Thirty-sixth session
5 June-30 June 1989, New York
Item 6 of the provisional agenda
UNFPA

UNITED NATIONS POPULATION FUND

PROPOSED PROGRAMMES AND PROJECTS

Recommendation by the Executive Director

Assistance to the Government of Panama

Support for a comprehensive population programme

Proposed UNFPA assistance: $2.0 million

Estimated value of the Government's contribution: To be determined

Duration: Five years

Estimated starting date: January 1989

Executing agencies:
- Government of Panama
- United Nations Educational, Scientific and Cultural Organization (UNESCO)
- World Health Organization/Pan American Health Organization (WHO/PAHO)
- Technical Committee on Population (COTEPO)

Government co-ordinating agency:
## PANAMA

### Demographic facts

#### Population Total (000)

<table>
<thead>
<tr>
<th>Category</th>
<th>Total</th>
<th>Males</th>
<th>Females</th>
<th>Sex ratio (/100 females)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total</td>
<td>2,180</td>
<td>1,111</td>
<td>1,069</td>
<td>104.0</td>
</tr>
<tr>
<td>Urban</td>
<td>1,114</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Rural</td>
<td>1,037</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Per cent urban</td>
<td>52.4</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

#### Functional age groups (%)

<table>
<thead>
<tr>
<th>Age Group</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Young child: 0-4</td>
<td>12.9</td>
</tr>
<tr>
<td>Child: 5-14</td>
<td>24.7</td>
</tr>
<tr>
<td>Youth: 15-24</td>
<td>21.1</td>
</tr>
<tr>
<td>Elderly: 60+</td>
<td>6.6</td>
</tr>
<tr>
<td>65+</td>
<td>4.5</td>
</tr>
<tr>
<td>Women: 15-49</td>
<td>24.5</td>
</tr>
</tbody>
</table>

#### Median age (years)

- Total: 20.6
- Aged 0-14: 16.6
- Aged 65+: 7.7

#### Dependency ratios: total (/100)

- Aged 0-14: 64.8
- Aged 65+: 7.7

#### Agricultural population density (/hectare of arable land)

- 1.08

#### Average density (/sq. km)

- 28

#### Average annual change (000)

<table>
<thead>
<tr>
<th>Category</th>
<th>Change</th>
</tr>
</thead>
<tbody>
<tr>
<td>Population increase</td>
<td>47</td>
</tr>
<tr>
<td>Births</td>
<td>61</td>
</tr>
<tr>
<td>Deaths</td>
<td>12</td>
</tr>
<tr>
<td>Migration</td>
<td>-1</td>
</tr>
</tbody>
</table>

#### Annual population total

- 2.07

#### Growth rate (%): urban

- 2.94

#### Rural

- 1.06

#### Crude birth rate (/1000)

- 26.7

#### Crude death rate (/1000)

- 5.2

#### Net migration rate (/1000)

- 3.14

#### Total fertility rate (/woman)

- 3.14

#### Gross reproduction rate (/woman)

- 1.53

#### Net reproduction rate (/woman)

- 1.46

#### Infant mortality rate (/1000)

- 23

#### Life expectancy at birth (years)

- Males: 70.1
- Females: 74.1
- Both sexes: 72.1

#### GNP per capita

- (U.S. dollars, 1986): 2,330

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**Sources:**

I. SUMMARY

1. The United Nations Population Fund (UNFPA) proposes to support a comprehensive population programme in the amount of $2.0 million over a five-year period, starting January 1989, to assist the Government of Panama in achieving its population and development objectives. The overall objective of the proposed programme, UNFPA's first in Panama, would be to assist the Government of Panama through the institutionalization of population policies within the overall development strategy as mandated by Article 108 of the National Constitution, which states that "it is an obligation of the State to establish a population policy that responds to the social and economic development needs of the country". The programme would also seek to harmonize levels and trends of critical demographic variables and the country's goals of socio-economic development.

2. The priority action areas of the programme would be: (a) to strengthen the capacity of national institutions, especially those related to social and economic planning, to further integrate population factors into development plans; (b) to build up the national capability to formulate, implement and monitor programmes for women and adolescents, especially the most disadvantaged among these groups; (c) to strengthen maternal health and family planning services for women and adolescents in urban marginal areas; (d) to increase awareness of the impact of demographic variables on development through population information, education and communication (IEC) activities; (e) to sustain the national capability to provide updated population baseline data through census and intercensal activities; and (f) to promote the status of rural women.

3. In the context of the overall programme of socio-economic recovery of the Government of Panama, UNFPA assistance would be applied to these priority areas with the aim of: (a) increasing the efficiency of the public administration to concentrate resources in economically and socially deprived areas of the country; (b) sustaining those government programmes that have directly contributed to the reduction of fertility and maternal and infant mortality, and to the improvement of health and family planning services; and (c) strengthening the capacity of the Government and other Panamanian organizations to carry out basic socio-demographic data collection and research.

4. All projects under the proposed programme, as in all UNFPA-assisted programmes, would be undertaken in accordance with the principles and objectives of the World Population Plan of Action; that is, that population policies should be consistent with internationally and nationally recognized human rights of individual freedom, justice and the survival of national, regional and minority groups (para. 14 (d)); that respect for human life is basic to all human societies (para. 14 (e)) and that all couples and individuals have the basic right to decide freely and responsibly the number and spacing of their children and to have the information, education and means to do so (para. 14 (f)).
II. BACKGROUND

5. Panama, the most easterly of the Central American countries, is situated between Costa Rica and Colombia. In 1987, it had an estimated population of 2.3 million, 37.5 per cent of which was age 15 years or younger. During the decade 1960-1970, Panama had a high rate of population growth of 3.0 per cent per annum. This has now been reduced to 2.17 per cent.

6. The majority of Panama's population is concentrated in the capital, Panama City (47 per cent of the total), and in a very narrow coastal area. This population concentration is exacerbated by a continuing high rate of rural-to-urban migration. More than 50 per cent of Panamanians are now urban dwellers, and this is placing an increasing strain upon the provision of services.

7. Panama's economy is basically a service economy, which is dependent on international commerce and susceptible to its fluctuations. Preliminary government figures for 1987 indicate that the gross domestic product (GDP) grew by 2.9 per cent that year. However, this figure is more a reflection of the promising rate of expansion of the first half of 1987, and may have been somewhat neutralized by economic contraction in the second half of the year.

8. Both internal and external factors play an important role in the behaviour of the Panamanian economy. Its service-based economy -- the Panama Canal, the free trade zone in Colon, the oil pipeline and the International Banking Centre in Panama City -- accounts for approximately 70 per cent of GDP. These areas are highly vulnerable to such factors as political unrest, loss of confidence in economic performance, fluctuations in the world economy, and so on. In late 1987 and 1988, various regional and international factors had a negative effect on the Panamanian economy.

9. The economic crisis reached a head in June 1987. For the first time since 1982, the country fell into arrears on repayments of its $1.8 billion dollar external debt, the largest per capita debt in Latin America. In early 1988, externally-imposed restrictive economic measures forced the closing of the Panamanian banking system, causing financial chaos in the country. Public investment fell for the third consecutive year, and unemployment rose to 18 per cent as 90,000 jobs were lost in 1987 and 47,000 more in 1988. Under these circumstances, it has been extremely difficult for the Government to pursue an economic policy consonant with the structural adjustment measures it instituted in 1986. The prevailing economic situation shows little sign of early resolution. The economy has been damaged to such an extent that it will take a long time to recover, and the Government will have to initiate a vigorous economic recovery programme once the political crisis has been settled.
Population trends

10. Considerable improvements have been made in the area of public health in Panama since the 1960s. The country has a relatively low and declining level of mortality. However, there are high rates of morbidity and mortality among marginal populations in rural and urban areas, and the Government considers these rates to be a serious problem. The infant mortality rate of 23 per 1,000 live births and life expectancy at birth of 72 years are among the best in the Latin America region. However, in some areas of the country, life expectancy at birth is as low as 50 years and infant mortality as high as 82 per 1,000 live births. Fertility rates began decreasing fairly recently, but only in rural areas; the rate in urban areas actually rose slightly. The rate of population growth continues to increase gradually, but the Government considers this acceptable since the country's total population size is small and almost half the land remains uninhabited. However, it considers the present population distribution to be unacceptable and a hindrance to development.

11. International migration levels and trends are not significant and are considered to be satisfactory. However, accelerated rural-to-urban migration is thought to constrain national development, causing an excessive concentration of the population in metropolitan centres. Because of the more favourable socio-economic conditions in the metropolitan areas (notably Panama City and Colon), they are the major focus of internal migration. In fact, 86 per cent of the new jobs created in 1987 were in the Panama-Colon metropolitan region. This has resulted in a very high population density in these areas, ranging from 86.3 inhabitants per square kilometre in Panama to 32.9 in Colon, while the less-developed provinces of Bocas del Toro and Darien register densities of only 8.7 and 2.3, respectively. A policy of integrated development of rural areas and decentralization of the public sector is attempting to overcome this problem.

12. The limited access to agricultural land is another socio-economic characteristic with a significant demographic impact. This impact is related to the absence of incentives to remain in rural areas and is one of the main causes of migration to urban areas. Of the 154,000 productive agricultural units identified by the 1980 census, 92,000 (60 per cent) had an area of less than five hectares, while 286 units accounted for a total of 453,000 hectares. In other words, 2 per cent of the existing agricultural units contained 23 per cent of the available land, while another 32 per cent of the units shared only 2 per cent of the land.

13. The Government has no comprehensive population policy, and population is considered to be the country's principal resource. Nevertheless, the Government acknowledges the interrelationship between development and demographic trends, and preparatory steps have been taken to formulate such a policy.
14. Panama has developed an institutional framework for the further integration of population factors within its development plans. The original Population Unit is now a Division of Population within the Department of Social Planning of the Ministry of Planning and Finance. In addition, in 1981 the Technical Committee on Population (COTEPO) was created to serve as the technical secretariat and advisory body to the National Commission on Demographic Policies (CONAPODE). COTEPO's main responsibilities are to analyze situations, identify problems, define policies, present options, follow-up on policy implementation, coordinate activities and evaluate results. COTEPO was endorsed by Presidential decree on 10 February 1987.

Health and family planning

15. Panama's health situation compares favourably with that of the rest of Latin America since infectious disease is now mostly under control through vaccination programmes. The major causes of death are chronic diseases and accidents. The priority groups for the improvement of health care are now the remote rural, marginal urban, and adolescent populations, the latter being the most underserved of the three groups. The Government's health policy, as part of its plan of action contributing to the World Health Organization's programme of "Health for all by the year 2000", is to provide equal services for the entire population. Hence, it pays particular attention to providing the same level of services to all Panamanians, including the least-privileged rural groups and those on the periphery of urban areas. Family planning is an integral part of primary health care and the maternal and child health services at every health facility. The 1984 Panamanian National Health Survey indicated that 7 of the 11 health regions have high fertility rates but that knowledge of contraceptive methods is fairly high among both rural and urban women aged 15-44 years. These findings were borne out by the World Access to Birth Control Survey, conducted by The Population Crisis Committee in 1987. It found that, of developing countries, Panama ranked eighteenth highest in the world in availability of contraceptives, although service-related and information outreach activities were lacking. Younger women (15-19 years) were found to be significantly less knowledgeable than older women, and their contraceptive use is low. Among married women, contraceptive prevalence has risen to 59.2 per cent. However, urban rates dropped from 70.8 per cent in 1979 to 66.9 per cent in 1984. Clearly, there are still unserved populations, and adolescent pregnancies are a matter of concern.

Status of women

16. In Panama, 21.8 per cent of families have a woman as the head of household. It has been observed that it is women, especially young women between 15 and 24 years of age, who tend to migrate from rural to urban areas seeking work. Generally, the level of education of migrating women is minimal, and a great percentage become unemployed or accept low paying
jobs as domestic workers. The level of education remains low despite gains made in the last two decades (in 1960 the illiteracy rate of women 10 years and older was 21.6 per cent; in 1980 the rate was 10.7 per cent). More than half (50.3 per cent) have less than two years of elementary schooling while 13.9 per cent have had no formal education at all. There are also serious problems concerning women's integration into the labour force. Although there was an increase in the labour force participation rate of women from 25.9 per cent in 1970 to 35.5 per cent in 1980, 1986 data showed that 31.4 per cent of women in the metropolitan region could be considered underemployed - i.e., they worked in domestic activities or were self-employed in the informal sector. Rural women suffered most from low incomes and lack of jobs, a problem that is compounded by their geographical dispersion.

III. REVIEW OF UNFPA AND OTHER ASSISTANCE TO DATE

17. UNFPA began its support to Panama in 1971 with the aim of helping to establish a population office then being created by the Ministry of Health. By 1974, UNFPA was funding activities in the areas of data collection and analysis (e.g., population census, demographic surveys), sex education and family planning. UNFPA assistance to projects in Panama amounted to ~4.5 million for the period 1972-1986. Of this amount, 58 per cent was used for projects in family planning.

Maternal and child health and family planning (MCH/FP)

18. In 1979, the Governing Council approved a UNFPA project of assistance to the Panamanian Government's National Programme of Maternal and Child Health in the amount of ~2,286,000 for a four-year period. The programme's major emphasis was on the training of personnel, including community leaders, and on the expansion of primary health centres. Through this project, UNFPA provided assistance to the Ministry of Health to develop its MCH/FP infrastructure in order to improve the quality of MCH/FP services. The strategy employed emphasized extending primary health care through such means as popular education; organization and training of marginal rural and urban communities; development of human resources through training; organization of refresher seminars and workshops, fellowships and study tours; and the provision of basic hospital equipment and family planning supplies. Another project provided support to the School of Nursing of the University of Panama to help extend MCH/FP services through the training of professional nurses and auxiliary health post personnel in this field. UNFPA assistance to both the Ministry of Health and the School of Nursing supported training of those personnel working in priority areas. From 1979 to 1986, 216 workshops and seminars were organized for personnel of central, regional and local health areas throughout the country. A total of 5,807 persons participated in this training, including 133 school teachers and 33 adolescents. Equipment was provided to 69 health centres and 119 health posts.
19. An external evaluation in 1987 of the MCH/FP training component of UNFPA projects found that formally-trained personnel in urban centres and at the level of regional hospitals in semi-rural areas had received adequate training and supervision as well as the opportunity for continued, periodic refresher courses both in the country and abroad. It concluded that the UNFPA contribution had been important in raising the quality of the overall nursing training programme although it felt that not enough emphasis had been given to MCH/FP activities.

Data collection and analysis

20. Panama has a long tradition of census taking. The first population census was conducted in 1911; since then, eight more have been undertaken. Panama has also conducted four housing censuses, four agricultural censuses, three economic censuses, and four electoral censuses. UNFPA assisted Panama with the tabulation, publication and analysis of results of the 1970 population census in the amount of $58,000. For the 1980 census, UNFPA assistance of $240,000 contributed to the updating of cartographic work and the training of personnel. UNFPA also allocated $262,000 to support preparatory activities for the 1990 population and housing census. This was used for training in a wide range of activities, including demographic analysis, demographic statistics, data processing, and planning and evaluation. This assistance was also used to procure a limited amount of data processing, cartographic and audio-visual equipment.

Population dynamics and population policy formulation

21. UNFPA assistance in the areas of population dynamics and population policy formulation -- $900,000 for five projects since 1972 -- has been directed to the Population Unit of the Ministry of Planning and Finance. It has included both institutional support and assistance for the undertaking of two investigations -- one on population distribution, the other on the growth of Panama City. UNFPA support is closely related to the incorporation of demographic considerations into successive development plans between 1970 and 1985. Although Panama still has no explicit population policy, the Government has formulated a number of socio-economic policies that have had an impact on the country's demographic situation.

22. The Ministry of Planning and Finance prepared two major documents with UNFPA assistance -- "Problems, Perspectives and Guidelines for the Social and Economic Development of Panama" and "Bases for the Social and Economic Development of Panama: 1981-85". These were used in the elaboration of the 1980-2000 Development Strategy for Panama and reflect the country's growing concern for demographic considerations in development planning. These documents indicate that a population policy oriented towards the reduction and re-channelling of migratory flows should be based on a coherent combination of policies, including general...
development policies that seek the economic re-activation of the more backward areas of the country with productive potential as well as on employment-generation strategies and on the balanced development of different regions.

**Population information, education and communication**

23. UNFPA has provided assistance in an amount of $90,275 for an ongoing project in the Ministry of Education that, with technical assistance from UNESCO, seeks to strengthen sex education activities being carried out at the high-school level throughout the country and to introduce these activities at the elementary-school level. The project is addressed to three main groups -- students, parents and communities in general. These groups are to be reached through actions in curricular development; promotion of parental participation; and dissemination of sex education concepts through the press. This project was re-programmed and re-initiated in late 1988 because its activities had been interrupted by the 1987-1988 political and economic crisis.

**Other external assistance**

24. In terms of population assistance, the largest contributors have been the United States Agency for International Development (USAID) through its different co-operating agencies, and the International Planned Parenthood Federation (IPPF). USAID assistance has been used primarily for MCH/FP, IEC and data collection. IPPF has focused its activities on MCH/FP and IEC. Within the United Nations development system, the United Nations Development Programme (UNDP) has made its contribution by supporting the Programme for the Promotion of Actions in Marginal Areas (COPRAM), which is addressed to the most disadvantaged groups, while the United Nations Children's Fund (UNICEF) has provided technical support for Panama's Maternal and Child Health programme.

**IV. PROPOSED PROGRAMME, 1989-1993**

25. The proposed country programme for Panama takes into account and reflects the priorities of the National Programme on Population and Development 1989-1993, a document prepared by COTEPO, and of the 1986 Plan on Guidelines, Objectives and Actions for the Development of Panama.

26. The National Programme on Population and Development 1989-1993, in support of the objectives of the national development plan, proposes the following lines of action: (a) the definition of a population policy that reflects the interrelationships of economic, social and demographic variables; (b) the development of programmes to control the excessive dispersion of population in rural areas and its excessive concentration in the metropolitan region; (c) the regulation of fertility through family planning services; (d) the reduction of infant mortality and
morbidity through the development of programmes addressed to the least
favoured social groups and the least developed geographical areas; (e)
the promotion of research and training to extend and strengthen the
programmes for women, adolescents and children; (f) the strengthening of
the Technical Committee on Population; (g) the giving of priority
treatment for the 1990 population and housing census; and (h) the
strengthening of the national Office for Women's Affairs.

27. Given its present critical economic and financial situation, the
Government of Panama will concentrate actions in the geographical areas
considered to be the most disadvantaged. There are 27 such districts in
rural areas and in the urban centres of Panama City and Colon. Within
these districts, children, adolescents, women and the aging are the
priority population groups.

28. There are diverse programmes and projects in Panama addressed to
rural and urban women that are being executed by governmental and
non-governmental organizations (NGOs). There is, however, no effective
mechanism with the technical and executing capacity to co-ordinate action
at the national level to benefit women. The present policies and
development strategies of the Government, as reflected in the National
Programme for Population and Development, underline the need to promote
the participation of women in development. The population programme,
however, considers that for the proposed actions to be effective, there
is a need for evaluation, research and reflection on the explicit and
implicit policies that deal with Panamanian women.

29. The five-year comprehensive population programme, for which UNFPA
proposes assistance in the amount of $2 million, has components in
MCH/FP; population IEC; basic data collection and analysis; population
dynamics; and support for programmes for women and adolescents.

30. The priority action areas for this first comprehensive population
programme would be: (a) to improve the institutional framework so that
population factors can be further integrated into development plans
through demographic training, research, and the dissemination of
appropriate information; (b) to build up national capability to
formulate, implement and monitor programmes for women and adolescents,
especially the most disadvantaged; (c) to strengthen maternal health and
family planning services for women and adolescents in urban marginal
areas; (d) to increase awareness of the impact of demographic variables
on development through population IEC activities; (e) to sustain the
national capability to provide updated population baseline data through
census and intercensal activities; and (f) to enhance the status of rural
women.

31. In the context of the Government's overall programme of
socio-economic recovery, UNFPA assistance would be applied to these
priority areas with the aim of: (a) increasing the efficiency of the
public administration to concentrate resources in economically and socially deprived areas of the country; (b) sustaining those government programmes that have directly contributed to the reduction of fertility and maternal and infant mortality, and to the improvement of health and family planning services; and (c) strengthening the capacity of the Government and other Panamanian organizations to carry out basic socio-demographic data collection and research.

Maternal and child health and family planning

32. UNFPA proposes to provide $800,000 for four projects to help strengthen the country's maternal and child care programme and to increase the coverage of family planning services to adolescents and women in the marginal urban areas of the districts of Panama/Colon, San Miguelito, and La Chorrera. Technical backstopping would be provided by the World Health Organization/Pan American Health Organization (WHO/PAHO).

33. The activities being assisted would have the following goals in the geographic areas being covered: lowering high-risk pregnancies by 15 per cent for adolescents and by 5 per cent for women over age 35; modifying sexual behaviour of at least 20 per cent of high-school youth; decreasing by 10 per cent the main health problems of adolescents between age 15 and 19 in relation to sexually transmitted diseases; and incorporating 5 per cent of women between 20 and 49 and 5 per cent of adolescents between 15 and 19 into community health care activities.

34. The first project, for which UNFPA assistance in the amount of $450,000 is proposed, would seek to strengthen maternal care services and specialized services for adolescents in the districts of Panama, San Miguelito, Colon and La Chorrera through health education and community participation. The project would concentrate on those who are most at risk in terms of health. To improve service delivery, training would be given to 120 local and 6 national-level health care staff members and appropriate equipment would be distributed to the 30 maternal and 12 adolescent service centres. The project would also seek to: develop and implement guidelines for the delivery of health services to adolescents; prepare and distribute audio-visual and training materials; provide refresher courses and appropriate educational materials on human sexuality and social problems for 180 health care staff members; provide health education to 2,880 adolescents on human sexuality, sexually transmitted diseases and other pertinent social topics; train women and adolescent leaders in techniques of enhancing community participation; identify and implement pertinent small-scale health projects at the community level; and conduct surveys and qualitative evaluations at preliminary stages of the project. PAHO would execute the project.

35. The second project, for which $150,000 over three years is proposed, would be executed by the Panamanian Association of Family
Planning (APLAFA), to promote family planning and responsible parenthood in the districts of San Miguelito, Brooklincito and the adjacent area of Curundú (all urban areas abutting the capital city). APLAFA, an NGO organized in 1965, has concentrated its activities in the District of San Miguelito, the main urban area receiving rural migrants in the metropolitan region. Of Panama City's population of 501,340 inhabitants, over 242,000 reside in San Miguelito, over half of whom are women. Based on the existing infrastructure of APLAFA in these areas, activities would support the family planning and maternal health care services of the Ministry of Health by providing the following MCH/FP services to women 29 years or less, with special emphasis on adolescent mothers: gynaecological/obstetrical and family planning consultations; and a series of various types of gynecological tests; and provision of contraceptives. The project would also carry out extensive educational activities on family planning and human sexuality including: meetings on family planning and sex education for adult groups and for special groups in marginal areas; courses on sexual education for adolescents not covered by the formal education system; seminars on population and family planning for the students of social communications of the Universities of Panama and Santa Maria La Antigua, as well as for members of the media. The project would also organize vocational training courses for 300 women of 29 years of age or less residing in marginal areas, as well as practical training and refresher seminars on the use of modern methods of contraception for medical and nursing students of the University of Panama. The Documentation Centre on Population established by APLAFA would also be strengthened. APLAFA and the Department of Maternal and Child Health of the Ministry of Health would closely coordinate their activities through periodic meetings and monitoring activities.

36. The third project in the area of MCH/FP would be executed by the School of Nursing of the University of Panama. UNFPA proposes to provide support in the amount of $50,000 over a period of three years to support practical training for nursing students in a district to be identified in consultation with the Department of Maternal and Child Health of the Ministry of Health. Practical training would include the preparation of a health diagnosis for the selected district; identification of health priorities and design of a plan for the provision of services; promotion of community participation; and a final evaluation of results.

37. Finally, UNFPA proposes to provide an amount of $150,000 to assist in the implementation of the 1991 survey on MCH/FP. This assistance would help provide continuity to a programme that has systematically evaluated fertility behaviour and contraceptive use since 1976, when Panama participated in the World Fertility Survey. Panama has conducted two national MCH/FP surveys, in 1976 and 1984. The results of these surveys have been very valuable in orienting the MCH/FP programmes. In the present crisis situation, the impact of current shortages in the provision of contraceptives and the possible increase in fertility levels (especially for adolescents) give added importance to the survey.

/.../
Population information, education and communication

38. The Ministry of Education's first activities in the area of population education were promoted by the National Programme for Human Development and Sex Education sponsored by USAID. The activities were implemented by the National Commission on Sex Education, which is composed of representatives of various concerned ministries. Between 1980 and 1986, this programme trained 300 teachers in sex education and assisted in the development of teaching materials. In this period, 40 per cent of high schools in Panama were covered by the programme. Since 1987, UNFPA and UNESCO have supported the extension of the programme by consolidating efforts at the high-school level and by extending it to elementary schools.

39. Based on the success of this programme, and in view of an increasing enrolment in the public (as opposed to private) school system, UNFPA proposes to provide an amount of $250,000 to expand its support for this ongoing UNESCO-executed project. The money would be used to incorporate population education into the primary level of education and to complete and disseminate the results obtained in the first phase of the programme. Areas of special concern would be teacher training, field-testing and reproduction of population education materials, and basic research on the development of materials.

Basic data collection and analysis

40. UNFPA proposes an amount of $250,000 to support the population and housing census that the Government plans to conduct in May of 1990. The census seeks to determine the volume and structure of the Panamanian population, its distribution over the national territory, its educational level, participation in economic activities, migratory movements, levels of fertility and mortality, and the availability and conditions of housing. Access to this type of information will allow the Government to determine concrete actions in its plans and programmes for socio-economic development. Because of its importance, the Government has given absolute priority to obtaining international technical co-operation resources for successful implementation of the census.

41. UNFPA proposes to expand its support for the execution of the 1990 population and housing census in order to carry out a pilot census to determine the suitability of the instruments prepared for the enumeration (questionnaires, instructions, training, etc.) and to evaluate the degree of coverage and quality of data of the census through a post-census survey.

Population policy formulation and population dynamics

42. UNFPA proposes to provide an amount of $250,000 in support of two activities in the area of population policy formulation and population dynamics: one to strengthen of the Technical Committee on Population;
the other to develop research and training capacity in population of the University of Panama.

43. With UNFPA assistance, COTEP0 would continue its efforts to incorporate socio-demographic variables into development planning to fulfill its function, as mandated in Executive Decree No. 4 of 1987, of "ensuring that demographic factors are integrated in the processes of planning at the national level, regional as well as sectoral, and of co-ordinating and providing follow-up to the National Programme for Population and Development and extending its action to the regional level (provinces) of the country". A further goal would be to establish a national population policy as mandated by Article 108 of the National Constitution. COTEP0 would concentrate on providing technical support to its 13 member institutions so that they can develop socio-demographic components within their particular areas of responsibility through research and dissemination of the results, training, and the development of regional units (in COTEP0's nine provincial planning offices).

44. The other activity in this sector would be the development of the capacity of the University of Panama to carry out population research and training in demography and other population-related subjects. UNFPA support would be provided for the development of a graduate programme in population within the School of Sociology of the University of Panama. The first stage would focus on the training of the teaching and research staff through advanced interdisciplinary studies in population. The next stage would emphasize research in selected areas relevant to Panamanian development. This research would provide the substantive content, teaching materials, and the data and knowledge base for the graduate programme in population. The final stage would be the preparation of the graduate programme itself, that is, the professional profile to be sought and specific study plans.

Women, population and development

45. UNFPA proposes an amount of $250,000 to promote the participation of Panamanian women in the process of development. Support would be given to strengthen the Office for Women's Affairs of the Ministry of Labour and Social Welfare and the Programme for the Promotion of Actions in Marginal Areas (COPRAM). The Office of Women and COPRAM constitute the institutional and programmatic framework within which specific activities for the improvement of the status of rural women would be carried out. UNFPA proposes to support these two agencies by providing assistance for research on the situation of rural women and for productive and/or social activities with organized groups of women in the 27 priority districts of the country.

Programme reserve

46. UNFPA proposes the establishment of a programme reserve of $200,000 to cover as yet undetermined needs in the context of the population programme.
Programme co-ordination, evaluation and monitoring

47. The programme and its components would be co-ordinated within the institutional framework provided by the National Commission on Demographic Policies (CONAPODE) and COTEP0. COTEP0 is, by law, responsible for the evaluation and monitoring of the national population programme, including international technical co-operation supporting its implementation. In this aspect, it is complemented by the Department of International Technical Co-operation of the Ministry of Planning and Finance. The programme would be monitored in accordance with established UNFPA procedures, including project progress reports, annual tripartite reviews and a mid-term review of the overall programme. Moreover, all projects have built-in evaluation mechanisms.

Financial summary

48. As indicated in paragraph 1, a programme of $2.0 million over a five-year period is proposed covering the following areas of the UNFPA mandate.

<table>
<thead>
<tr>
<th>UNFPA regular resources</th>
<th>$</th>
</tr>
</thead>
<tbody>
<tr>
<td>Maternal and child health and family planning</td>
<td>800,000</td>
</tr>
<tr>
<td>Population information, education and communication</td>
<td>250,000</td>
</tr>
<tr>
<td>Basic data collection and analysis</td>
<td>250,000</td>
</tr>
<tr>
<td>Population policy formulation and population dynamics</td>
<td>250,000</td>
</tr>
<tr>
<td>Women, population and development</td>
<td>250,000</td>
</tr>
<tr>
<td>Programme reserve</td>
<td>200,000</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>$2,000,000</strong></td>
</tr>
</tbody>
</table>

V. RECOMMENDATION

49. The Executive Director recommends that the Governing Council:

(a) Approve the assistance to Panama in the amount of $2.0 million for the five-year period 1989-1993;

(b) Authorize the Executive Director to allocate the funds and make appropriate arrangements with the Government of Panama and with the executing agencies.