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PANAMA

**EXPANSION OF THE COMPREHENSIVE SECURITY PROGRAM OF
PANAMA (APROSI)**

(PN-X1011)

PROPOSED AMENDMENT TO RESOLUTION DE-79/06

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Required Electronic Links	
1.	Annual work plan (AWP) http://idbdocs.iadb.org/wsdocs/getDocument.aspx?DOCNUM=38219762
2.	Procurement Plan http://idbdocs.iadb.org/wsdocs/getDocument.aspx?DOCNUM=38220877
3.	Environmental and Social Management Report (ESMR) http://idbdocs.iadb.org/wsdocs/getDocument.aspx?DOCNUM=38228498

Optional Electronic Links	
1.	Itemized budget http://idbdocs.iadb.org/wsdocs/getDocument.aspx?DOCNUM=38214356
2.	Program Disbursement Plan (PDP) http://idbdocs.iadb.org/wsdocs/getDocument.aspx?DOCNUM=38219750
3.	Program Execution Plan (PEP) http://idbdocs.iadb.org/wsdocs/getDocument.aspx?DOCNUM=38219737
4.	APROSI impact and evaluation design http://idbdocs.iadb.org/wsdocs/getDocument.aspx?DOCNUM=38214234

ABBREVIATIONS

APROSI	Expansion of the Comprehensive Security Program
CCP	Centro de Cumplimiento de Pacora [Pacora Detention Center]
CSCS	Country Strategy for Citizen Security
EC	European Commission
EU	European Union
ICSS	Integrated crime statistics system
IEI	Instituto de Estudios Interdisciplinarios [Interdisciplinary Studies Institute]
IEIESC	Instituto de Estadísticas e Investigaciones Estratégicas de Seguridad y Convivencia Ciudadana [Institute of Statistics and Strategic Research on Citizen Security and Coexistence]
INAMU	National Institute of Women
LAPOP	Latin American Public Opinion Project
MEDUCA	Ministry of Education
MIDES	Ministry of Social Development
MINGOB	Ministry of the Interior
MINSEG	Ministry of Public Security
OSEGI	Comprehensive Security Office
PEU	Program executing unit
PROSI	Comprehensive Security Program
PSG	Project Specific Grant
SECOPA	Security Cooperation in Panama
UNICEF	United Nations Children's Fund
UNODC	United Nations Office on Drugs and Crime

EXECUTIVE SUMMARY

Project name:	Expansion of the Comprehensive Security Program of Panama (APROSI) (PN-X1011)
Executing agency:	Ministry of Public Security (MINSEG), through its Comprehensive Security Office (OSEGI)
Beneficiaries:	Republic of Panama
Direct Beneficiaries:	At-risk youth and women in the municipios of Colón, San Miguelito, David, and Panama.
Source of financing:	European Union (EU): € 21.7 million ¹ Nonreimbursable contribution (Project Specific Grant)
Objective:	The objective of this program is to continue to strengthen security in the municipios with the highest rates of violence: Colón, David, Panama, and San Miguelito, by: (i) enhancing the management capacities of national and local institutions participating in the program to plan and effectively perform their institutional roles in the area of citizen security; and (ii) reducing the participation rate of youth between 12 and 29 years of age in violence or crime in the beneficiary municipios.
Execution period:	59 months
Procurement:	Procurement financed in whole or in part with Bank resources will be undertaken in accordance with the Policies for the Procurement of Goods and Works Financed by the Bank (document GN-2349-9) and the Policies for the Selection and Contracting of Consultants Financed by the Bank (document GN-2350-9). Such procurement will also follow the terms of the Framework Agreement signed by the IDB and the European Commission (EC) in 2001. Pursuant to point 1.11-C of the policies on consulting services (document GN-2350-9), the University of Panama and the General José Domingo Espinar Police Training and Specialization Center (paragraph 5.5) will be contracted directly.
Exceptions to policies and procedures:	There are no exceptions to Bank policies and procedures.

¹ The EU-approved program “Security Cooperation in Panama” (SECOPA) DCI-ALA/2012/023-872, in the amount of €28 million, of which €21.7 million will be administered by the IDB; €5.9 million by the United Nations Office of Drugs and Crime; and €400,000 by the EU itself, for program visibility and administration expenses.

I. BACKGROUND AND RATIONALE

A. Leadership of the Inter-American Development Bank (IDB) in the citizen security sector in Panama

- 1.1 Given the serious security situation in the rest of Latin America and the Caribbean, Panama has been characterized by lower crime rates, placing it a relatively advantaged position. In 2003, however, the situation began to deteriorate markedly, and the country now faces the challenge of taking timely corrective measures. To this end, Panamanian authorities, with IDB support, launched the Comprehensive Security Program (PROSI) in 2006, as the country's only endeavor that offers a comprehensive approach to violence prevention. PROSI includes institutional strengthening in the sector, at both the national and local levels, generation of crime statistics information, and geographically and demographically targeted interventions with a strategic approach to address the actual circumstances of crime.

B. The Comprehensive Security Program (PROSI)

- 1.2 The Comprehensive Security Program ([PN-L1003; 1762/OC-PN](#)), hereinafter the "PROSI," was approved by the Board of Executive Directors of the IDB on 26 July 2006, in the amount of US\$22.7 million. The loan contract (1762/OC-PN), signed by the IDB and the Government of the Republic of Panama on 13 September 2006, provides financing until September 2014. The executing agency is the Ministry of Public Security (MINSEG), through the program executing unit (PEU).
- 1.3 PROSI's general objective is to help improve citizen coexistence and security in the municipios with the highest rates of violence: Colón, David, Panama, and San Miguelito, through strategic, comprehensive, interagency, and participative actions to prevent youth violence. It implements specific actions to: (i) enhance the management capacity of national and local institutions involved in the program to plan and effectively perform their institutional role in the area of citizen security; and (ii) reduce the rate of participation of young people between the ages of 12 and 29 in violence or crime in the beneficiary municipios.
- 1.4 PROSI is made up of two components: (i) institutional strengthening, to implement and develop institutional capacities required by the executing agency and the beneficiary institutions² to perform their citizen security functions and contribute to the sustainability of program-financed activities; and (ii) citizen security programs, to intervene at the three levels of social violence prevention:

² The beneficiary institutions of PROSI are: Ministry of the Interior (MINGOB), National Police, Ministry of Social Development (MIDES), Ministry of Education (MEDUCA), and the municipal governments of Panama, San Miguelito, Colón, and David. While PROSI was being executed, MINGOB was reorganized into two ministries: MINGOB and MINSEG; the latter became responsible for implementing PROSI in 2010.

primary, secondary,³ and tertiary.⁴ The proposed actions have been addressing the causes and risk factors with the aim of reducing the participation of young people between the ages of 12 and 29 in violence or crime. Efforts under this component involve coordinated action among MINSEG, MINGOB, MIDES, MEDUCA, the National Police, and the beneficiary municipal governments; this coordination is a task of the executing agency.

- 1.5 With the implementation of PROSI's Component 1, Panama consolidated a specific institutional framework for addressing citizen security in a comprehensive and coordinated manner. This involved: (i) promoting the creation of a ministry responsible for citizen security (MINSEG);⁵ (ii) establishing the Prevention Cabinet;⁶ (iii) drawing up and approving the [Country Strategy for Citizen Security](#) (CSCS),⁷ which specifies the strategic intervention areas, participating institutions, targets, and responsibilities; and (iv) establishing an integrated crime statistics system (ICSS).⁸ Under Component 2, comprehensive youth violence prevention projects were implemented in specific areas most heavily affected by violence and crime.⁹
- 1.6 PROSI's actions have focused on the municipios of Panama, San Miguelito, Colón, and David, where it has promoted the involvement of local governments in violence prevention. PROSI helped these municipalities create the conditions needed for improving their management with an organized structure of assistance

³ A secondary prevention program was implemented under PROSI, but given the lessons learned during the process (for example, specialized profiles are necessary for effective implementation; the capacities of social and community prevention systems need to be adapted to support the process, etc.), the Government of Panama decided to review the assistance and management model for this type of program before undertaking a new intervention. Therefore, secondary prevention is not considered in this program.

⁴ Primary prevention: programs targeting young people who have not been involved in criminal activity, such as domestic violence or school violence prevention programs. Secondary prevention: programs targeting children, adolescents, and youth of both genders already identified by social services, educational services, or the justice system, and at risk for involvement in crime. Tertiary prevention: programs for people in conflict with the law and/or who are reentering their communities, with a view to preventing new offenses. UNODC. Handbook on the crime prevention guidelines. Making them work. United Nations, NY, 2010.

⁵ Law 15, 14 April 2010. PROSI Component 1 (ii).

⁶ Executive Decree 18, 23 January 2012. Comprising: MINSEG (chair); Ministry of the Presidency; MINGOB; Ministries of Economy and Finance, Health; Labor and Labor Development; MEDUCA; MIDES; and representatives of the National Micro- and Medium-sized Enterprise Authority. PROSI Component 1 (ii).

⁷ Cabinet Resolution 84, 24 June 2012. 1762/OC-PN, Component 1 (i).

⁸ Executive Decree 471, 27 August 2007. The ICSS is in MINSEG; its main sources are the National Police and the municipios. PROSI Component 1 (b).

⁹ Such as: (i) the programs *Uso Positivo del Tiempo Libre* [Positive Use of Free Time] (at-risk youth) and *Juntos por una Comunidad sin Violencia* [Working Together for a Violence-free Community] (in schools), in David, Colón, San Miguelito, and Panama; (ii) Comprehensive Social Action Program in Curundú, Panama District (very high rate of violence and crime); and (iii) comprehensive program for youth offenders, at the Pacora Detention Center (CCP). PROSI Component 2 (a) and (c).

- for security. Municipal citizen security councils¹⁰ were created to direct local crime prevention and control actions. It is noteworthy that, while the national homicide rate fell from 24 per 100,000 to 18 (-25%), the decline was greater (-51%) in the program's four municipios, where it fell from 47.7% to 23.5%.¹¹
- 1.7 During the past four years, the primary prevention programs benefited more than 60,000 young people annually, contributing to improved school performance in 60% of the cases evaluated; a 58% increase in the use of peaceful conflict resolution mechanisms; a 76% increase in young people's participation in extracurricular activities; an 85% improvement in peer relationships; and a 70% improvement in relations with authority figures.¹²
 - 1.8 Tertiary prevention programs benefitted 28% of the population of youths in detention, with the establishment of the Centro de Cumplimiento de Pacora [Pacora Detention Center] (CCP), a modern facility that assists young people in accordance with a model process of assistance and rehabilitation aligned with international space-occupancy standards.¹³
 - 1.9 Nonetheless, the country still faces the urgent challenge of furthering the consolidation of its CSCS, and expanding PROSI's prevention, treatment, and rehabilitation interventions to benefit more people in these high-risk municipios. The main risk factors for violence and crime that Panama still needs to tackle are: (i) the dropout rate: It is estimated that 32% of young people under 30 years of age do not study or work, which is higher than the Latin American average (21%);¹⁴ (ii) sexual assault. Sex-related crimes have experienced the sharpest negative change in recent years. Some 10.1% of students throughout the country are estimated to be victims of sex crimes;¹⁵ (iii) the high percentage of repeat

¹⁰ Includes the participation of local authorities, the National Police, and representatives of government institutions. The municipal office serves as technical secretariat.

¹¹ "Análisis socio-demográfico República de Panamá", Estadísticas. [Sociodemographic analysis of the Republic of Panama, Statistics] 2010-2012, ICSS, May 2013. PROSI Component 1 (g) and Component 2.

¹² Self-administered questionnaires and focus groups, organized by PROSI's psychosocial team, first half of 2013. PROSI Component 2, (a).

¹³ "Revisión, Evaluación, Convalidación del Modelo de Rehabilitación Integral para Jóvenes Adolescentes de Panamá" [Review, Evaluation, Validation of the Comprehensive Rehabilitation Model for Adolescents in Panama]. Olga Espinoza, September 2013. PROSI Component 2 (c).

¹⁴ Latinobarómetro 2011. Although most youth who drop out of school do not get involved in criminal activity, risk factors could lead them to drop out of school or become involved in crime, or both. Evidence shows that improving quality and strengthening youths' sense of belonging in school reduces absenteeism, fights, bullying, and vandalism; it also helps improve conduct and keep young people in school. (Ungir, Mark 2009. Prevención de la Violencia en EEUU. [Violence Prevention in the United States] IDB; Hein, Andreas 2009. Prevención centrada en la familia y en la escuela. [Family- and school-focused prevention] (IDB).

¹⁵ Estudio de patrones de convivencia escolar en Panamá [Study of patterns of school coexistence in Panama]. Plan MEDUCA, Panama Red Cross, UNICEF, 2012.

youth offenders in the criminal justice system, estimated in 2011 at 75%;¹⁶ (iv) the low level of confidence in the National Police, with some 52% of the population expressing little or no confidence in that institution. As a result, the percentage of complaints filed in the country is very low: only 8% of victims of crime file a complaint with the National Police;¹⁷ and (v) the disjointed nature of violence prevention interventions, coupled with a lack of institutional coordination, trained staff, and strategic orientation.¹⁸

- 1.10 Aware of PROSI's promising results,¹⁹ the European Union, in earlier discussions with Panamanian and IDB authorities, considered it important to ensure the continuity of the actions initiated by PROSI and to take advantage of economies of scale. The following priority challenges still need to be addressed: (i) disjointed institutional action, which hinders effective implementation of the CSCS developed by the PROSI (PROSI Component 1(a)). A structure still needs to be developed at the central level with technical and decision-making capabilities to coordinate and monitor the prevention programs at the national and local levels (APROSI Subcomponents 1.1 and 1.2, paragraph 2.3 and 2.4); (ii) insufficient statistical information for decision-making related to the citizen security policy. Although PROSI implemented the integrated crime statistics system (ICSS) (PROSI Component 1(b)), it still needs to be linked to other institutional sources to generate more knowledge and strengthen the analysis of violence and crime (APROSI Subcomponent 1.3, paragraph 2.5); (iii) assistance for at-risk young people in the beneficiary municipios. PROSI served, in the four beneficiary municipios and at the community level, 52.6% of the young people who neither study nor work (PROSI Component 1 (g) and Component 2 (a)). It continues to be a priority to expand the coverage of youth programs in order to contribute to a positive use of their free time and to prevent their involvement in criminal activities.²⁰ (APROSI Subcomponent 2.1, paragraph 2.8); (iv) the rate of school-related violence. PROSI served 34% of the most problematic schools in the beneficiary municipios (PROSI Component 1 (f) and Component 2 (a)), but it is urgent to expand coverage in order to reduce the rate of violence and improve the

¹⁶ IEI data. Several earlier studies have shown the importance of youth programs in reducing repeat offenses. Cullen and Gendreau (2000) indicate that the impact of programs to discourage crime or repeat offenses depend on the age of those receiving treatment. Evidence exists of their effectiveness with delinquent youth. Redondo, S.; Sanchez-Meca, J.; and Garrido, V. (1999).

¹⁷ In Latin America the complaint rate is 16%. Latinobarómetro, 2011. A key in the fight against crime is the information provided by victims and witnesses to the police in order to identify suspects. (Morgan and Newburn, 1997).

¹⁸ Institutional strengthening to improve the management of security and justice is key to development. Ineffective management, attributed to institutional shortcomings, increases insecurity and has an adverse effect on competitiveness. (Organization for Economic Cooperation and Development, 2008).

¹⁹ To evaluate the impact of specific program interventions, a methodology was designed for evaluating PROSI's impact, which will be performed in the first half of 2014. See report [Diseño de Evaluación de Impacto](#) [Impact Evaluation Design] Martín Rossi, September 2013.

²⁰ This new proposed intervention is expected to serve up to 62% of youth in the beneficiary municipios who neither study nor work.

- behavior of young people to help them stay in school (APROSI Subcomponent 2.1 (i) paragraph 2.8);²¹ (v) assistance for women at risk. PROSI implemented a pilot project that integrated both medical and psychosocial services for women victims of sexual assault. (PROSI Component 2 (a)). It is still necessary to bring medical and psychosocial services, as well as legal assistance, together in a single place to serve women victims (APROSI Subcomponent 2.3, paragraph 2.10);²² (vi) the level of repeated internment of young people in the prison system. PROSI established the most modern infrastructure in the region, based on a model of comprehensive social rehabilitation, which currently serves 28% of youths who have been convicted of crimes (PROSI Component 2 (c)). This model could be expanded to cover more beneficiaries (APROSI Subcomponent 2.4, paragraph 2.11);²³ (vii) insufficient availability of municipal programs to prevent different types of violence. Although PROSI established local citizen security committees in the targeted municipios (PROSI Component 1 (g)), it is still necessary to strengthen the municipal citizen security management units, including their capacity to plan, monitor, and evaluate programs, to coordinate them with the national level, and to boost their skills as interlocutors with the community (APROSI Subcomponent 1.4, paragraph 2.6); and (viii) the community's lack of confidence in the police. PROSI created a community policing unit in Curundú (PROSI Component 1 (d) and Component 2 (a));²⁴ the model will be evaluated with a view to replicating this type of experience, boosting confidence, and increasing community involvement in the processes to prevent, monitor, and resolve crime (APROSI Subcomponent 2.2, paragraph 2.9).
- 1.11 PROSI has implemented different social violence prevention models, with positive preliminary results that have been analyzed and systematized. A valuable opportunity now exists to perform an experimental evaluation using very strict methodologies (e.g., differences in differences), which will make it possible to verify the effectiveness of the models (APROSI Subcomponent 1.2, paragraph 2.4).
- 1.12 The European Union announced its interest and desire to support a continuation and strengthening of PROSI's activities. This was corroborated with the European

²¹ APROSI is expected to cover 44% of the schools with the most serious violence and crime rates. Prevention of school-related violence creates better conditions for sustaining the educational process and supports better learning for youth. In Panama, the School-wide Positive Behavior Support (SWPBS) method, which is based on teacher-student-parent interaction, is used.

²² PROSI served an average of 140 women per year, and APROSI is expected to expand this coverage in the beneficiary municipios, reducing the volume of complaints that enter the national system and improving prevention of this type of incident; similar experiences have produced promising results in El Salvador, Colombia, Mexico, and Peru.

²³ The CCP, implemented by PROSI, serves 192 minors. This intervention will expand coverage to the four other detention centers (494 additional youth ordered detained by the judicial system).

²⁴ PROSI provided training on community-based police prevention to 800 police officers. Some of them made up the Community Prevention Project of the Curundú Comprehensive Intervention Project. APROSI is expected to provide training to 4,000 police officers.

Union's approval of the program "Security Cooperation in Panama" (SECOPA), in the amount of €28 million.²⁵ It was proposed that €21.7 million be administered by the IDB; €5.9 million by the United Nations Office on Drugs and Crime (UNODC), and €400,000 by the European Union itself for expenditures on program visibility and administration. The resources to be administered by the IDB are the source for this program "Expansion of the Comprehensive Security Program, APROSI" (PN-X1011).

- 1.13 Bearing in mind the aforementioned challenges, APROSI will support the programs implemented by PROSI and prioritized by the CSCS. These programs have strong institutional support and were better received by the community. They will continue to be implemented in coordination with MINGOB, MEDUCA, National Police, the municipal governments of Panama, San Miguelito, David, and Colón, all under the leadership of MINSEG.²⁶
- 1.14 This document is being submitted to request the authorization of the Board of Executive Directors to administer these resources, using them to supplement the financing of PROSI Panama, to support and provide continuity, and consolidate its interventions by supplementing the resolution that approved the original loan. The nonreimbursable contribution from the European Union will be documented and managed in an account separate from the PROSI account, owing to the different funding sources and that program's original execution period, which is scheduled to end in September 2014.

II. CONTENTS AND SCOPE OF THE EXPANSION OF THE COMPREHENSIVE SECURITY PROGRAM (APROSI)

A. Program description

- 2.1 The objective of APROSI is to continue contributing to the improvement of citizen security in the municipios with highest rates of violence: Colón, David, Panama, and San Miguelito, by: (i) enhancing the management capacity of participating national and local institutions to plan and effectively perform their functions in the area of citizen security; and (ii) reducing the rate of participation of young people between the ages of 12 and 29 in violence or crime in beneficiary municipios. Although the activities to be cofinanced by the European Union follow the format of the CSCS strategic lines of action, they are all grouped into two PROSI components, as follows:
- 2.2 **Component I. Institutional strengthening (€6,874,198).** The objective is to enhance the capacity of national and local institutions involved in the program,

²⁵ The scope of the EU's program in Panama is broader than that of APROSI; it covers other regions of the country and other activities, some of which will be implemented by UNODC.

²⁶ See footnote 3.

and to plan and effectively perform their functions in the area of citizen security, as follows:

- 2.3 **Subcomponent 1.1 Strengthening of MINSEG:** This subcomponent seeks to increase the capacity of national and local institutions, and to fulfill CSCS objectives effectively and efficiently. Financing will be provided for the following: (i) the institutionalization, organization, and implementation of a high-level administrative structure within MINSEG that will coordinate implementation of the CSCS, including: organizational development, adaptation of the physical infrastructure, equipment, training of the technical personnel and staff of the 27 institutions involved in implementing the CSCS, creation of an effective and efficient arrangement for coordinating international cooperation in the security sector, preparation of specialized studies to support policy-making and interventions for coexistence and citizen security, including a specific study to analyze public spending on citizen security; and (ii) the design and implementation of a communications plan for raising awareness regarding the CSCS.²⁷
- 2.4 **Subcomponent 1.2 Strengthening the monitoring and evaluation system:** The purpose of this subcomponent is to continue implementation in MINSEG of a single, integrated system for monitoring operations, and for evaluating outcomes and impacts in order to verify the effectiveness of cross-cutting actions in citizen security, including the CSCS.²⁸ Financing will be provided for the following: (i) implementation of a single, integrated system for monitoring operations and evaluating outcomes of the execution of the CSCS; (ii) design of processes and preparation of operating manuals; (iii) development of the information system to be deployed in the different institutions associated with the CSCS (website, intranet, and internet); and (iv) procurement of equipment, and monitoring training for the technical staff of the units making up the system.
- 2.5 **Subcomponent 1.3 Creation of the Institute of Statistics and Strategic Research on Citizen Security and Coexistence (IEIESC), expansion of the ICSS, and strengthening of the Violence Observatory:** The purpose of this subcomponent is to improve public policy-making in the area of citizen security in order to base it on objective data and qualitative analysis,²⁹ and to strengthen

²⁷ To raise awareness of the problem of violence and the importance of prevention by creating sociocultural patterns and practices that contribute to coexistence.

²⁸ Objectives, and indicators of processes, outcomes, and impact must be defined to ensure the efficient use of public resources, and to adapt programs so they produce the expected outcomes. CSCS, page 12. The CSCS Monitoring Unit has begun the results-based management process, based on documents that set institution-specific commitments to targets.

²⁹ Stronger crime analysis capabilities, resulting from greater use of qualified and technically equipped sources, contributes to crime prevention and control. Weisburd, D., Morris, N.A., Groff, E.R. (2009) "Hot spots of juvenile crime: a longitudinal study of arrest incidents at street segments in Seattle, Washington." *Journal of Quantitative Criminology*, Vol. 25, pp. 443-467; Sherman, L.W., Gartin, P. R., Buerger, M. E. (1989) "Hot spots of predatory crime..." *Criminology* vol. 27, number 1.

MINSEG's leadership role in the area of crime statistics, and violence and crime analysis. The following will be financed: (i) creation of the IEIESC, including its design and institutional development, operational management, adaptation and equipping of the ICSS' current facilities,³⁰ development of interfaces and procurement of a georeferencing system, and training for technical staff of participating institutions and key users of the system; (ii) expansion of the ICSS by adding at least four institutions in the automatic statistical data collection and qualitative analysis system; and (iii) strengthening of the Violence Observatory, including expanding its current physical infrastructure and investing in equipment, providing training for the users of the observatory's information, and conducting a survey on victimization. In implementing this subcomponent's activities, ties will be developed with UNODC for purposes of cooperation and coordination in creating, as part of efforts to strengthen the ICSS, the Center of Excellence on Crime and Drug Trends Analysis,³¹ and will permanently incorporate the different institutions³² into the data network so as to strengthen public policy decision-making on citizen security.

- 2.6 **Subcomponent 1.4 Strengthening of the capabilities of the municipal governments of Panama, David, San Miguelito, and Colón in the area of citizen security management:** This component will continue to promote the development of subnational capabilities in citizen security management, and enhance capacities to implement subnational, demographically targeted programs, as well as strengthen community involvement in citizen security in the participating municipios. The following will be financed: (i) strengthening of the municipal (district-wide) committees responsible for the design, execution, and evaluation of citizen security policies and plans;³³ and (ii) strengthening of local (neighborhood) committees for community development and citizen security.³⁴

³⁰ The Institute will be housed in the current headquarters of the ICSS, which will be refurbished.

³¹ The Center will work as a think tank, and will prepare, at the request of national counterparts, operational and strategic analyses on changes in crime patterns and security trends in Panama. It will work with the academic sector, civil society, and the private sector.

³² Especially, the National Police, the Office of the Attorney General, the judicial branch, and the prison system.

³³ Support will be provided for training authorities in basic citizen security, data reading, and preventive methodologies, preparation of coexistence and citizen security plans; methods for preparing plans, monitoring, and evaluation; knowledge for management; and inclusion of citizen participation.

³⁴ The following project has been proposed as a reference model: "Proyecto de intervención para la promoción y creación de espacios comunitarios seguros de Curundú" [Intervention project for the promotion and creation of safe communities in Curundú], which is based on the Pan American Health Organization's community participation methodology "Faces, Voices and Places (FVP)." According to a EUROSOCIAL evaluation, this project is developing into a good practice, and offers indications to move forward with its systematization and design protocols for its transfer ..." Josep Lahosa and Guido Nobili, EUROSOCIAL, 2013.

- 2.7 **Component II. Citizen security programs (€12,125,802).** The purpose of this component is to continue to strengthen prevention programs targeting at-risk young people and women, through the following subcomponents:
- 2.8 **Subcomponent 2.1 Comprehensive primary prevention for young people in high-risk settings:** The following will be financed: (i) extracurricular assistance for vulnerable young people in junior high school (12 to 15 years) and high school (16 to 18 years), by extending the program *Juntos por una Comunidad sin Violencia* [Working Together for a Violence-free Community],³⁵ which includes the design and preparation of an experimental evaluation to measure the program's effectiveness; development of intervention protocols, and creation of a register of program beneficiaries; and (ii) assistance for vulnerable young people in high-risk areas. In order to support this population through the program *Uso Positivo del Tiempo Libre* [Positive Use of Free Time] in beneficiary municipios, and supplementing the assistance for young people in school, support will continue to be provided for sports, recreational, and cultural activities. To this end it will be necessary to conduct experimental evaluations of the experiences, using rigorous methodologies, to ensure their effectiveness; prepare intervention protocols; and create a register of program beneficiaries.
- 2.9 **Subcomponent 2.2 Strengthening of community policing:** The purpose of this subcomponent is to modernize the national police in the area of prevention, to make police management of prevention more effective, and to enhance police capacity to serve the community. Expansion and strengthening of the community policing model will include: (i) systematization and evaluation of the model³⁶ followed to date in Panama, and adjustment of the model, based on the recommendations of the evaluation; (ii) increased training on the philosophy of preventive police management; and (iii) procurement of modular infrastructure and equipment for installation in the community of Samaria.³⁷
- 2.10 **Subcomponent 2.3 Comprehensive assistance for at-risk women:**³⁸ This subcomponent will finance the strengthening of comprehensive services for women victims of violence, and will include: (i) reviewing intervention and

³⁵ This program is coordinated by MEDUCA and aims to prevent school violence by strengthening attitudes and values for personal growth and peaceful coexistence in schools and communities as a whole. The following provide empirical evidence on the matter: (i) Chile, extending time in school, quasi-experimental evaluation Kruger and Berhelon 2010; (ii) USA, youth training programs, experimental evaluation by Schochet, Burghardt, and McConnell, 2008.

³⁶ Community-oriented police training shows promising evidence of reducing crime, in: Thomas, G.R. (1998) "Coordinated agency network (CAN) a juvenile supervision project," San Diego Police Department. Herman Goldstein Award Submission; Mazeolle, L. et al. (1999) "Problem-Oriented Policing in Public Housing: Final Report of the Jersey City Project." National Institute of Justice.

³⁷ The site for this intervention is indicative. It may be implemented in Samaria because 42% of the crimes of San Miguelito District occur in this neighborhood, and its current homicide rate is the highest in the country (133.8 per 100,000 inhabitants).

³⁸ This is the responsibility of the National Women's Institute (INAMU), which was created by Law 71 of 2008.

treatment protocols; (ii) empowering existing networks that assist women victims of violence; and (iii) establishing a Comprehensive Service Center for Women.³⁹

- 2.11 **Subcomponent 2.4 Tertiary prevention.** The aim of this subcomponent is to improve assistance for young criminal offenders interned in detention centers (*centros de cumplimiento*) in Panama. The following will be financed: (i) a prison census to clearly measure prison problems in Panama, including a characterization of incarcerated people (both adult and youth offenders); (ii) the review and adjustment of the intervention model for young offenders, based on the Pacora Youth Rehabilitation Center;⁴⁰ (iii) introduction of the model in other detention centers in Panama;⁴¹ (iv) creation of a training unit for guards, based on the rehabilitation model for young offenders served by the Interdisciplinary Studies Institute (IEI); (v) development and implementation of a training plan for IEI personnel; and (vi) remodeling of three detention centers⁴² and construction of a youth custody center in Pacora.

B. Program scope and financing

- 2.12 The nonreimbursable contribution⁴³ from the EU will support and supplement PROSI's activities for up to an additional €21.7 million, providing for its continuity through the expansion of PROSI, which will be called APROSI.
- 2.13 The program contributes to the objectives of the Ninth General Capital Increase of the IDB (CGI-9) (document AB-2764) because it is aligned with the following lending program priorities: (i) small and vulnerable countries; and (ii) poverty reduction and equity enhancement. In addition, the program contributes to the "institutions for growth and social welfare" sector priority through its comprehensive interventions in the area of citizen security in highly affected municipios and cities, as well as the regional target to reduce homicides per 100,000 inhabitants, as stipulated in the results matrix (Annex II). The program is governed by the operational guidelines for program design and execution in the area of security set out in document OP-226-1, and is aligned with activities for

³⁹ This multipurpose center will work with a single register and refer its clients to other services (sexual and reproductive health, job training, business counseling and loans), while managing difficult cases. An impact study using quasi-experimental methods, financed by the ESW of ICS under project RG-K1109 in 2011, found that the establishment of this type of center in Peru produced a statistically significant reduction in the incidence of violence (physical and sexual) against women.

⁴⁰ The CCP currently uses a model designed by the IEI that includes psychological, physical, educational, social, occupational, and family rehabilitation. It is developing a working methodology and protocols, and currently houses 192 youth in conflict with criminal law.

⁴¹ Panama has six centers for young offenders: one detention center, one custody center, and four detention and custody centers. The center with the worst conditions is the Arco Iris Custody Center, built in 1989 for 70 adolescents, which today holds 207 young people (195% overcrowding).

⁴² Consideration is being given to transferring all the resources allocated for rehabilitating the three centers to the construction of a youth custody center in Pacora.

⁴³ The nonreimbursable resources provided by the EU through APROSI will not replace the counterpart funds in PROSI's original budget.

institutional strengthening, social prevention of violence, and social rehabilitation. Moreover, since PROSI was approved in 2006 and APROSI will be an expansion of this program, the alignment with the IDB Country Strategy with Panama remains as stipulated for PROSI (document GN-2385-1).

- 2.14 This program is also consistent with the Central American Security Strategy (ESCA) since its actions reflect its four components: (i) institutional strengthening; (ii) prevention; (iii) crime fighting;⁴⁴ and (iv) rehabilitation, reentry into society, and prison security.
- 2.15 The program is also aligned with the proposals for action of the CSCS's areas of strategic focus: (i) institutional strengthening; (ii) information; (iii) prevention; (iv) punishment and crime control; (v) rehabilitation and reentry into society. The program upholds the CSCS's guiding principles on human rights, comprehensive approach, coordination, subnational and demographic targeting, and monitoring and evaluation.⁴⁵
- 2.16 This program supplements the Program to improve the administration of justice – Stage II (operation PN0157; loan 1875/OC-PN). Both address problems of insecurity in the country. They also both assist the municipios of Panama, David, and San Miguelito by implementing out-of-court mediation centers that provide progressive steps in judicial proceedings, which will strengthen interventions in the same areas as this program, and supplementing services offered in the other links of the citizen security chain.
- 2.17 The APROSI activities administered by the IDB will be supplemented and harmoniously coordinated with the SECOPA activities implemented by UNODC, since UNODC's activities include rehabilitating incarcerated adults, strengthening the Office of the Attorney General to improve criminal investigations and prosecution, and supporting studies on crime and drugs, which will help strengthen ICSS' analyses. In addition, APROSI will establish permanent ties with the international cooperation agencies operating in Panama, including the United Nations Children's Fund, the United Nations Development Programme, the United Nations Population Fund, and the Embassy of the United States of America.

C. Environmental and social safeguard risks

- 2.18 This operation includes works to adapt or rehabilitate small physical structures, and dispersed spatial distribution. These works generate moderate, local, temporary environmental and social impacts, typical of small- and medium-scale construction projects, and will therefore be easily managed using standard procedures. Pursuant to the Bank's Environment and Safeguards Compliance Policy (Operational Policy OP-703), this program was classified as a category

⁴⁴ The generation of crime information and statistics will contribute to crime prevention, punishment, and control.

⁴⁵ CSCS, pages 11 and 12.

“B” operation. The [Environmental and Social Management Report](#) summarizes the main environmental and social impacts and potential risks associated with the works, as well as the mitigation measures.

D. Operation development risks

- 2.19 **Execution.** In the case of PROSI, project execution will take longer than originally anticipated,⁴⁶ due to factors including: (i) the learning curve of the program’s executing unit to adapt to managing Bank processes and policies; (ii) the change of government in 2009, which resulted to a change in the leadership of the PEU; (iii) restrictions in the country’s budget allocations for the PROSI counterpart; (iv) initial provisions of the Panamanian government regarding the design of infrastructure works, according to which local governments were responsible for the designs, which created difficulties and delays; this provision has been modified; and (v) the availability of land for the infrastructure works.
- 2.20 The following lessons were learned during the execution of PROSI: (i) the need to have strategic leadership to ensure the program’s alignment with national policies; (ii) the need for coordination with subnational stakeholders; (iii) the need for strategic planning of activities in order to keep on schedule; (iv) the need to have effective impact evaluations designed at the outset; (v) the need for highly qualified personnel and the assurance of their continuity; (vi) the need for advisory services for designing the assistance models;⁴⁷ and (vii) the importance of systematic IDB support for execution.
- 2.21 The design of APROSI will include certain actions that will help mitigate the risk of delays in this operation, including: (i) continuity of the technical team that implemented PROSI, in order to take advantage of the human capital developed; (ii) specific IDB support for systematic and detailed planning and monitoring; (iii) a procurement process classified by subject matter to reduce the number of administrative processes; (iv) certification of the availability of land for the works; (v) a technical team to provide administrative support to the PEU; and (vi) simplification of the execution arrangement, making use of the Prevention Cabinet. In addition, because it is an operation financed entirely with nonreimbursable resources, the Government of Panama will not be required to make budget allocations.

⁴⁶ PROSI (loan 1762/OC-PN) is expected to be completed in September 2014.

⁴⁷ To strengthen the assistance model for young people in conflict with the law, a technical cooperation relationship has been established with the Prison Studies area of the Center for Studies on Citizen Security at the University of Chile’s Institute of Public Affairs, whose proposals will be audited by the United Nations Latin American Institute for the Prevention of Crime and the Treatment of Offenders. For the community policing training, the Panamanian government is working with the Rio de Janeiro policy and with the International Cooperation Office of the Colombian National Police.

- 2.22 **Sustainability.** In order to ensure the continuity of the interventions to be undertaken by APROSI, the Government of Panama has created new institutions for the sector (MINSEG and Prevention Cabinet); the CSCS has been elevated to State Policy; the budget for the security sector was increased by 62% between 2010 and 2014;⁴⁸ and new comprehensive violence-prevention models are being tested. The PEU staff was formally absorbed and linked to MINSEG's official payroll, as were the program's administrative and maintenance expenses.

III. BUDGET

- 3.1 The total cost of this program is €21.7 million, all of which will be financed by the European Union (EU), through the European Commission (EC), and will be provided to the Bank in the form of a nonreimbursable contribution for a project specific grant (PSG). These funds will be kept separate from the original financing and execution of PROSI. The Bank will administer this operation in accordance with the "Report on COFABS, Ad-hocs, and CLFGS and Proposal to Unify Them as Project Specific Grants (PSGs)," contained in document SC-114. In the case of contributions with EC resources, the terms and conditions of the Framework Agreement dated 19 July 2011 signed by the EC and the Bank also apply, pursuant to the approval granted in Resolution DE-013/11 (document GN-2605) by the Board of Executive Directors.
- 3.2 In addition, pursuant to the aforementioned procedures and the Framework Agreement, the donor's specific commitment to contribute the resources to finance the program will be detailed in a separate management agreement that will be signed by the IDB and the donor, and will include the terms set out in the Framework Agreement. In this case, in line with the applicable procedures, the amount to be collected will be equivalent to €1.1 million, which has been duly identified as overhead in the budget in Table III-1 below. In addition, €400,000 have been included in the budget, under the category Administration and Supervision, for the IDB to support program management and supervision.⁴⁹
- 3.3 The IDB will keep the resources received from the EU in euros and transfer same to the beneficiary in dollars by means of periodic advances, pursuant to the Financial Management Policy for IDB-financed Projects (document OP-273-2). In reporting on the use of resources, the beneficiary will convert payments made in dollars to euros, applying the exchange rate used by the Bank when it transferred the funds. If the exchange rates produces a negative variation and causes a reduction in the dollar amount of the contribution, this difference may not be covered with contingency funds.⁵⁰ The program's activities will be

⁴⁸ Source: Budget Department of the Nation, Ministry of Economy and Finance.

⁴⁹ According to Article 14.2 of the specific conditions of the agreement between the EU and the IDB, and paragraph 2.23 of document GN-2470-2, the travel expenses of Bank staff are a cost that can be subsidized and may therefore be charged to the EU contribution.

⁵⁰ Article 14.3 of the specific conditions of the agreement between the EU and the IDB.

maintained and the beneficiary country should therefore agree to cover any difference needed to complete all the planned activities. If a positive variation occurs, the resources will be used to finance more activities consistent with the program's objectives.

- 3.4 Below is the budget table with the components that will be strengthened by the EU's contribution, the details of which can be found in the [Itemized Budget](#). In addition, an [annual work program, program execution plan](#), and [procurement plan](#) have been prepared for the entire program.

Table III-1. Cost of the Program

Component/category	PROSI Program			APROSI Program			
	IDB financing (US\$)	Panamanian government (US\$)	Total (US\$)	Supplies (Euros)	Works (Euros)	Services (Euros)	EU grant (Euros)
Component I	6,582,000	2,400,000	8,982,000	1,805,384	548,192	4,520,622	6,874,198
Component II	15,900,000	-	15,900,000	2,344,616	5,401,808	4,379,378	12,125,802
Subtotal	22,482,000	2,400,000	24,882,000	4,150,000	5,950,000	8,900,000	19,000,000⁵¹
Contingencies	118,000	-	118,000				100,000
External audits	100,000	-	100,000				100,000
Administration and supervision							1,400,000 ⁵²
Overhead (PSG mgmt. fee)							1,100,000
Total program	22,700,000⁵³	2,400,000⁵⁴	25,100,000				21,700,000

- 3.5 **Approval.** The resources provided for this program by the EU, through the EC, are subject to the signing of the contribution agreement between the IDB and the EC, pursuant to the general terms and conditions established in the Framework Agreement.

IV. KEY RESULTS INDICATORS

- 4.1 The only variation in the program's scope is related to the delivery of more outputs and a greater number of beneficiaries served as a result of the new resources provided by the EU. The main outcomes expected from APROSI, as

⁵¹ The €19 million in the services category include €400,000 that will be used for impact evaluation. See the [Itemized Budget](#) and the Results Matrix: Subcomponent: Strengthening of MINSEG; output: In-depth studies using quantitative and qualitative methods for implementing the CSCS.

⁵² €400,000 of this item will be executed directly by the IDB, for IDB supervision of execution. The remaining €1 million will be executed by the Government of Panama, with IDB supervision.

⁵³ IDB loan resources, for PROSI (PN-L1003; 1762/OC-PN).

⁵⁴ The local contribution was agreed with the Bank when the original loan contract was approved, and will be committed until the close of loan operation 1762/OC-PN, expected in September 2014. The local counterpart should only be increased in accordance with paragraph 3.3 of this document, but it may also be increased at any time if the beneficiary deems it necessary.

indicated in the Results Matrix (Annex II), are: (i) greater confidence in the police among the population of beneficiary municipios; (ii) more effective preventive programs in the municipios of Colón, David, San Miguelito, and Panama; (iii) more effective results of the program “Working Together for a Violence-free Community”; (iv) more effective results of the program to support vulnerable young people in high-risk areas; and (v) more effective results of the young offenders assistance model.

V. EXECUTION ARRANGEMENT FOR APROSI

- 5.1 The beneficiary will be the Republic of Panama and the executing agency will be MINSEG, through its Comprehensive Security Office (OSEGI), which is responsible for implementing the CSCS. The EU contribution will be documented through a nonreimbursable investment agreement signed by the Bank, as administrator of the funds, and the Republic of Panama, as the beneficiary. According to the EU’s D+3 standard, these resources should be committed (signed contract) for a maximum of three years as of the date the contribution agreement is signed by the EU and the IDB, with an execution period of up to 59 months. It is understood that uncommitted resources will be subject to release and cancelation by the EU.
- 5.2 **The program disbursement plan (PDP)** shows the estimated disbursements for the 59 months of the program disbursement period (see [PDP](#)).
- 5.3 For execution of APROSI, a coordinating committee will be set up with a representative of MINSEG, a representative of the EU, and a representative of the IDB. The functions of this committee will be: (i) to provide strategic program guidance; (ii) to orient the program in accordance with the CSCS; (iii) to approve and monitor the annual work plan; and (iv) to oversee overall program execution, based on the midterm evaluation, the final evaluation, and the audit reports. This committee will meet at least twice a year (for planning and evaluation), and whenever circumstances so require, at the request of one of its members. If deemed necessary, the committee may invite representatives of other institutions or organizations involved in the project to participate in its meetings. In order to coordinate implementation of Subcomponent 1.3 with UNODC, its delegates will be invited to participate in this committee, as appropriate.
- 5.4 **Procurement.** Procurement financed in whole or in part with Bank resources will be undertaken in accordance with the Policies for the Procurement of Goods and Works Financed by the Bank (document GN-2349-9) and the Policies for the Selection and Contracting of Consultants Financed by the Bank (document GN-2350-9). Such procurement will also follow the terms of the Framework

Agreement signed by the IDB and the EC in 2001.⁵⁵ Pursuant to point 1.11-C of the policies on consulting services (document GN-2350-9), the University of Panama and the General José Domingo Espinar Police Training and Specialization Center will be contracted directly. The University of Panama offers the following advantages: (i) it offers suitable infrastructure and highly qualified human resources for wide-reaching training efforts; (ii) as a State university, its financing terms are competitive; and (iii) the operating capacity for a training course with high academic standards will remain in the country, and agreements can be offered for exchanging experiences with other academic institutions.

VI. RECOMMENDATIONS

- 6.1 Bearing in mind that the resources of the EU's contribution, through the EC, were not included in the original program approved by the Board of Executive Directors, and given that these resources will be administered by the Bank in the form of a PSG, it is recommended that the resolution approving the program (Resolution DE-79/06 adopted by the Board of Executive Directors on 13 September 2006) be supplemented with the text of the attached proposed resolution, which authorizes the President of the Bank, as described in this document, to: (i) take the relevant measures for the Bank to administer a nonreimbursable contribution provided by the EU for up to the amount of €21,700,000; and (ii) sign the necessary agreements with the Government of Panama to grant it nonreimbursable financing charged to the contribution for cofinancing the program.
- 6.2 Because it will supplement Resolution DE-79/06 that approved the original project, this recommendation is submitted for approval pursuant to the Regulations of the Bank's Board of Executive Directors (document DR-398-14 and document CS-3953).

⁵⁵ This is not an exception to Bank policies because they expressly state that they apply to the procurement of works, goods, and services financed in whole or in part with Bank resources; in this case, these are EU resources administered by the Bank, pursuant to the instructions of the donor countries.

Evaluability Note¹

This is a proposed amendment to the contract of PN-L1003 and includes a Results Matrix as an annex. The amendment incorporates an additional US\$21.7 million Euros (in the form of a donation from the European Union) to the original US\$25.1 million Bank Loan. As a consequence, this amendment increases significantly the funds available for the project. The Project Amendment is analyzed from the point of view of its diagnosis, objectives and components, since they are critical to inform the design of the Results Matrix.

With respect to the diagnosis, the proposal has identified and quantified the main issues that the amendment proposes to address and this analysis reveals that the issues are mostly consistent with the contents of the Results Matrix. While the development problems were identified and quantified, their determinants (and the evidence associated with them) were not identified. Furthermore, the analysis of the project's causal chain (the logical chain that links project activities, outputs and outcomes) cannot be conducted since the elements are not completely presented in the text. While the amendment has broadly discussed and justified the link between proposed products, expected outcomes and the necessity of additional resources, this has not been quantified. Ideally the document should have elaborated on the link between the expansion of on-going components or addition of new components and changes in outcome targets and/or the addition of new outcome targets.

Results Matrix: The Results Matrix includes impact, outcome and output indicators adequately defined and with well-defined metrics. The indicators are adequate to document the outcomes associated with the project objectives and can be linked to the diagnosis of the problems. However, given the simplified procedures, the analysis of whether the proposed targets are achievable cannot be carried out.

Among the problems to be addressed is the “dispersion of interventions to prevent violence”. While this problem is not explicitly referred to in the outcomes in the Results Matrix, it is indirectly but adequately taken into account and measured through the impact indicators proposed (which measure the expected reduction in the incidence of violent crimes). Lastly, it is noted that – given the simplified procedures - the problem analysis in the amendment does not identify and quantify the scope of the problems that justify the additional financing. Given a context of limited information and data, the project proposal includes an experimental evaluation on the sub-component “together for a community free of violence”. Since this sub-component is critical to the Results Matrix design and implementation, there is a budget for this specific activity included in the amendment's costs. However, past weaknesses in the implementation of M&E components suggest the necessity of providing the necessary technical assistance for the successful completion of these products.

¹ This note was prepared taking into account that the amendment was done under the Simplified Plan of Operations requirements, which implies that the amendment does not need a Development Effectiveness Matrix (DEM).

RESULTS MATRIX

Program objective: To continue to help improve coexistence and citizen security in the municipios with the highest rates of violence: Colón, David, Panama, and San Miguelito, by: (i) consolidating the management capacity of national and local institutions participating in the program, and (ii) reducing the participation rate of young people between the ages of 12 and 29 in violence or crime in the beneficiary municipios.

EXPECTED IMPACT

Indicator	Unit of measure	Baseline ¹		Target		Means of verification	Observations ²
		Value	Year	Value	Year		
Expected Impact: Improved citizen security in the municipios of Panama, Colón, David, and San Miguelito							
1. Young victims of homicides between the ages of 15 and 29, in the participating municipios ³	Rate per 100,000 inhab.	42.2	2011	37	2019	SOURCE: Program executing unit. Integrated crime statistics system (ICSS) MEANS: ICSS	Receipt of the report “Cumulative Homicides 2012,” from the ICSS
2. Adult victims of homicides (30 years and older) in the participating municipios	Rate per 100,000 inhab.	15.7	2011	14.7	2019	SOURCE: Program executing unit. Integrated crime statistics system (ICSS) MEANS: ICSS	Receipt of the report “Cumulative Homicides 2012,” from the ICSS

¹ All baselines will be recalculated and established during the first six months of the program.

² Preliminary estimates, based on national data. Will be updated with municipal data.

³ The United Nations defines youth as beginning at 15 years of age. “*About the Youth Program*” UNESCO.

EXPECTED OUTCOMES

Indicator	Unit of measure	Baseline		Target			Means of verification	Observations
		Value	Year	Value	Year	At program end		
Outcome 1: Improved confidence in the police								
1.1 Complaints filed with community police by victims of crime in beneficiary municipios ⁴	%	8 ⁵	2011	10	2016	12	SOURCE: Program executing unit (PEU) MEANS: Survey of population in beneficiary municipios	It is expected that at program end, there will be a 50% increase in people who file complaints, over the baseline. The baseline will be determined. The following question will be used in the national and local surveys: Have you been a victim of a crime in the last twelve months? - If the response is yes, they will be asked: Did you file a complaint with the police as a result of being assaulted, attacked, or a victim of a crime in the last twelve months? Response: % of respondents that respond "yes"
Outcome 2: More effective preventive programs in the municipios of Colón, David, San Miguelito, and Panama								
2.1 Victims of a crime in the last year in the beneficiary municipios ⁶	%	18	2011	16	2016	15	SOURCE: PEU MEANS: Victimization survey of population in the program's beneficiary municipios.	The Latinobarómetro's question will be asked: Have you or a relative been assaulted, attacked, or the victim of a crime in the last twelve months? This question will be used in the national and local surveys. Response: % of respondents that respond "yes"

⁴ This figure is preliminary, as it was calculated for the country as a whole. The baseline will be recalculated at the beginning of the program based on the victimization survey for beneficiary municipios.

⁵ Latinobarómetro 2011. This figure is preliminary, as it was calculated for the country as a whole. The baseline will be recalculated at the beginning of the program based on the victimization survey for beneficiary municipios.

⁶ This figure is preliminary, as it was calculated for the country as a whole.

Indicator ⁷	Unit of measure	Baseline		Target			Means of Verification	Observations ⁸
		Value	Year	Value	Year	At program end		
Outcome 3: More effective “Working Together for a Violence-free Community” program. (Findings of the impact evaluation calculated with double difference)								
3.1 Program impact on the involvement of young people in violence in beneficiary schools	% of young victims of violence occurring in school setting in the last year	TBD	2014	TBD	2016	(-50%)	SOURCE: PEU (based on Ministry of Education (MEDUCA) information for baseline and monitoring). MEANS: Random impact evaluation to be conducted for the program, based on the evaluation designed contained in the economic analysis report (consultant Martín Rossi)	A preliminary estimate for the baseline is that 78% of the students report having been involved in incidents of interpersonal assault. Source: Estudio de patrones de convivencia escolar en Panama [Study of patterns of school coexistence in Panama] PLAN, MEDUCA, Red Cross of Panama, UNICEF. The intention is to reduce young people’s participation in violence by 50%.
3.2 Program impact on dropout rate in beneficiary schools	% of young people who drop out	TBD	2014	TBD	2016	(-30%)	SOURCE: PEU (based on MEDUCA information for the baseline and monitoring). MEANS: Random impact evaluation to be conducted for the program, based on the evaluation designed contained in the economic analysis report (consultant Martín Rossi)	A preliminary estimate for the baseline is that the average junior high and high school dropout rate is 11.3. Source: <i>System of Indicators on Childhood, Adolescence, and for Women of Panama (SINAMP)</i> . The intention is to reduce the current dropout rate by 30%.
3.3 Program impact on cases of sexual assault in beneficiary schools	% of young people sexually assaulted	TBD	2014	TBD	2016	(-50%)	SOURCE: PEU (based on MEDUCA information for the baseline and monitoring). MEANS: Random impact evaluation to be conducted for the program, based on the evaluation designed contained in the economic analysis report (consultant Martín Rossi)	A preliminary estimate for the baseline is that 10.1 of students report having been sexually assaulted. Source: “ <i>Study of patterns of school coexistence in Panama.</i> ” PLAN, MEDUCA, Red Cross of Panama, UNICEF. The intention is to reduce the percentage of young people sexually assaulted by 50%.

⁷ Indicators that will be calculated with an impact evaluation at the schools benefitting from the double differences program.

⁸ Based on preliminary figures from the study on patterns of school coexistence in Panama, Plan, MEDUCA, Red Cross of Panama, and UNICEF, 2013. The baseline for beneficiary schools will be recalculated at the beginning of the program based on the school victimization survey in the beneficiary municipios.

Indicator ⁷	Unit of measure	Baseline		Target			Means of Verification	Observations ⁸
		Value	Year	Value	Year	At program end		
3.4 Program impact on young people who conclude the junior high school cycle in beneficiary schools	% of students who complete the last grade of junior high school education	TBD	2014	TBD	2016	(+ 10%)	<p>SOURCE: PEU (based on MEDUCA information for the baseline and monitoring). MEANS: Random impact evaluation to be conducted for the program, based on the evaluation designed contained in the economic analysis report (consultant Martín Rossi)</p>	<p>A preliminary estimate for the baseline is that the graduation rate of junior high school students in Panama is 57%. Definition: Number of students who complete the last grade of junior high school, regardless of age, expressed as a percentage of the population of theoretical age to graduate from this stage of general basic education. MEDUCA, Educational Statistics 2010, Department of Statistics of the National Educational Planning Department, Ministry of Education of the Republic of Panama. The calculations will be made using MEDUCA's formula, see p. 75: http://www.meduca.gob.pa/files/EstadisticasEducativas2010.pdf</p>

Indicator	Unit of measure	Baseline		Target			Means of Verification	Observations ⁹
Outcome 4: Effectiveness of the primary prevention model for young people in community								
4.1 Young people under 30 years of age who neither study nor work in beneficiary municipios	% of young people under 30 years of age who neither study nor work	32%	2011	29%	2016	10%	SOURCE: PEU, based on data from the victimization survey carried out in beneficiary municipios	Baseline obtained from Latinobarómetro, 2011.
Outcome 5: More effective model for rehabilitation of young offenders								
5.1 Young people rehabilitated at the Pacora Center who re-enter the prison system within one year after release	% of cases of young people who re-enter the system	75%	2011	60%	2016	50%	SOURCE: PEU (based on data from the Interdisciplinary Studies Institute). MEANS: Monitoring report on the Pacora Center	

⁹ Preliminary figures calculated at the national level are provided. The baseline for the municipios will be recalculated at the beginning of the program based on the victimization survey in the beneficiary municipios.

OUTPUTS

Output	Unit of measure	Total estimated cost per output (euros)	Base-line	Year 1	Year 2	Year 3	Year 4	Year 5	Target at program end	Source/Mean of verification
Component 1: Institutional strengthening										
Subcomponent 1.1 Strengthening of MINSEG										
High-level administrative structure in MINSEG to coordinate CSCS created and operating.	Administrative structure	1,531,717	0		1				1	Administrative rule establishing structure registered Budget allocation Minutes of coordination meetings
Results-based management contracts signed between OSEGI and the 27 ¹⁰ institutions associated with the CSCS developed, institutionalized, and in force.	Management contract	0 ¹¹	0		27				27	SOURCE: Specialized unit of the CSCS MEANS: Documents with institutional commitments for each institution. Institutionalized means the results-based management contracts have been signed by the responsible authority.
Agents of the 27 institutions associated with the CSCS trained in citizen security management	Agent	549,992	0		100	100	205		405	Pre- and post- training knowledge surveys. Training services contracts List of participants
In-depth studies using quantitative and qualitative methods for implementing CSCS carried out, to support public policy-making and program design; baselines established.	Study	600,000	0		1	1	1	1	4	Consultant report approved (the European Union has placed special emphasis on its request for a study on security costs in Panama)
Experimental evaluation performed of the program “Working Together for a Violence-free Community”	Evaluation	200,000	0	1				1	2	Report on the experimental evaluation conducted in accordance with the model proposed in the evaluation design report by Martín Rossi

¹⁰ The 27 institutions involved in the CSCS are: Ministry of Labor and Labor Development; Ministry of the Interior; Ministry of Health; Ministry of Economy and Finance; Ministry of Education; Ministry of the Presidency; Ministry of Security; National Police; judicial branch; National Border Service; National Air Force and Navy Service; Office of the Attorney General of the Nation; Micro, Small and Medium-sized Enterprise Authority; National Secretariat for Childhood, Adolescence, and the Family; National Institute of Women; Transit and Land Transport Authority; National Customs Authority; Pandeporte; Electoral Tribunal; Municipios of Colón, David, Arraijan, Panama, and San Miguelito; National Migration Service; National Institute of Culture; and Ministry of Social Development.

¹¹ This output will not entail costs for the program because it will be carried out on the basis of management agreements within each institution that will be undertaken by the PEU.

Output	Unit of measure	Total estimated cost per output (euros)	Base-line	Year 1	Year 2	Year 3	Year 4	Year 5	Target at program end	Source/Mean of verification
CSCS dissemination and communication plan implemented	Plan	550,000	0	0.25	0.75	1			2	Consultant report approved
Subcomponent 1.2 Strengthening the monitoring and evaluation system										
Institutions with system for monitoring CSCS execution developed and operating	Institution	1,050,000	0		2	5	9		16	Monitoring reports Minutes of meetings describing corrective and preventive measures agreed upon
Subcomponent 1.3 Creation of the Institute of Statistics and Strategic Research on Citizen Security and Coexistence, expansion of the integrated crime statistics system (ICSS), and strengthening of the Violence Observatory										
Integrated crime statistics system (ICSS) expanded and operating	Participating entities	685,846	1	3					4	Records of the integration agreements Reports on information received Consolidated information reports Publications with sources from the four participating institutions (National Police; Office of the Attorney General, Prison System Bureau; Interdisciplinary Studies Institute)
Institute of Statistics and Strategic Research on Citizen Security and Coexistence (IEIESC) developed and operating	Institute	496,092	0		1				1	Administrative ruling creating the IEIESC Administrative ruling approving process and output manuals Administrative ruling approving job profiles Document certifying receipt of equipment Works acceptance document
Physical infrastructure of the Violence Observatory improved to expand its capacity for information analysis	Expanded observatory	149,372	0	1					1	Designs Work acceptance document Document certifying receipt of equipment
Staff of ICSS and participating institutions trained in statistical data analysis	Trained staff	75,714	0		20	0	0	0	20	Pre- and post- training knowledge surveys Training services contracts List of participants
Surveys of victimization ¹² and perception of citizen security performed and disseminated	Survey	408,696	0	1				1	2	Publication of the survey Publications Consultant's report

¹² The victimization surveys include the baselines of the outcome indicators.

Output	Unit of measure	Total estimated cost per output (euros)	Base-line	Year 1	Year 2	Year 3	Year 4	Year 5	Target at program end	Source/Mean of verification
Subcomponent 1.4 Strengthening of the capabilities of the municipal governments of Panama, David, San Miguelito, and Colón in the area of citizen security management										
Community plans on citizen coexistence and security developed	Plan	576,769	0		4				4	Meeting minutes Community security plans Annual evaluations of municipal security management
Component 2: Citizen security programs										
Subcomponent 2.1 Primary prevention programs: work with young people at risk in the school system and in the community										
Schools with extracurricular programs for vulnerable young people to promote the use of free time	Number of schools	804,615	29		2	2	2	2	37	Consultant's reports approved Reports from the beneficiary system
Young people participating in prevention programs that promote positive use of free time	Number of participants	901,392	0		1,500	3,000	3,000	3,500	11,000	Document certifying receipt of the system Reports List of beneficiaries
Subcomponent 2.2 Primary prevention programs: Community policing										
Community police station to enhance crime prevention capacities in the communities, installed and operating	Police station	499,999	0		1				1	Document certifying receipt of infrastructure Document certifying receipt of equipment Monitoring and evaluation reports (baseline and outcomes) Records of services
National Police agents trained in techniques and skills for developing ties with the community	Agent	900,001	0		500	1,000	1,000	1,500	4,000	List of participants List of training examination results Participants' evaluations of training quality Pre- and post- training knowledge surveys
Subcomponent 2.3 Primary prevention programs: Comprehensive assistance for at-risk women										
Institutions belonging to the anti-domestic violence network have strengthened capacities to provide assistance	Institution	836,756	0		3	2			5	Consultant's report Minutes of interagency agreements on implementation of protocols List of participants in training on the protocols (add)

