

PANAMA

COLLABORATIVE BEHAVIOUR PROFILE (2020) ^{v2,i} Updated October 2021

Behaviour 1: Enhance government leadership of sector planning processes

STRENGTHS

There is a national plan approved in all WASH sub-sectors. The national WASH plan includes: WASH coverage targets. A formal government-led coordination mechanism includes: coordination of activities in different WASH sub-sectors, working on basis of agreed national plan, all relevant ministries/agencies, donors that contribute to WASH activities nationally, non-governmental stakeholders, documentation and accessible public information.

CHALLENGES

The national WASH plan requires more definition for: specific measures to reach vulnerable groups. There is poor participation in national coordination for: Drinking Water, Sanitation, Hygiene. Data are missing on the alignment of activities of all national institutions in this report.

Behaviour 2: Strengthen and use country systems

STRENGTHS

Public financial management includes: Supreme Audit institution independence. Public reporting enables: integration of personnel & payroll data, timeliness of changes to personnel/payroll data, internal controls of changes, payroll audits. Participatory development and good governance is a principal objective of some ODA.

CHALLENGES

Public financial management is weak for: complete annual financial reports, procurement methods, public access to information, financial management information, public sector management. A number of the largest donors do not report on: use of country procurement systems (5), use of country financial management systems (5), support to strengthening sector systems/capacity (5).

Behaviour 3: Use one information and mutual accountability platform built around a multi-stakeholder, government-led cycle of planning, monitoring, and learning

STRENGTHS

A recent national assessment is available for: Sanitation. National multi-stakeholder review mechanisms include: evidenced-based decision making.

CHALLENGES

There has not been a national assessment within three years for: Drinking Water, Hygiene. National multi-stakeholder review mechanisms are weak in: actions based on results. Routine monitoring and reporting does not strongly include: available routinely collected data, results accessible to all, data informed decision-making, disaggregation for assessing inequalities, an effective complaint mechanisms for WASH.

Behaviour 4: Build sustainable water and sanitation sector financing strategies that incorporate financial data from taxes, tariffs, and transfers as well as estimates for non-tariff household expenditure

STRENGTHS

Government information is available for: budgets. The government has reported on WASH assistance provided on treasury or on budget (2 out of 5 parameters). Other development partners have also reported (1 presented in this report).

CHALLENGES

Government information is incomplete for: expenditure reports, central government expenditure, state/provincial expenditure, local government expenditure. Other incomplete sources financial information includes: external support expenditure, international public transfers, voluntary transfers.

Behaviour 1:

Enhance government leadership of sector planning processes

GOVERNMENT

1.1	A regularly reviewed, government-led national planⁱⁱ for WASH is in place and implemented^{iii,*}
★★★★★	
✓	Urban Sanitation
✓	Rural Sanitation
✓	Urban Drinking-water
✓	Rural Drinking-water
✓	Hygiene Promotion
✓	WASH in Schools
✓	WASH in Health Care Facilities
●	WASH Coverage targets are present ^{iv}
●	Specific measures to reach vulnerable groups exist ^v

GOVERNMENT

1.2a	A formal government-led multi-stakeholder national coordination mechanism exists for sector planning and review[†]
★★★★★	
✓	Coordination of activities of different organizations/sectors with responsibilities for WASH
●	Works on basis of agreed national plan
✓	Documented and publicly accessible
Participation is inclusive[†]	
✓	All relevant ministries and government agencies
●	Donors that contribute to WASH activities nationally
●	Non-governmental stakeholders (NGOs, CSOs...)
Development partners ^{vi} participate in national coordination	
0%	Drinking water
0%	Sanitation
0%	Hygiene

DEVELOPMENT PARTNERS

1.2b	Support for government leadership of multi-stakeholder sector planning / WASH sector plan[‡]
Partners indicating their participation in national coordination	
Partners supporting national level (3 = highly, 1 = limited)	
No data	
Partners supporting decentralized level (3 = highly, 1 = limited)	
No data	

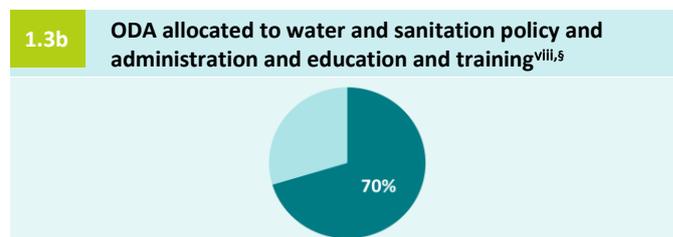
GOVERNMENT

1.3a.i	Activities captured in national WASH plans or aligned through mutual agreement
★★★★★	
Proportion of activities aligned[†]	
ND	IDAAN
ND	Min. de Presidencia
ND	Min. de Salud
ND	Autoridad de Aseo Urbano
ND	Agencia Panamá Pacífico

DEVELOPMENT PARTNERS

1.3a.ii	Activities captured in national WASH plans or aligned through mutual agreement^{†,‡}
★★★★★	
Proportion of activities aligned (5 largest donors^{vii})	
ND	Adaptation Fund
100%	Japan*
100%	Inter-American Development Bank*
ND	Canada
100%	Spain*
Other development partners	
ND	International Bank for Reconstruction and Development
100%	Development Bank of Latin America
100%	World Bank Group
ND	EU Institutions

DEVELOPMENT PARTNERS



Legend

ND	No data
✓	Yes
●	Partially
✗	No

* Alignment noted by government in GLAAS country survey 2018/2019

† Government reported data (GLAAS country survey 2018/2019)

‡ Development partner data (GLAAS ESA survey 2018/2019)

§ Development partner data (OECD CRS-DAC)

|| World Bank data from Country Policy and Institutional Assessment (CPIA)

¶ Data from Public Expenditure and Financial Accountability report (PEFA)

Behaviour 2: Strengthen and use country systems

GOVERNMENT

2.1a	Government defined public financial management and procurement systems adhere to good practices ^{ix, x, xi, l}
★★★★★	
✘	Complete annual financial reports
✘	Procurement methods
✘	Public access to procurement information
ND	Quality of budget and financial management information ^{xi}
ND	Quality of public sector management and quality of institutions ^{xii}
NA	Supreme Audit Institution independence

GOVERNMENT

2.1b	Public sector budget and expenditure reporting enables the number and cost of civil servants working at central, regional and local levels to be estimated for different sectors ^{xiii, xi}
★★★★★	
✓	Degree of integration and reconciliation between personnel records and payroll data
●	Timeliness of changes to personnel records and the payroll
●	Internal controls of changes to personnel records and the payroll
●	Existence of payroll audits to identify control weaknesses and/or ghost workers

DEVELOPMENT PARTNERS

2.2a	Development partners adhere to country planning processes and policies [‡]
★★★★★	
Percentage of ODA spending using country procurement system(s) (5 largest donors^{vii})[‡]	
ND	Adaptation Fund
ND	Japan
ND	Inter-American Development Bank
ND	Canada
ND	Spain
Other reporting development partners[‡]	
ND	International Bank for Reconstruction and Development
ND	Development Bank of Latin America
ND	World Bank Group
ND	EU Institutions
Percentage of ODA using country public financial management systems (5 largest donors^{vii})^{xiv, ‡}	
ND	Adaptation Fund
ND	Japan
ND	Inter-American Development Bank
ND	Canada
ND	Spain
Other reporting development partners[‡]	
ND	International Bank for Reconstruction and Development
ND	Development Bank of Latin America
ND	World Bank Group
ND	EU Institutions

DEVELOPMENT PARTNERS

2.2b	Amount of ODA allocated to strengthening country systems compared to WASH infrastructure projects
★★★★★	
Proportion WASH ODA with participatory development and good governance (PDGG) as an objective⁵	
0%	Principal objective
0%	Significant objective
2%	Not an objective
97%	Not specified
Proportion of water and sanitation ODA to support strengthening sector systems / capacity (5 largest donors^{vii})[‡]	
ND	Adaptation Fund
ND	Japan
ND	Inter-American Development Bank
ND	Canada
ND	Spain
Other reporting development partners[‡]	
ND	International Bank for Reconstruction and Development
ND	Development Bank of Latin America
ND	World Bank Group
ND	EU Institutions

Behaviour 3:

Use one information and mutual accountability platform built around a multi-stakeholder, government-led cycle of planning, monitoring, and learning

GOVERNMENT

3.1a	A formal government-led multi-stakeholder review mechanism exists
★★★★★	
A national assessment for drinking-water is available (year of latest assessment) [†]	
<ul style="list-style-type: none"> ✘ (206) Drinking water ✓ (2016) Sanitation ✘ (NA) Hygiene 	
✘	A review mechanism is in place to assess progress on a regular basis and results are acted upon [†]
●	The mechanism applies evidence-based decision-making, including consideration of agreed indicators (e.g. access, WASH related disease, WASH finance) [†]
Development partners that indicate being part of a mutual assessment exercise [‡]	

GOVERNMENT

3.1b	Routine monitoring systems provide reliable data to inform decision-making in WASH[†]
★★★★★	
●	Routinely collected data are available on sanitation and drinking-water
✘	Information and results are accessible to all stakeholders (i.e. data are reported in a usable format)
✘	Data collected are used to inform decision-making (i.e. results are incorporated into country monitoring systems or reviews and acted upon)
✘	Level of disaggregation allows for assessment of inequalities ^{xv}
✘	Members of the public have an effective mechanism to file complaints regarding WASH services

DEVELOPMENT PARTNERS

3.2a	Data collected through partner programs feed into country monitoring systems[†]
★★★★★	
Proportion of development partners reporting results of monitoring back to government institutions	
<ul style="list-style-type: none"> 20% Sanitation 20% Drinking water 33% Hygiene 	
Donors, NGOs and civil society reporting results into country monitoring systems[‡]	
✓	No data
●	No data
✘	No data
Data not available for other development partners.	

DEVELOPMENT PARTNERS

3.2b	ODA is allocated to strengthening or developing (in the absence of) monitoring and evaluation systems[‡]
Development partners prioritizing support to strengthening monitoring and evaluation systems (% ODA disbursed)^{xvi}	
✓	Inter-American Development Bank (ND)
●	No data
✘	No data
Data not available for other development partners.	
Development partners using the results from government monitoring systems	
✓	No data
●	No data
Data not available for other development partners.	

Behaviour 4: Build sustainable water and sanitation sector financing strategies that incorporate financial data from taxes, tariffs, and transfers and estimates of non-tariff household expenditure

GOVERNMENT AND DEVELOPMENT PARTNERS

4.1	Data are available on taxes, transfers, and tariffs and their contribution to the WASH sector[†]
★ ★ ★ ★ ★	
✓	WASH budgets are available from government ministries and institutions (7 of 8 institutions)
✗	WASH government expenditure reports are available
✗	WASH expenditure data are available: <ul style="list-style-type: none"> ✗ Central government ✗ State/provincial government ✗ Local government ✗ WASH external support
✗	External support expenditure are available
✗	International public transfers
✗	Voluntary transfers (NGO/foundations)
	Revenue estimates from tariffs are available from utilities or other service providers: <ul style="list-style-type: none"> ✗ Sanitation ✗ Drinking water
	Non-tariff HH expenditure (self-supply) are available: <ul style="list-style-type: none"> ✗ Sanitation ✗ Drinking water
	Spending published & shared with government (5 largest^{vii})[‡]
ND	Adaptation Fund
ND	Japan
ND	Inter-American Development Bank
ND	Canada
ND	Spain
	Other development partners[‡]
ND	International Bank for Reconstruction and Development
ND	Development Bank of Latin America
ND	World Bank Group
ND	EU Institutions

GOVERNMENT

4.2	Finance plan exists and how if operations and basic maintenance is to be covered (tariffs or household)[†]
★ ★ ★ ★ ★	
✗	Urban sanitation
✗	Rural sanitation
✗	Urban drinking water
✗	Rural drinking water

DEVELOPMENT PARTNERS

4.3a	Data are available on whether WASH assistance is a) on treasury or b) on budget
★ ★ ★ ★ ★	
	Donors going through national budget (disaggregated) [‡] No data
	Proportion of total water and sanitation-related ODA [‡]
	ND Included in the national budget
	0% Channelled through the treasury
	0% Off-budget
	0% General budget support
	Proportion of funding as sector budget support (5 largest^{vii})[‡]
ND	Adaptation Fund
ND	Japan
ND	Inter-American Development Bank
ND	Canada
ND	Spain
	Other development partners[‡]
0%	International Bank for Reconstruction and Development
ND	Development Bank of Latin America
ND	World Bank Group
ND	EU Institutions
	Development partners providing pooled funding [‡] No data
	Donors providing general budget support [‡] No data

GOVERNMENT AND DEVELOPMENT PARTNERS

4.3b	WASH financing is predictable
★ ★ ★ ★ ★	
	Domestic absorption during last three years[†]
	Between 50 and 75% Urban sanitation
	Between 50 and 75% Rural sanitation
	Less than 50% Urban drinking water
	Between 50 and 75% Rural drinking water
	External funds absorption during last three years[†]
	Between 50 and 75% Urban sanitation
NA	Rural sanitation
	Less than 50% Urban drinking water
NA	Rural drinking water
	Development partners committed to multi-year funding under a multi-year investment strategy[‡]
✓	Inter-American Development Bank (ND), Spain (ND)
●	World Bank Group
✗	No data
	Data not available for other development partners.

ABOUT THE PROFILES

The Sanitation and Water for All (SWA) global partnership identified four Collaborative Behaviours that, if jointly adopted by governments and development partners, would improve long-term performance and sustainability in the water, sanitation, and hygiene (WASH) sector.

BASED ON PUBLIC DATA

The country profiles provide an overview of how both the government and development partners are applying the Behaviours. Information regarding the government and development partners is presented to highlight areas of success and to encourage mutual accountability. The 2020 country profiles are the second round of profiles for the Collaborative Behaviours, and they may be further refined moving forward.

USING THE PROFILES

These profiles are intended as a resource for countries and development partners to review publicly available data. While the profiles are not completely exhaustive, by bringing together relevant available data they may provide an overall summary of how governments and development partners are working in the sector according to the public record and are a starting point for discussions on how to improve behaviours to strengthen long-term sector performance.

Because of limitations in the availability of relevant data, often due to incomplete reporting in the WASH sector, many of the profiles contain considerable data gaps. These gaps are presented to catalyse discussions, and trigger action to ensure these are addressed in future monitoring rounds

DATA SOURCES

The primary country data sources include the GLAAS 2018/2019 survey and the Public Expenditure and Financial Accountability report (PEFA) and Country Policy and Institutional Assessment (CPIA). The main data sources for development partners in the country profiles are the GLAAS 2018/2019 External Support Agency (ESA) survey and OECD CRS-DAC. Up to the five largest donors according to the OECD CRS-DAC (2017) are highlighted throughout this country profile. In addition, up to four development partners who have submitted responses to the GLAAS 2018/2019 ESA survey and/or OECD CRS-DAC or who have been highlighted by a government response in the GLAAS country survey are included to highlight other development partners that have published data on their activities.

ⁱ Revised Oct 2021 with latest OECD CRS1 2017 microdata. Corrected use of the PEFA data source to address indicator framework changes across different years. Corrected errors in equations and data sources in 1.1 (national WASH coverage targets), 1.3b (added newly available OECD CRS1 data), 2.1a (PEFA corrections), 2.b (PEFA corrections), 3.1b (results accessible, informed decision making and complaint mechanism), 4.1 (number of ministries and revenue est. from tariffs), 4.3b (reversed external and domestic absorption). Stars scores based on these indicators may have changed in some cases.

ⁱⁱ A plan sets out targets to achieve and provides details on implementation (based on policies where these exist). It indicates how the responsible entity will respond to organizational requirements, type of training and development that will be provided, and how the budget will be allocated, etc.

ⁱⁱⁱ Aggregate from the cumulative score of the sub-indicators. The level of achievement is based on the total score divided by the total possible. Eighty percent or more (>= 80%) is five stars; from sixty (60%) to less than eighty percent (<80%) four stars; from forty (40%) to less than sixty percent (<60%) three stars; from twenty (20%) to less than forty percent (<40%) two stars and less than twenty percent (<20%) one star.

^{iv} Coverage targets and those missing can be found in the GLAAS 2018/2019 country survey.

^v More specifics on the vulnerable groups can be found in the GLAAS 2018/2019 country survey.

^{vi} Development partners include civil society, nongovernmental organizations, donors, and others involved in aid development.

^{vii} The largest development partners according to OECD CRS-DAC

^{viii} The percentage and the total amount indicated are based on the expenditure in 2017; Source: OECD CRS-DAC, 2017. Updated October 2021.

[†] Government reported data (GLAAS country survey 2018/2019)

[‡] Development partner data (GLAAS ESA survey 2018/2019)

[§] Development partner data (OECD CRS-DAC)

¹ World Bank data from Country Policy and Institutional Assessment (CPIA)

[¶] Data from Public Expenditure and Financial Accountability report (PEFA)

^{ix} Dimensions 1-3 and 6 are PEFA (Public Expenditure and Financial Accountability) scores, based on an A to D scale (<https://www.pefa.org/resources/catalog>). Data from the most recent assessment available were used (2013).

^x Dimensions 4 and 5 are CPIA (Country Policy and Institutional Assessment) scores based on a 1.0 to 6.0 scale.

^{xi} Quality of budgetary and financial management assesses the extent to which there is a comprehensive and credible budget linked to policy priorities, effective financial management systems, and timely and accurate accounting and fiscal reporting, including timely and audited public accounts. (1=low to 6=high) Source:

<http://databank.worldbank.org/data/reports.aspx?source=country-policy-and-institutional-assessment>, 2018 data.

^{xii} The public sector management and institutions cluster includes property rights and rule-based governance, quality of budgetary and financial management, efficiency of revenue mobilization, quality of public administration, and transparency, accountability, and corruption in the public sector. (1=low to 6=high) Source:

<http://databank.worldbank.org/data/reports.aspx?source=country-policy-and-institutional-assessment>, 2018 data.

^{xiii} Dimensions 1-4 are PEFA (Public Expenditure and Financial Accountability) scores, based on an A to D scale (<https://www.pefa.org/resources/catalog>). Data from the most recent assessment available were used (2013).

^{xiv} Data for this indicator are not currently collected at the global level.

^{xv} Inequalities are assessed for "poor populations" for water, sanitation and hygiene promotion. Source: GLAAS 2018/2019 country survey.

^{xvi} Data for this indicator are not country specific. Source: GLAAS 2018/2019 ESA survey. Based on the question if monitoring and evaluation is a priority for the ESA WASH strategy and/or activities in the WASH sector.