



Economic and Social Council

Distr.: Limited
16 November 2020

Original: English

United Nations Children's Fund

Executive Board

First regular session 2021

9–12 February 2021

Item 5 (a) of the provisional agenda*

Draft country programme document

Panama

Summary

The draft country programme document (CPD) for Panama is presented to the Executive Board for discussion and comment. The draft CPD includes a proposed aggregate indicative budget of \$4,300,000 from regular resources, subject to the availability of funds, and \$7,700,000 in other resources, subject to the availability of specific-purpose contributions, for the period 2021 to 2025.

* E/ICEF/2021/1.

** In accordance with Executive Board decision 2014/1, country programme documents (CPDs) are considered and approved in one session, on a no-objection basis. This draft CPD, and a costed evaluation plan, will be presented to the Executive Board for review from 17 November to 7 December 2020. The final CPD will be posted to the Executive Board web page in English six weeks in advance of the 2021 first regular session and in the other designated languages four weeks in advance.

Programme rationale

1. The Republic of Panama is a high-income country with a high human development index. It has been one of the fastest growing economies in the Latin America and Caribbean region in the last decade. Children and adolescents make up 32 per cent of the country's population of 4,158,783 inhabitants.

2. Despite economic growth, Panama still has one of the highest rates of inequality in the region and the world. The poverty rate is 41.4 per cent in rural populations and 11 per cent in urban areas. One out of every two people who are multidimensionally poor is under 18 years of age. The growth projections of the Economic Commission for Latin America and the Caribbean (ECLAC) indicate a -6,5 per cent contraction of Panama's gross domestic product as a result of the coronavirus disease 2019 (COVID-19) pandemic.¹

3. According to the Multidimensional Poverty Index, 32.8 per cent of all children and adolescents in the country are living in poverty. Approximately 25 per cent of them live in the Ngöbe-Buglé indigenous territory, and 20 per cent live in Panama Province.

4. The social protection system is limited in scope. The public cash transfer programme benefits just 1 in 4 children who are multidimensionally poor. The long-term impacts of the crisis caused by the COVID-19 pandemic are only beginning to emerge, but its effects on the country's economy and the situation of children can already be seen, including increased educational exclusion and exposure to violence.

5. In recent years, Panama has made significant progress towards some of the Sustainable Development Goals, reducing the maternal mortality rate from 65 deaths per 100,000 live births in 2012 to 35 per 100,000 live births in 2017 and reducing the number of children involved in child labour by 52.7 per cent between 2012 and 2016. Significant challenges remain in achieving goals for children in the areas of early childhood development, protection from violence and adolescent development and participation.²

6. Panama has made significant efforts in the area of early childhood, such as adopting the Early Childhood Services Road Map (Ruta de Atención Integral a la Primera Infancia). Challenges remain in providing public policy, quality services and programmes related to care and stimulation, nutrition and early childhood education. An evaluation of the road map showed weaknesses in its institutional coordination, planning and joint capacity development processes and a need for incentives to promote timely management.

7. The infant mortality rate, at 14 deaths per 1,000 births, has not declined in the past five years. There are clear geographical inequalities: the rate is 24.5 in Bocas del Toro and 20 in Darién. Additional comprehensive care and stimulation services with support for families are needed. Only 2.7 per cent of children under 3 years of age are enrolled in official early childhood development (ECD) services. In addition, social norms that undermine ECD persist, including those that replicate violent discipline practices, designate women as primary caregivers and perpetuate a lack of awareness of the importance of early learning and play. There is a need to establish and

¹ Statistics related to inequality are from the World Bank and statistics related to poverty are from the Ministry of Social Development.

² All data on maternal and child mortality are from Situación de los derechos de la niñez y la adolescencia en Panamá (Situation of the rights of children and adolescents in Panama), UNICEF, 2019.

implement a legal and governance framework to promote ECD in coordination with the social protection system.

8. Panama lacks updated and representative information on nutrition indicators. It is estimated that chronic malnutrition affects 16.3 per cent of children under 5 years of age and, in the Guna Yala region, up to 59.1 per cent. Of children under 5 years of age, 11.7 per cent are overweight, while 29.9 per cent of children aged between 5 and 9 years are overweight. Only 28.1 per cent of children aged under 6 months are exclusively breastfed. Key factors to be addressed include feeding practices and habits and the provision of integrated nutrition services, particularly in vulnerable areas.

9. Although preschool education is compulsory in Panama, an estimated 40 per cent of children aged 4 to 5 years do not attend preschool. The net enrolment rate in primary education is 90 per cent, with gender balance,³ but 6 per cent of pupils are over-age, particularly among rural and indigenous populations in such regions as Ngäbe-Buglé (15 per cent); Guna Yala (11 per cent); Emberá-Wounaan (11 per cent); and the provinces of Bocas del Toro (8 per cent) and Darién (8 per cent). The incentive network has limited capacity to overcome territorial access barriers. Educational deprivation is linked to the limited provision and quality of relevant, culturally adapted preschool education services and the lack of continuous training and support for staff in the use of pedagogical tools.

10. The education system does not yet reach all adolescents, nor does it guarantee quality learning. Prior to the closure of schools as a result of the COVID-19 pandemic, only 7 in 10 adolescents between 12 and 14 years of age were enrolled in pre-secondary education and 5 in 10 adolescents between 15 and 17 years of age were enrolled in secondary education. This level of deprivation is more persistent in indigenous, rural and marginalized urban areas. The net enrolment rate in secondary education is 48 per cent for boys and 57 per cent for girls.

11. The pandemic disrupted educational services at all levels, which may lead to educational lags and an increase in dropping out. According to the 2017 multipurpose survey, 61 per cent of students in public schools have Internet access at home, compared with 92 per cent of private school students. In the Ngöbe-Buglé and Kuna Yala regions, that figure drops to 6 per cent and 10 per cent, respectively.

12. In terms of educational quality and learning achievement, the outcomes of the 2018 Programme for International Student Assessment (PISA) evaluation are of concern. Out of 79 countries, Panama ranks seventy-first in reading, seventy-sixth in mathematics and seventy-fifth in sciences. Only 35 per cent of students achieve the minimum proficiency levels in reading set out in the Sustainable Development Goals, and in mathematics that figure is 19 per cent. In pre-secondary education, 19 per cent of adolescent boys and 16 per cent of adolescent girls are over-aged. Such unsatisfactory learning leads to absenteeism and school dropout, affecting knowledge acquisition and preparation for future employability.

13. In Panama, 119,340 young people between 15 and 24 years of age, representing 17.2 per cent of this group, are neither in education nor employment. Adolescents need more inclusive opportunities and sustainable platforms to develop transferable skills.

14. Progress has been made in implementing adolescents' right to be heard. However, challenges remain in promoting the meaningful participation of adolescents in the processes of formulating, implementing and evaluating policies that affect them.

³ Statistics on education are from the Ministry of Education (2018) and UNICEF (2019).

15. Children and adolescents suffer various forms of violence in their family, community and school environments.⁴ Sixty-four per cent of those who have reported sexual violence are under 18 years of age, of whom 91 per cent are female. Crimes such as these have increased significantly since 2013, with higher rates in Bocas del Toro, Darién and Los Santos. In 2018, 2,811 children reported having suffered abuse.

16. Violence in the family is increasingly affecting children in Panama, with 70 per cent of cases involving abandonment, neglect or negligence. Violent discipline in the home affects 44.5 per cent of children. Indigenous girls and adolescents show greater vulnerability to violence.

17. Violence in schools, including assault and cyberbullying, affects educational access and retention. In 2018, the highest number of cases occurred in the provinces of Panamá (875), Colón (240) and Chiriquí (232). With regard to bullying, it is estimated that boys face higher rates of physical assault, while girls suffer more psychological harassment, cyberbullying and sexual violence.

18. The ways in which the isolation and alienation caused by the COVID-19 pandemic affect violence against children, particularly the impact on support networks, access to protection services and online violence, remain to be determined. During the lockdown, 1 in 3 households reported that conflicts had occurred.

19. The curfew measure resulted in the detention of 20,551 children between 2015 and 2018, 79 per cent of them boys. According to the Committee on the Rights of the Child, this type of detention measure is contrary to the Convention on the Rights of the Child, criminalizes children and further aggravates the population's negative perception of adolescents, particularly those of African descent and those from low-income neighbourhoods. The Committee also recommended that the Government of Panama establish a system of comprehensive protection for children, grounded in national law. Policies aimed at children are fundamentally sectoral in nature, without sufficient space for coordination in planning, financial decision-making and service delivery at the local level.

20. Adolescents are stigmatized, especially Afrodescendent peoples in marginalized neighbourhoods, who are frequently blamed for committing crimes, even in the media. It is also necessary to ensure that girls are considered, by addressing educational exclusion resulting from adolescent pregnancy and the requirement that a guardian be present to access sexual and reproductive health services; by reporting cases of sexual abuse or mistreatment; and by providing care for victims

21. The situation of violence against children is exacerbated by fragmented legislation and insufficient institutional capacity, particularly in terms of territorial presence and specialized staff. There are information gaps concerning people who have experienced violence. Existing reporting and complaint mechanisms are not sufficiently accessible, well-known or connected. In addition, social norms that tolerate violence persist. The provision of care, referral and support services for victims of violence is not of sufficient quality and effectiveness, nor is there adequate coordination, structure or coverage to reach the population in need of care.

22. Children affected by emergencies and in contexts of international migration require special attention. Panama is a country of origin, destination and transit for migrants and refugees, including unaccompanied children. The migrant and refugee population crossing the border with Colombia at Darién continues to increase. According to the National Migration Service, the number of migrants doubled in 2019, reaching a total of 23,958 persons from 50 countries. Of that number, the

⁴ Statistics on violence against children are from UNICEF (2019); Statistics Centre, Public Prosecutor's Office (2018); and National Institute of Statistics and Census (2013).

population group that increased the most comprised children and adolescents, rising from 522 in 2018 to 3,956 in 2019.

23. The situation of the migrant population was already of concern, but the pandemic led to border closures, affecting migratory flows, access to international protection and the humanitarian conditions and dignity of people on the move. In addition, the gaps in inclusion and access to services deepened for the migrant population resident in Panama.

24. In emergency contexts, coordination mechanisms and multisectoral planning for effective responses that reduce harm to affected children are insufficient. The difficulty is exacerbated in border areas, which are historically disadvantaged regions. The adaptive capacity of basic services is insufficient to serve migrant or emergency-affected children, and more inter-institutional and community mechanisms are needed to build bridges between responses to emergencies or migration flows and social inclusion and development.

25. In Panama, the UNICEF comparative advantage is its capacity and experience in evidence-based advocacy, its technical expertise and its power to establish alliances and convene around children's and adolescents' issues. Its local and international experience enables UNICEF to promote cooperation and the exchange of best practices, fostering South-South and triangular cooperation.

26. The present programme is based on lessons learned. The outcome document of the strategic moment of reflection highlighted that, to strengthen advocacy with concrete action and identify what works and how to scale up, actions must be combined at the national policy and framework levels and strategies and interventions must be implemented at the local level. The evaluation of the United Nations Development Assistance Framework (UNDAF), 2016–2020 recognized the position of the migration issue, which opened the door to continuing dialogue on emergency preparedness and response.

27. The private sector has the potential not only to finance promising public-private partnerships complemented by corporate social responsibility, but also to be a strategic ally in promoting and implementing children's rights. It is a source of knowledge on innovative solutions, a partner in the training of a new generation of adolescents and a contributor to programme funding.

28. The UNICEF programme for Panama will prioritize:

- (a) Early childhood development;
- (b) Adolescent development and participation;
- (c) Protection of children and adolescents.

Programme priorities and partnerships

29. The general objective of the UNICEF programme is to support the Government so that, from early childhood to adolescence, opportunities are created in an equitable manner and without violence, allowing children and adolescents to grow and develop fully, with no left one behind.

30. Guided by the 2030 Agenda for Sustainable Development and the UNICEF Strategic Plan, 2018–2021, the programme addresses barriers to the full realization of children's rights, with a focus on the most vulnerable, particularly indigenous and Afrodescendent peoples, migrants and rural populations.

31. The theory of change proposes that if children in early childhood, especially the most disadvantaged, receive quality care for their physical, cognitive and social-emotional development; if more adolescents in vulnerable situations have opportunities to learn, develop transferable skills and participate in active citizenship, contributing to the country's sustainable development; and if children and adolescents are better protected against all forms of violence in their family, school and community settings, then more children and adolescents will have opportunities to grow and develop to their full potential.

32. UNICEF will support the Government's Strategic Plan 2019–2024 (Plan Estratégico de Gobierno, 2019–2024 (PEG)) in generating evidence to inform public policy formulation, strategic planning and institutional capacity-building (first pillar of the plan); and in strengthening quality education (third and fifth pillars). PEG is a general development framework linked to the prioritization of vulnerable groups promoted by the Government's "Hive strategy: Panama free of poverty and inequality, the sixth frontier", which aims to geographically coordinate the multisectoral provision of services. UNICEF will make the necessary adjustments to its cooperation strategy to support Government efforts to respond to the effects of the COVID-19 pandemic on children and adolescents.

33. The programme is aligned with the priorities of the United Nations Sustainable Development Cooperation Framework (UNSDCF), 2021–2025, in particular Area 1 (Equality and social, economic and environmental inclusion) and Area 2 (Governance, institutional, citizenship and justice), supporting the generation and use of evidence, institutional strengthening and the equity approach; Area 3 (Climate change, integrated environmental management and disaster risk reduction), developing transferable skills; and Area 4 (Prevention of violence and protection of human rights). According to the evaluation of the UNDAF, 2016–2020, multidimensional poverty, inclusion, institutional and resilience continue to be priorities.

34. The United Nations Entity for Gender Equality and the Empowerment of Women (UN-Women), the United Nations Development Programme (UNDP), UNICEF and the United Nations Population Fund (UNFPA), given their desire to work in an integrated manner and build on their respective strengths, have agreed to promote, through their respective programmes, the necessary coordination mechanisms in order not to leave anyone behind and to accelerate the achievement of the objectives of the 2030 Agenda for Sustainable Development under the UNSDCF. The country programme will support the efforts of the Government of Panama to achieve significant and measurable results in terms of (a) management of the social protection system with an emphasis on comprehensive care management; (b) skills development for adolescents and youth (education, employability, life skills, adaptation to climate change, prevention of adolescent pregnancy); and (c) prevention of and care against all types of violence, including gender-based violence, suffered by adolescents, youth and women, within the framework of the provision of essential services.

35. UNICEF conducted a gender programmatic review to identify strategies to contribute to the UNICEF Gender Action Plan, 2018–2021. The gender strategy will serve as a guide for programme implementation, helping (a) to identify gender stereotypes associated with parenting practices; (b) to promote parental co-responsibility; (c) to strengthen policies and programmes aimed at eradicating gender inequalities; (d) to reduce the exclusion of adolescent girls from school; and (e) to strengthen the prevention of gender and sexual violence and victims' access to care.

36. In close coordination with the Government, United Nations organizations, funds and programmes, UNICEF will work with the private sector, civil society and children

and adolescents, promoting alliances on the basis of common values that generate positive outcomes for children, strengthening intersectoral synergies and coordination.

Early childhood development

37. The early childhood development component aims to improve access to comprehensive and inclusive ECD services and improve their quality. It also seeks to promote parenting standards and practices that optimize the development of every child.

38. Using a comprehensive care approach and addressing the causes of exclusion, the strategies will contribute to three priority results: (a) improving the coverage of care and stimulation services for children aged 0 to 3 years, especially in areas with a higher concentration of poverty; (b) improving the coverage of and access to services to prevent and treat malnutrition for children aged 0 to 5 years; and (c) improving the coverage and quality of preschool and primary education services for children aged 4 to 8 years.

39. Successful results depend on the assumption that the Government will maintain its willingness to implement early childhood policies and strengthen mechanisms for intersectoral dialogue and coordination. It is also assumed that such strategic partners as international financial institutions will continue to prioritize investment in this sector and that private-sector partners will implement incentives to promote pro-family policies. Low economic growth forecasts, particularly in the wake of the pandemic, external shocks and the impact on public finances, could reduce investment budgets and the COVID-19 pandemic could reduce early enrolment and lead to learning lags.

40. UNICEF will support a variety of institutions and partners in increasing the provision of quality and relevant care, stimulation and early learning services in vulnerable areas, and in strengthening capacities at the subnational level in areas with more disadvantaged populations. It will design intervention pilots tailored to geographical and cultural contexts, and home-based care modalities that meet the needs of excluded populations. UNICEF will help to link care and stimulation services with health services for the early detection of developmental disorders, and will promote ongoing training through the Care for Child Development programme. Working with the ministries of Health, Social Development, Education and Foreign Affairs and partners, the organization will generate evidence to identify the beliefs and practices of parents and caregivers and promote changes in parenting practices, emphasizing parents' co-responsibility in childcare. It will advocate with the Government and private companies for family-friendly policies. Finally, it will promote the adoption of a legal and governance framework linked to the social protection system, with equitable financing for the most vulnerable families with children.

41. Promoting an adequate and coordinated provision of programmes and services for prevention, detection, treatment and nutritional surveillance, especially in areas with greater vulnerability, UNICEF will foster social practices and environments that promote care for pregnant women and children, prioritize breastfeeding and support the development of alternative community and home-based care programmes. With the private sector, it will promote healthy habits, labour standards and family-friendly and breastfeeding policies. In collaboration with the Pan-American Health Organization and the Food and Agriculture Organization of the United Nations, pilot models, evidence generation, and the regulation of nutrition labelling and food and beverage marketing will be promoted. It is hoped to use innovation and technology

to improve the system of nominal monitoring of pregnant women and children up to the age of 5 years.

42. UNICEF will also address the relevance, adequacy and quality of preschool and primary education services for children aged 4 to 8 years. It will work to support the Ministry of Education in adapting existing services to the needs of families, taking a culturally sensitive approach; design instruments to monitor the quality of services, particularly in excluded populations; and strengthen the education and training of teachers, including in indigenous and rural territories. It will advocate for preschool to primary transition programmes, with an emphasis on indigenous peoples and intercultural bilingual education. Education-related conditional transfer programmes designed from a gender and equity perspective will be promoted to increase the coverage of preschool education services, with the goal of universalization by 2030. UNICEF will pursue improved budgetary allocation for those services, particularly to reach the most excluded and to ensure universal quality education that is accessible and relevant to all. These efforts will be realized through dialogue and coordination with academia, international financial institutions, such as the Inter-American Development Bank, and other organizations, including UNDP and the United Nations Educational, Scientific and Cultural Organization.

Adolescent development and participation

43. The adolescent development and participation component aims for a greater number of vulnerable adolescents to complete secondary education and access transferable-skills development programmes. It aims to provide platforms and mechanisms so that adolescents can participate in social change and demand and implement solutions to their problems and those of their communities. The priority groups of vulnerable adolescents are female adolescents, those living in regions with poverty (marginal urban and rural), indigenous peoples, Afrodescendent peoples and adolescents with disabilities.

44. Successful results depend on the assumption that the Government will maintain sufficient resources to implement its development, education and social investment policies.

45. UNICEF will support the Ministry of Education in generating and using evidence relating to factors associated with educational exclusion and budgetary needs. It will seek to strengthen programmes aimed at reducing educational exclusion by creating an early warning system to identify, actively search for and follow up at-risk students. Likewise, it will support the development of flexible educational modalities, implement pilots for school reintegration, strengthen the information management system and promote the exchange of experiences within regional initiatives. UNICEF will work with the Ministry and the National Secretariat for Children, Adolescents and Families (Secretaría Nacional de Infancia, Adolescencia y Familias (SENNIAF)) on policies to enable pregnant adolescents and adolescent mothers to continue their education.

46. To expand platforms and mechanisms for developing transferable skills in community contexts, UNICEF will work with the Government and partners to implement inclusive and equitable culture and sports programmes that will enable adolescents to develop such skills as critical thinking, cooperation, respect for diversity, prevention of gender-based violence and building a culture of equality. The programmes will also encourage the inclusion of adolescent girls. In partnership with the private sector and key institutions, model programmes will be developed in financial education, entrepreneurship and technology, and leadership and policy engagement related to environmental sustainability and climate change. Partnerships

will be established with organizations that can rapidly reach out to excluded populations, while the Government builds its presence and capacity.

47. Aiming to encourage more adolescents, especially the most vulnerable, to actively participate in social change, UNICEF will work with key institutions to sustainably implement guidelines and regulations for the promotion of adolescent participation in line with international standards. It will promote the development of spaces for adolescents to express themselves and influence decision-making, including spaces for two-way participation leveraged by technology, with a focus on empowering adolescent girls; and an increase in the supply of opportunities for co-creating social and environmental innovations.

48. The Generation Unlimited, Generation Equality and Education Mesoamerica (Educación Mesoamérica) initiatives and the United Nations youth agenda will serve as platforms and frameworks to promote this work.

Protection of children and adolescents

49. In the protection of children and adolescents component, multisectoral strategies will contribute to three prioritized results: (a) children, adolescents, their families, schools, communities and institutions will have greater capacities to prevent violence; (b) people who have experienced violence will receive better quality institutional services for care and support to avoid further instances of violence; and (c) migrant and emergency-affected children and adolescents will benefit from institutional and community responses that protect them.

50. It is assumed that the various sectors are willing to implement prevention strategies and create institutional strengthening processes. Risks include a reduction in the social budget and resistance to change. As a result of the pandemic, existing institutional capacity may be insufficient to address the needs.

51. In terms of prevention, UNICEF will contribute to strengthening the capacity of responsible institutions, generating evidence to guide decisions and implement multisectoral response mechanisms. It will work with United Nations organizations on the prevention of sexual violence, strengthening institutional capacities to address masculinities and femininities based on respect and equality. Communication and institutional capacity-building strategies will be implemented so that everyone is aware of and can access effective case-reporting mechanisms, including online. Support will be given to strengthening normative frameworks for the comprehensive protection of children. In addition, the changing of social norms will be supported through communication strategies; initiatives in culture, sports, art and participation in policy decision-making spaces; and alliances with the public and private sectors.

52. In terms of response, UNICEF will develop the capacity to respond to and care for people who have experienced violence, within the framework of strengthening the child protection system. It will advocate for an adequate regulatory framework and the effective and coordinated implementation of reference and family support mechanisms. Protective services and measures for the prevention of family separation and, where required, family-centred alternative care will be piloted. UNICEF will implement strategies in prioritized areas, aiming to include families, schools and communities in support mechanisms for the physical and mental recovery and well-being of children who have experienced violence, and the positive reintegration into society of adolescents in conflict with the law.

53. UNICEF will work with key actors in the provinces of Darién and Chiriquí, and in affected territories, to develop multisectoral and community-based responses to reduce the vulnerability of children in emergency situations or contexts of international migration to violence, exploitation and exclusion. Institutional

capacities will be strengthened to prepare for emergencies or migration flows and to adapt basic services. UNICEF will strengthen the link between the humanitarian response and development to ensure the social inclusion of migrant children and the restitution of their rights. The organization will support entities that guarantee those rights through their capacity to detect, respond to, refer, monitor, care for, support and document cases of affected children, with an emphasis on gender and sexual violence. It will also support the development of normative frameworks, advocacy for making migration policies more responsive to children's rights, and the piloting of alternative care and rights restoration measures and social inclusion programmes for migrant children.

54. UNICEF will work with SENNIAF, the Ministry of Social Development, the Ministry of Foreign Affairs, the Ministry of Government, the Ministry of Health, the National Border Service, the Ministry of Education, the Ministry of Security and others, coordinating with sister organizations and partners working on the issue. It will develop partnerships with the private sector to implement corporate policies and practices that protect children.

55. In all three programme areas, the work will be supported by coordinated communication efforts, including information campaigns, public advocacy, communication for development and social and behavioural change. Partnerships and strategies will be developed to strengthen the UNICEF brand and reach in Panama.

Programme effectiveness

56. The programme effectiveness component will support activities related to integrated and intersectoral programme implementation and management. It covers the costs of coordination and cross-cutting issues to monitor programme performance, generate evidence, implement the gender strategy, raise funds, engage the private sector and develop communication.

Summary budget table

<i>Programme component</i>	<i>(In thousands of United States dollars)</i>		
	<i>Regular resources</i>	<i>Other resources</i>	<i>Total</i>
Early childhood development	1 100	2 400	3 500
Adolescent development and participation	1 100	2 400	3 500
Protection of children and adolescents	1 700	1 800	3 500
Programme effectiveness	400	1 100	1 500
Total	4 300	7 700	12 000

Programme and risk management

57. The present country programme document summarizes the contributions of UNICEF to national outcomes and is the primary mechanism for accountability to the Executive Board for aligning outcomes and resources allocated to the country programme. The responsibilities and accountability of managers at the country, regional and headquarters levels are described in the organization's programmatic and operational policies and procedures.

58. The management team in Panama will monitor programme and management indicators to take timely corrective action on budget and programme implementation,

and identify opportunities that can contribute to the achievement of outcomes, including changes in the priorities of the Government as set out in the PEG, initiatives and entry points to boost children's well-being in the face of the impacts of the pandemic.

59. A risk analysis will continuously inform the programme and its strategies. The greatest risks are linked to: (a) increased poverty in the country and the region, including as an effect of the pandemic, and a subsequent reduction in child-sensitive investment; (b) migration flows, including increases in the number of children in migration situations, or changes in routes and habits, and policy changes; and (c) disaster risks, particularly from floods and earthquakes. Difficulties have been identified in the capacities and regulations of institutions that provide basic services for adequate risk or disaster response. Risk-mitigation measures aimed at families in poverty, especially in rural areas and indigenous regions, are limited and do not include a social protection dimension. It is also necessary to strengthen the support for and attention to for migrant children.

60. Early warning mechanisms will enable the anticipation of situations that would require programmatic adjustments. The UNICEF enterprise risk management practices will be used to control risks associated with the harmonized approach to cash transfers, trends in fundraising and the impact of emergencies on the programme, among others.

Monitoring and evaluation

61. To monitor outcomes and outputs and analyse changes in the situation of children, standard indicators from the UNICEF Strategic Plan, 2018–2021 and additional indicators (disaggregated by gender, ethnicity and location where possible) will be used and will take into account the differentiated impacts of COVID-19. The expected outcomes will be measured and formulated taking into account the uncertain and complex scenario caused by the pandemic, where one of the challenges will also be to avoid setbacks in the advances already made.

62. Data will be collected regularly and analysed twice a year. Partnerships will be established with United Nations organizations to monitor programmatic outcomes within the framework of the UNSDCF. Data will be collected from administrative records of such government counterparts as the National Institute of Statistics and Census, SENNIAF and the ministries, and from records of implementing partners. Representative surveys and “social listening” processes will be conducted through digital communication and participation platforms, such as U-Report.

63. UNICEF will contribute to strengthening the administrative systems of government counterparts. It will support SENNIAF in designing and implementing a protection case management system, with updated information on the scope of services.

64. UNICEF will advocate for national early childhood surveys and studies, such as the multiple indicator cluster survey, and will coordinate the piloting and implementation of nominal monitoring systems from birth to the age of 5 years.

65. Studies will be conducted to generate evidence to inform strategies for adolescents, such as the role of the private sector in developing employability skills.

66. An evaluation of the entire cooperation programme and a specific evaluation of the adolescent component are planned to refine activities. Evaluations will be undertaken of the municipal committees for the prevention of violence against children as a decentralized model; of home-based pilot interventions for home stimulation; and of nutritional recovery interventions.

Annex

Results and resources framework

Panama – UNICEF country programme of cooperation, 2021–2025

<p>Convention on the Rights of the Child: Articles 3–6, 9, 10, 12,16, 18–20, 22–24, 26–31, 34, 37 and 39</p> <p>National priorities: Government Strategic Plan 2019–2024: pillars 1–3 and 5; Sustainable Development Goals: 2–5, 10, 13, 16 and 17</p>
<p>United Nations Sustainable Development Cooperation Framework outcomes involving UNICEF: Area 1 (Equality and social, economic and environmental inclusion); Area 2 (Governance, institutional, citizenship and justice); Area 3 (Climate change, integrated environmental management and disaster risk reduction); and Area 4 (Prevention of violence and protection of human rights).</p> <p>Outcome indicators measuring change that reflect UNICEF contribution: Percentage of the population covered by minimum levels or systems of social protection, disaggregated by sex, age and vulnerable groups; participation rate in organized education; prevalence of malnutrition among children under 5 years of age; percentage of young people (aged 15–24 years) who are not in education, employment or training; government public expenditure as a proportion of an original approved budget (disaggregated by sector); rate of children out of school; percentage of children aged 1–17 years who suffered some physical punishment or psychological assault by caregivers in the previous month; proportion of people who experienced violence in the last 12 months and have reported it to the competent authorities; adolescent birth rate per 1,000 women.</p>
<p>Related UNICEF Strategic Plan, 2018–2021 Goal Areas: 1–5</p>

<i>UNICEF outcomes</i>	<i>Key progress indicators, baselines (B) and targets (T)</i>	<i>Means of verification</i>	<i>Indicative country programme outputs</i>	<i>Major partners, partnership frameworks</i>	<i>Indicative resources by country programme outcome: regular resources (RR), other resources (OR) (In thousands of United States dollars)</i>		
					<i>RR</i>	<i>OR</i>	<i>Total</i>
1. By 2025, children in early childhood, especially the most disadvantaged, will receive quality care for their physical, cognitive and social-emotional development.	Percentage of children who receive early stimulation and loving care from their parents or caregivers B: N/A T: 80.8%	Multiple indicator cluster survey (MICS)	1.1 Improved coverage of care and stimulation services for children aged 0 to 3 years, especially in areas with a higher concentration of poverty 1.2 Improved coverage and access to services for the prevention and treatment of malnutrition for children aged 0 to 5 years	Ministry of Social Development, Ministry of Health, Ministry of Education, Ministry of Economy and Finance, Ministry of Labour and Workforce Development, National Institute of Statistics and Census (Instituto Nacional de Estadística y Censo (INEC)),	1 100	2 400	3 500
	Percentage of children aged 36 to 59 months who show adequate development in at least three of four domains: literacy-numeracy;	MICS					

<i>UNICEF outcomes</i>	<i>Key progress indicators, baselines (B) and targets (T)</i>	<i>Means of verification</i>	<i>Indicative country programme outputs</i>	<i>Major partners, partnership frameworks</i>	<i>Indicative resources by country programme outcome: regular resources (RR), other resources (OR) (In thousands of United States dollars)</i>			
					<i>RR</i>	<i>OR</i>	<i>Total</i>	
	<p>physical; social-emotional; and learning</p> <p>B: 80.2% T: 84.0%</p>		1.3 Improved coverage and quality of preschool and primary education services for children aged 4 to 8 years	<p>Ministry of Foreign Affairs, presidency</p> <p>United Nations Population Fund (UNFPA), international financial institutions, private sector</p>				
	<p>Percentage of children aged 0 to 5 months who are exclusively breastfed</p> <p>B: 28.1% (2014) T: 33.7%</p>	National survey on sexual and reproductive health						
	<p>Net enrolment rate in pre-primary education, disaggregated by gender</p> <p>B: 60% (Female: 60%; Male: 59%) (2018) T: 66%</p>	Ministry of Education administrative data						
2. By 2025, more vulnerable adolescents will have opportunities to learn, develop transferable skills and participate in active citizenship, contributing to the country's sustainable development.	<p>Net enrolment rate in pre-secondary education, disaggregated by gender and region</p> <p>B: 69% (2018) T: 75.9%</p>	Ministry of Education administrative data, INEC	<p>2.1 More vulnerable adolescents complete secondary education and develop transferable skills.</p> <p>2.2 More vulnerable adolescents participate in social change and demand and implement solutions to their problems and those of their communities.</p>	<p>Ministry of Education, National Secretariat for Children, Adolescents and Families (Secretaría Nacional de Infancia, Adolescencia y Familias (SENNIAF)), International Labour Organization, Ministry of Social Development, Ministry of Labour and Workforce Development, Ministry of Foreign Affairs</p> <p>UNFPA, United Nations Development Programme (UNDP), other United Nations agencies, private sector, civil society</p>	1 100	2 400	3 500	
	<p>Net enrolment rate in secondary education, disaggregated by gender and region</p> <p>B: 52% (2018) T: 57.2%</p>	Ministry of Education administrative data, INEC						
	<p>Percentage of young people not in education, employment or training</p> <p>B: 17.2% (2017) T: 16.3%</p>	National study of young people not in education or employment						
	<p>Number of adolescents participating in or leading</p>	SENNIAF, Ministry of Social						

UNICEF outcomes	Key progress indicators, baselines (B) and targets (T)	Means of verification	Indicative country programme outputs	Major partners, partnership frameworks	Indicative resources by country programme outcome: regular resources (RR), other resources (OR) (In thousands of United States dollars)		
					RR	OR	Total
	civic participation initiatives B: N/A T: 500	Development, civil society, private sector, other United Nations agencies					
3. By 2025, children and adolescents will be better protected against all forms of violence in their family, school and community settings.	Proportion of children aged 1 to 17 years who have experienced violent discipline and/or psychological aggression by caregivers in the last month B: 44.9% (2013) T: 35.9%	MICS	3.1 Children, adolescents, their families, schools, communities and institutions have greater capacities to prevent violence. 3.2 Children and adolescents who have experienced violence receive better quality institutional services for care and support to avoid further instances of violence.	SENNIAF, National Intersectoral Committee for the Prevention of Violence against Children (Comité Nacional Intersectorial para la Prevención de la Violencia contra Niños, Niñas y Adolescentes), National Committee for the Return of Children without Parental Care to a Family Environment, National Institute for Women (Instituto Nacional de la Mujer), National Border Service (Servicio Nacional de Fronteras), Ministry of Social Development, Ministry of Foreign Affairs, International Organization for Migration, Office of the United Nations High Commissioner for Refugees, UNDP, UNFPA	1 700	1 800	3 500
	Children aged 1 to 17 years living in shelters B: 1,497 (2020) T: 1,197	SENNIAF	3.3 Migrant and emergency-affected children and adolescents benefit from institutional and community responses that protect them from violence, exploitation and exclusion.				
5. Programme effectiveness					400	1 100	1 500
Total resources					4 300	7 700	12 000