICEF's minimum structure for upstream policy works in upper-middle or high-income country offices; and the need to also comply with the programme demands of the country programme document, alongside the new and standard reporting requests for all humanitarian action plan countries.

UNICEF Panama recognizes the importance of preparedness and response mechanisms for emergencies, and the country office should have strong mechanisms and capacities to face emergencies. UNICEF Panama will enhance resilience by implementing the following activities: the internal emergency response plan for the migration flow; preparing a risk-informed situation analysis; complete and follow-up actions from the emergency preparedness platform; and develop capacities of all staff in humanitarian action.

Additionally, evidence on the insufficient quality of the water, sanitation and hygiene services for children is an issue for UNICEF Panama, as the country programme no longer has a WASH component or the human resources capacity to support Government toward the Sustainable Development Goals.

UNICEF's planning must consider disaster risk. UNICEF will continue to identify and address the risks faced by children and adolescents in Panama. It will ensure safe and resilient conditions for them; advocate internally for funding to improve its preparedness and response capacities; and integrate the humanitarian action, when possible, into the scaling up of the country programme. Flexible reporting for countries that face the small-scale emergencies that can be responded to by scaling-up the regular country programme would reduce organizational burden and contribute to merge humanitarian action and development programmes.

2) Positioning UNICEF Panama with partners to advocate and leverage resources for children

UNICEF rarely works with one partner alone, and most achievements are the result of partnerships and collaborations. The actors involved are diverse, and agendas may not always coincide with UNICEF's vision of ensuring children's rights. UNICEF results can be jeopardized and cooperation diminished when partners do not have a clear understanding of UNICEF's goals.

The different agendas that actors bring to the process, when understood and combined with UNICEF advocacy for child rights, produce impactful partnerships and synergies. This potential is still untapped, and UNICEF Panama will increase its effort on shared value partnerships.

The further upstream UNICEF's work is, the more complex and diverse the partnerships, for example: advocating for a multidimensional childhood poverty measurement; achieving the support to generate a national budget for children, and contributing to develop a national strategy for early childhood development. UNICEF Panama is in a better position to produce results when, in addition to specific outputs, it is part of processes from the beginning. This allows UNICEF to develop an understanding of complex interactions between actors with diverse interests and agendas. As a result, UNICEF is placed in a better position to produce the required outputs more effectively, and with greater focus on the local context.

For the final two years of the current country programme, UNICEF Panama will continue its active participation and leadership in the United Nations system and strengthen its role as convener of multiple partners. Working closely with multilateral institutions, international financial institutions and the private sector for mid- and long-term goals will contribute to a more effective cooperation, making a positive impact based on the child rights.

Positioning UNICEF as a leader in all of the above (humanitarian assistance, United Nations Country Team, and shared value partnerships), while ensuring its programmatic and financial sustainability, requires investment from the organization in terms of its vision and human resources structure. The biggest lesson learned may be the time and investment from the organization beyond the country office.

3. Policies and services for adolescents and young people

The main concerns in Panama include the following: violence against children, particularly against adolescents (including sexual violence); a lack of opportunities for adolescents; stigmatization against adolescents; a lack of adolescent-oriented services; high rates of pregnancy; and high rates of out-of-school adolescents. UNICEF Panama took steps, with the support of UNICEF Regional Office, towards a more integrated and holistic approach to face the challenge of incorporating adolescents into the public agenda. Panama is starting a process of decentralization that could be an opportunity to support local governments that have a commitment to develop services for adolescents and young people.

UNICEF Panama learned that involving children, especially adolescents, in analysing the situation of child rights is key. It improves the quality of interventions and guarantees their right to participation. UNICEF Panama sought to promote children and adolescent's advisory councils in three cities and promoted the participation of children and adolescents in the situation analysis. The processes benefited from their opinions and views.

The young people's agenda (GenU) is an opportunity for UNICEF Panama to reinforce its support to non-government organisations and local and national institutions, especially municipalities, that have or aim to have youth-focused services. An internal analysis and development of theory of change for adolescents indicated that UNICEF Panama was engaging in activities for and with the adolescents; the need remains to consolidate the diverse potential into an impact under a common framework such as GenU. The support from UNICEF

Regional Office for such consolidation was instrumental and UNICEF Panama required continued support in this area from both UNICEF Regional Office and UNICEF Headquarters.

One constraint is the many programmes and projects implemented by different organizations that aim to improve the quality of life of adolescents, but lack strong evidence suggesting a positive impact. Another constraint is that these initiatives and most of the services are only provided by civil society, with occasional government financial support. Under these circumstances, UNICEF Panama proposes to strengthen its monitoring and evaluation approach to identify an initiative that is effective and could be scaled up or adapted to a different local context.

4) Building a strong fundraising strategy

In 2018, UNICEF Panama, following the plans for growth, recruited a partnership specialist with the objective of developing a fundraising strategy. Long-term agreements are in place, developed and negotiated with support from the UNICEF regional office, to offer 'face-to-face' services and donor management services. A plan is in place with high expectations, given the positive environment for this purpose in Panama.

To ensure productive and sustainable corporate alliances, the corporate fundraising strategy 2019-2020 focuses on leveraging UNICEF's brand assets to raise flexible funds through multi-year 'cause marketing and customer fundraising'. Multi-year, multi-layered grant opportunities of substantial nature will be explored when appropriate. The strategy aims to ensure that, when targeting a corporate entity, the best possible engagement mechanism to yield the highest return on investment is secured.

UNICEF Panama, based on a mapping analysis, will direct initial efforts to the areas of insurance; information communication and technology; and privately-owned utilities to seek fundraising alliances using the models effective in countries of the region. At a second stage, when appropriate, the banking sector will be included.

The main constraint UNICEF Panama faces is not being able to access investment funds for pilot projects. The regular resources are allocated at minimum, given the size of the child population and the gross national income per capita level. Implementing an invigorated vision of shared value partnerships with the private sector beyond fundraising requires UNICEF investment ('know how', human resources and financial resources) for new high-income countries such as Panama. The UNICEF Regional Office was very supportive and is offering its technical expertise and support to facilitate the development of fundraising in Panama. However, organizational initiatives that tap into the potential of Panama's fundraising and shared value partnerships market are welcome.

After two years of a regional market development approach, led by the UNICEF Regional Office, and multi-country alliances that proved there is market potential to be developed in Panama in a cost-effective way (through a corporate customer fundraising strategy and individual fundraising strategy), UNICEF Panama is ready to initiate a pilot to explore a viable

strategy and continue the present fundraising strategy (with shared value partnerships view) until the end of this country programme in 2020.

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