

National report on the results of the child labour survey in Panama

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Foreword

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With the International Programme for Elimination of Child Labour, the International Labour Office (ILO) has converted a progressive process for the prevention and elimination of child labour into a universal cause.

Child labour is a globally widespread complex and many-faceted phenomenon. Furthermore, a lack of reliable information and quantitative analysis makes it even more difficult to find effective ways of confronting the problem. For many years, the lack of information on its causes, magnitude, nature and consequences has been a considerable obstacle to the implementation of effective actions to confront, halt and eliminate this phenomenon that affects millions of boys, girls and adolescents throughout the world.

Since 1988, the International Programme for Elimination of Child Labour has administered the Statistical Information and Monitoring Programme on Child Labour (SIMPOC), in order to assist the participating countries to generate cross-country comparable data on child labour. SIMPOC's global objective is to use Household Surveys to generate quantitative data on school activities, and on the children's economic and non-economic activities outside school, in addition to collecting qualitative data and establishing databases containing information on child labour. These data were the basis for different studies prepared in the participating countries.

The collection of reliable data and their analysis provides support for development of effective interventions against childhood labour. With the data gathered in the different countries and the studies drafted based on these data, we hope to facilitate development, implementation, and monitoring of policies and programmes to counter this phenomenon, as well as promoting social attitudes in favour of sustainable prevention and progressive eradication of child labour.

I am certain that the information presented in this study on child labour in Panama will contribute to improve understanding and increase sensitivity towards the situation of working boys, girls and adolescents and will allow better strategies to be drafted to combat this phenomenon.

For each one of the participating countries, the availability of a panorama of ever-greater clarity regarding this phenomenon will undoubtedly lead to a more effective process and a shortened path to achieving a world without child labour.

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Presentation

This report arose from the need to provide information on the current child labour situation in Panama; it presents a detailed description of the methodological framework utilized and the findings reached after data analysis, with special reference to the size, nature, working conditions and causes, as well as the consequences for health, education and physical development of the boys and girls involved.

This report is the result of an agreement signed between the International Labour Office (ILO), within the framework for action of the International Programme for Elimination of Child Labour (IPEC) and the Comptroller General of the Republic, the institution responsible for guiding and directing the National Statistical Office, with the collaboration of the Department of Labour and Manpower Development (Ministerio de Trabajo y Desarrollo Laboral).

IPEC is focused on working to prevent and progressively eliminate child labour, emphasising the most rapid elimination possible of the worst forms thereof, such as forced labour, debt servitude, commercial sexual exploitation, trafficking in children, the use of children in armed conflicts and employment, which by its nature or the conditions under which it is carried out, places the physical, mental or moral welfare of children at risk.

In order to meet this objective, IPEC provides technical and financial assistance to countries to draft national strategies involving different social players, promote sensitisation and heighten awareness of the causes and consequences of child labour, while providing direct assistance to the boys and girls that work through action programmes aimed at prevention, rehabilitation and removal from labour force activities.

The results presented here are the product of the Child Labour Survey, carried out in 2000, as well as a compilation of qualitative information on this topic. The information contained here contributes to a greater and better understanding of the topic, as well as elements for formulating policies and programmes focused on child labour.

Each one of the phases that preceded the edition of this document were developed with technical assistance from the ILO/IPEC Statistical Information and Monitoring Programme on Child Labour (SIMPOC) and with financing from the United States Department of Labor.

Table of contents

Executive summary	XIII
CHAPTER 1. Introduction	1
1.A Background and justification	1
1.B Survey objectives	2
1.C Organization of the report	2
CHAPTER 2. Methodology	3
2.A Scope and coverage	3
2.B Survey planning and organization	3
2.B.1 Principal topics investigated	3
2.B.2 Pre-test	3
2.B.2.1 Results	4
2.B.3 Personnel recruitment and selection for the Survey	4
2.B.4 Child Labour Survey fieldwork	5
2.C Sample design and implementation	6
2.C.1 Generalities	6
2.C.2 Universe or study population	6
2.C.3 Sampling frame	6
2.C.4 Sampling units	7
2.C.5 Study domains	7
2.C.6 Stratification	7
2.C.7 Sample size	7
2.C.8 Sample selection	8
2.D Data processing	9
2.D.1 Generalities	9
2.D.2 Data entry	9
2.D.3 Data processing	10
2.D.3.1 Coverage Control System	10
2.D.3.2 Recode System	10
2.D.3.3 Tabulation System	10
2.D.3.4 Expansion Factor System	10

2.D.3.5 Data Dictionary System	10
2.D.3.6 Software	10
2.E Final observations	10
CHAPTER 3. The country's socio-economic background	13
3.A Demographic context	13
3.B Economic context	16
3.B.1 Economic performance	16
3.B.2 Labour situation	16
3.B.3 Family income	17
3.C Legal and regulatory context	18
3.C.1 The Constitution of the Republic of Panama	19
3.C.2 The Labour Code	19
3.C.3 The Family Code	21
3.C.4 ILO Conventions	23
3.C.5 Convention on the Rights of the Child	23
3.D Social and economic policies: policies related to working children and their families	23
3.D.1 Educational policy	25
3.D.1.1 Compulsory and free	25
3.D.1.2 Available scholarships	25
3.D.1.3 Professional training opportunities for adolescents	25
3.D.2 Health policy and health programmes	25
3.D.2.1 Medical services available for children	26
3.D.2.2 Specific health programmes for children	26
3.D.3 Vocational training opportunities for adolescents	26
CHAPTER 4. Characteristics of the study population in the child labour survey	29
4.A Population composition	29
4.A.1 Composition, structure and distribution of the total population	29
4.A.2 Population composition, structure and distribution from 5 to 17 years of age	30
4.B Household economic characteristics	31
4.B.1 Household composition, structure and distribution	31
4.B.2 Household economic characteristics	32
4.B.3 Characteristics of households with working children	32
4.B.3.1 Composition, structure and distribution of households with working children	32
4.B.3.2 Economic characteristics of households with working children	32
4.C Dwelling characteristics	33
4.C.1 Characteristics of dwellings with residents aged 5 to 17 years old	33
4.C.2 Characteristics of dwellings with child workers	34
CHAPTER 5. Characteristics of the labour force 5 to 17 years of age	37
5.A Size, composition and distribution of the population 5 to 17 years of age by working condition	37
5.A.1 Size	37
5.A.2 Distribution by age groups	38
5.A.3 Distribution by gender	40
5.A.4 Distribution by area and province	40
5.B Employment status of the population 5 to 17 years of age	42
5.B.1 Child and adolescent unemployment	42

5.B.2 Employed girls, boys and adolescents	44
5.B.3 Characteristics of the economically inactive population	46
5.B.3.1 Inactive minors with work experience	46
5.B.3.2 Domestic activities within the household	49
5.C Educational situation of the population between 5 and 17 years of age	50
5.C.1 General characteristics	50
5.C.1.1 School attendance	50
5.C.1.2 Regularity of school attendance	53
5.C.1.3 Dropouts	53
5.C.1.4 Principal motives for non-attendance and school dropouts	55
5.C.2 Characteristics of the child and adolescent labour force	57
5.C.2.1 School attendance	57
5.C.2.1.1 The economically active population	57
5.C.2.1.2 Employed male and female minors	58
5.C.2.1.3 Unemployed male and female minors	59
5.C.2.2 Perceptions of educational aspects referred to the employed population	62
5.C.2.3 Educational level of the child and adolescent labour force	64
5.D Labour force insertion of the child and adolescent workers by occupation, sector and industry and occupational status	67
5.D.1 The main occupations	67
5.D.2 Sector and industry of economic activity	71
5.D.3 Employment category	75
5.D.4 Place of work of male and female child workers	78
5.E Work arrangements among the occupied child and adolescent labour force	79
5.E.1 The work shift	79
5.E.1.1 Day shift	79
5.E.1.2 Swing shift	79
5.E.1.3 Rotating shifts	80
5.E.1.4 Night shift	80
5.E.2 Length of the work shift	81
5.E.2.1 Weekly hours worked by occupations and employment category	81
5.E.2.2 Average weekly hours worked	85
5.F Income, utilisation and savings	85
5.F.1 Income	85
5.F.1.1 Income of the population aged 5 to 17 years old	86
5.F.1.2 Income from the child and adolescent labour force	87
5.F.1.3 Type of income of the child and adolescent labour force	88
5.F.2 Utilisation of income by the employed child and adolescent labour force	91
5.F.2.1 Contribution of income to the household	91
5.F.2.2 Savings	92
5.F.3 Some comparative and evaluative considerations on income	94
5.G Labour conditions and environment	101
5.G.1 Relationship with the employer	101
5.G.2 Benefits offered by the employer	102
5.G.3 Job satisfaction among the child and adolescent labour force	104
5.G.4 Use of personal safety equipment by the employed child and adolescent labour force	106
CHAPTER 6. Effects of work on children	107
6.A Education	107
6.B Health	111
6.B.1 Frequency and type of injuries in working males and females	112

6.B.2 Lesions seen in minors, by occupation and industry	113
6.B.3 Medical care received	114
6.C Family income	115
CHAPTER 7. Worst forms of child labour	117
7.A The worst forms of child labour and hazardous work	117
7.B Child domestic work	118
7.C Commercial sexual exploitation	119
CHAPTER 8. Existing child labour intervention programmes	121
8.A. Government programmes specifically for children and their families	121
8.A.1 Department of Health	121
8.A.2 Department of Labour and Manpower Development	122
8.A.3 Department of Youth, Women, Children and the Family	122
8.A.4 Department of Education	122
8.B Programmes in research institutions	122
8.B.1 University research institutions (Universidad del Istmo [UDI])	122
8.B.2 Instituto de Estudios Nacionales (IDEN), Universidad de Panamá	123
8.B.3 Instituto de la Mujer, Universidad de Panamá (IMUP)	123
8.B.4 Instituto de Criminología, Universidad de Panamá	123
8.C Other programmes	123
8.C.1 Chapala School	123
8.C.2 Child-Mother Centre	123
8.C.3 So Children Can Live, Comarca de San Blas	123
8.C.4 Childcare in Day Care Homes	124
8.C.5 Post-Basic Training for Students With Incomplete Schooling	124
8.C.6 Minors in Particularly Difficult Circumstances	124
8.D NGO, Employer and employee organisation programmes	124
8.D.1 Children's Village	124
8.D.2 Darién Pro-Children Foundation	124
8.D.3 Centre for Popular Legal Assistance (CEALP)	125
8.D.4 Permanent Committee Against Child Abuse	125
8.D.5 Peace and Justice Service Association of Panama (SERPAJ)	125
8.D.6 Centre for Child Research and Care (CIAN)	125
8.D.7 Casa Esperanza	125
8.D.8 Panamanian Teachers' Union	126
8.D.9 Ecuménico Fe y Alegría	126
CHAPTER 9. Major conclusions and recommendations	127
9.A Conclusions	127
9.B Recommendations	129
9.B.1 Actions for eradicating child labour	129
9.B.2 Legislation, raising awareness and monitoring	129
Bibliography	131
Appendices	137
Glossary of concepts and definitions	137
Questionnaire	141
Notes	151

Index of tables

Table 1	Distribution of the segments by province for the pre-test
Table 2	Number of supervisors and interviewers used in each of the country's provinces for the Child Labour Survey
Table 3	Population aged 5 to 17 years and private occupied dwellings in the Republic, by type of universe and area (Population and Housing Census, May 2000)
Table 4	Total census segments in the Republic, by type of universe and area (Population and Housing Census, May 2000)
Table 5	Study domains
Table 6	Census segments and occupied dwellings selected in the Republic by area, according to sample type and province (Population and Housing Census, May 2000)
Table 7	Final probability of selection in the Republic by area, according to type of sample and province (Population and Housing Census, May 2000)
Table 8	Intercensal population growth rates
Table 9	Population by province
Table 10	Population distribution and intercensal growth rates by sex and age groups
Table 11	Participation and unemployment rates in the Republic (August 2001)
Table 12	Total population, by sex and age group according to area of residence (Year 2000)
Table 13	Population 5 to 17 years of age, by area and province, according to sex and age groups (Year 2000)
Table 14	Private dwellings and population resident therein, by type of dwelling
Table 15	Private dwellings, by type of dwelling
Table 16	Some characteristics of occupied private dwellings, by province

Table 17 Some characteristics of occupied private dwellings with working minors, by province

Table 18 Population 5 or more years of age, by sex and age groups, according to employment condition (Year 2000)

Table 19 Child and adolescent labour force, by age groups, according to gender (Year 2000)

Table 20 Employment condition of the population between 5 and 17 years of age, by age, according to sex (Year 2000)

Table 21 Total and economically active population aged 5 to 17 years, by area and age groups, according to sex (Year 2000)

Table 22 Child and adolescent labour force by area and province, according to sex (Year 2000)

Table 23 Unemployment rates in the economically active population between 5 and 17 years of age, by area and age groups, according to sex (Year 2000)

Table 24 Employed population between 5 and 17 years of age, by area and age group, according to sex (Year 2000)

Table 25 Employed population between 5 and 17 years of age, by area and province, according to sex (Year 2000)

Table 26 Economically inactive population between 5 and 17 years of age, that worked during the last 12 months, by area and condition, according to sex (Year 2000)

Table 27 Economically inactive population between 5 and 17 years of age, by duration of work in gainful employment, by area and province (Year 2000)

Table 28 Economically inactive population between 5 and 17 years of age that does household chores at home on a regular basis, by area and age group according to sex (Year 2000)

Table 29 Population between 5 and 17 years of age, attending school, by area and province, according to sex (Year 2000)

Table 30 Population between 5 and 17 years of age attending school, by areas and age groups, according to sex (Year 2000)

Table 31 Population between 5 and 17 years of age that does not attend school after dropping out and That has never attended, by area and province, according to sex (Year 2000)

Table 32 Ranking of main motive defined by the population between 5 and 17 years of age for non-attendance at school by time since dropping out, according to sex (Year 2000)

Table 33 Distribution of the population between 5 and 17 years of age not attending school and that dropped out of studies, by type of main motive and sex, according to area (Year 2000, percent)

Table 34 Economically active population between 5 and 17 years of age, by sex and school attendance, according to area and age groups when work began (Year 2000)

Table 35 Employed population between 5 and 17 years of age, by sex and school attendance, according to area and age group of initiation in the labour force (Year 2000)

Table 36 Unemployed population between 5 and 17 years of age, by sex and school attendance, according to area and age groups at which they began to work (Year 2000)

Table 37 School attendance of the population between 5 and 17 years of age, by area and employment status, according to sex (Year 2000)

Table 38 Employed population between 5 and 17 years of age, whose studies are affected or not by work, by area and age groups, according to sex (Year 2000)

Table 39 Economically active population between 5 and 17 years of age, by area and level of education, according to sex and occupational status (Year 2000, percentages)

Table 40 Economically active population between 5 and 17 years of age, by area, sex and employment status, according to occupation (Year 2000, percentages)

Table 41 Economic category among the child and adolescent labour force, by sector and industry, according to area (Year 2000, percentages)

Table 42 Sector of employment of the economically active population between 5 and 17 years of age, by area and sector, according to gender and age groups (Year 2000, percentages)

Table 43 Sector of occupation of the child and adolescent labour force, by area and province (Year 2000, percentages)

Table 44 Occupational category of the employed population between 5 and 17 years of age, by area, gender and age groups (Year 2000, percentages)

Table 45 Active and employed population between 5 and 17 years of age, by hours worked, according to area and gender (Year 2000, percentages)

Table 46 Weekly hours worked by the employed population between 5 and 17 years of age, by areas and major industries of employment, according to gender (Year 2000, percentages)

Table 47 Weekly hours worked by the employed population between 5 and 17 years of age, by major occupations and areas, according to gender (Year 2000, percentages)

Table 48 Average weekly hours worked by the occupied and employed population aged 5 to 17 years of age, by area, according to gender (Year 2000, percentages)

Table 49 Child and adolescent labour force, according to monthly income in Balboas (B/.), by area and gender (Year 2000, percentages)

Table 50 Main types of income in the child and adolescent labour force, by areas and gender (Year 2000, percentages)

Table 51 Employed minors according to income use, by area and gender (Year 2000, percentages)

Table 52 Main reason for savings among the occupied population 5 to 17 years of age, by area and gender (Year 2000, percentages)

Table 53 Median monthly income for all private households with a population between 5 and 17 years of age and households with working children from 5 to 17 years of age, by area and gender. (Year 2000, en Balboas)

Table 54 Distribution of all private households and those with occupied children and population dwelling therein, by area, gender of head of household and specific monthly household income ranges (Year 2000, percentages)

Table 55 Median monthly wages earned by the active and employed population 5 or more years of age and that of minors aged 5 to 17 years, by areas and gender, according to hours worked per week (Year 2000, in Balboas)

Table 56 Distribution of the active and employed population 5 or more years of age and of minors 5 to 17 years of age, by area, specific monthly ranges for wages in Balboas (B/.), according to weekly hours worked (Year 2000, percentages)

- Table 57** Benefits offered by the employer to the economically active population aged 5 to 17 years, by area and gender (Year 2000, percentages)
- Table 58** Distribution of the economically active population, aged 5 to 17 years, according to benefits offered by the employer, by categories of economic activity (Year 2000, percentages)
- Table 59** Distribution of the employed population 5 to 17 years of age dissatisfied with their current jobs, by reasons, according to school attendance and gender (Year 2000, percentages)
- Table 60** Overage students in the population of children between 5 and 17 years of age who worked or did not work, by area and gender (Year 2000, percentages)
- Table 61** Working population aged 5 to 17 years who have suffered lesions, by age groups according to gender
- Table 62** Working population aged 5 to 17 who have suffered or have not suffered any type of lesion as a work-related consequence, by province
- Table 63** Frequency of lesions or illness in the 5 to 7 year-old working population
- Table 64** Working population between 5 and 17 years of age, by injuries or illness according to gender
- Table 65** Working population between 5 and 17 years of age, by the occupation at the time of the injury, according to gender
- Table 66** Working population that was injured or suffered any injury as a work related consequence by age groups and gender, according to place of care (Absolutes and percentages)
- Table 67** Labour hazards and child activity, by economic sector

Executive summary

In October 2000, the Statistics and Census Office (Dirección de Estadística y Censo) carried out the Child Labour Survey together with the International Labour Office, with the purpose of making information available to allow an appraisal of the impact of participation by minors in the labour market, in order to determine the characteristics and conditions under which their labour market participation takes place, its possible causes and the existence or not of exploitative relationships. The Survey provided basic information for specific policy formulation for the population in these age groups and for monitoring and evaluation of programmes implemented by different social agents in an attempt to eradicate the worst forms of child labour.

The Survey had nationwide coverage and included indigenous and difficult to reach areas; customary residents were interviewed (*de jure* survey). It is worth noting that the segments interviewed were those selected by sampling that were previously known to contain a population between 5 and 17 years of age.

According to the Child Labour Survey, the population in dwellings with children aged 5 through 17 years totals 1,996,153 persons, of whom 11.4% are less than five years of age, 37.8% are 5 to 17 years old and 50.8% are 18 or more years of age. On the average, there are 5.3 individuals per dwelling. With regard to the nation's age composition, the provinces of Bocas del Toro, Darien and the indigenous areas are the ones with the largest proportion under 18 years of age, which is concordant with the fact that they are the zones that have traditionally shown the highest birth rates.

One aspect to be considered when comparing the results of this Survey with preceding surveys is that age and sex composition of households with children between 5 and 17 years of age, varies substantially from the age and sex composition of the rest of the households, especially in rural areas, where there is a larger proportion of women 18 or more years of age in relation to men of the same age. We can conclude that when there are minors in the household, there is greater retention of women in the household.

With regard to the population between 5 and 17 years of age, the Survey encountered 755,032 persons in this age group, 40.0% are between 5 and 9 years, 39.0% between 10 and 14 years and 21.0% are 15 to 17 years old. With regard to the sex composition of this population group, 51.6% are males and 48.4% are females, providing a sex ratio of 106.5 males per one hundred females.

The Survey also revealed that 640,735 minors between 5 and 17 years of age, 85.0% of the population, attend school. An analysis by age groups indicates that among children aged 5 to 9 years, only 84.0% attend school, among those aged 10 to 14 years of age, 93.0% attend, and finally, that of those aged 15 to 17, only 71.0% attend.

The information related to the regularity with which they attend school shows that 99.3% attend on a daily basis, 0.5% do so three days a week and 0.2% less than three days. No significant differences were found with regard to the regularity of attendance differentiating by sex.

The most important lack of attendance occurs among those 5 years of age, which may be due to coverage shortfalls by the regular education system in some parts of the country. Non-attendance by the 17-year-old population is also important, which may be explained by their possible labour market insertion.

On delving further into the time that the minors not attending school have not attended, information was obtained that of the 114,297 minors that do not attend, 11.0% have been out of school for less than one year, 26.0% have not been attending between one and two years, 22.0% have not attended for three or more years, and 41.0% have never attended school. The population under six years of age affects this last percentage to a great extent.

With regard to the causes motivating their non-attendance, it was found that of the 114,297 youths, 20.0% do not attend because they are unable to pay their studies, 11.0% due to low school performance or lack of interest in studies, and 52.0% mentioned different causes not foreseen in the alternatives, but that primordially included the lack of resources or interest, the latter particularly among those aged 13 to 15 years of age. An analysis by sex leads to similar results with regards to the causes for non-attendance.

Looking at the highest level of instruction reached by this group of the population, the Survey showed that 22.2% have not passed any grade, 55.2% have some primary grade and 22.3% have some secondary grade. Within the country, Darien province and the indigenous zones can be seen as the areas registering the largest percentage of population aged 5 through 17 with no grade passed (29.0% and 34.3%, respectively).

The Child Labour Survey, which differs from prior surveys in that for the first time it has investigated the employment situation of minors under 10 years of age, estimates that 57,524 minors are employed, generating an economic participation rate of 7.6% for these ages. Of these, 83.0% (47,976) are employed and 17.0% (9,548) are unemployed. It is worth mentioning that among the unemployed, 3,724 indicated that they had never worked before. The highest percentage of unemployment occurs among those aged 15 to 17 years. The child labour force represents 7.9% of the country's economically active population that the Survey found in households with minors between 5 and 17 years of age.

The results referred to reveal reduced participation by 5 to 17 year olds working within the country's total labour force. One might be tempted to infer that the number of child workers is not relevant due to its size. However, it would not be prudent to allow greater or lesser numbers of child and adolescent workers to lead to erroneous conclusions in the sense of reducing the significance that it has for society.

At the same time, analysis of employment by sex indicates that there is greater participation by males than by females, showing rates of 11.0% and 4.0%, respectively. With regards to unemployment, there was an unemployment rate of 16.6%, with a higher unemployment among the females in these ages than the males (23.2% vs. 14.4%).

On the other hand, it is important to note that 697,508 children aged between 5 and 17 years indicated that they were not actively employed and were dedicated primarily to studying; however, when asked if they had worked during the last 12 months, 19,499 minors answered that they had done some work during this period. If we add this number to those that indicated that they had worked in the reference week, we have approximately 67,475 children that worked at some point in time during the year prior to the Survey.

In most cases, the work carried out during the last 12 months lasted less than three months. During this period, 13,683 males and 5,816 females worked, i.e., 70.2% of those that declared that they had worked at some time during the last 12 months, but not during the reference week, were males.

With regards to the highest level of instruction achieved by the employed population 5 to 17 years of age, the Survey showed that 6.0% had not passed any grade, 68.0% had completed some grade in primary and 26.0% had some grade of secondary schooling. Furthermore, of the 47,976 employed, only 42% attend school, so that 27,839 children ages 5 to 17 years work and do not attend school.

When ascertaining the age at which this group began to work, the Survey found that 9,626 children, 17.9%, indicated that they started working between 4 and 9 years of age; 28,200, 52.4% began to work between ages 10 and 14; and 15,691 children, 29.2%, began working between ages 15 and 17 years. The ages that stand out in these intervals are 8, 9 and 15 years of age.

Furthermore, we find that the employed population is primordially involved in agriculture-related jobs (51.4%), with retail and wholesale commerce, automotive vehicle, motorcycle, personal effects and domestic appliance or vehicle repair second (14.7%); followed by community, social and personal service activities (10.5%); and in households with domestic service (6.1%).

Notwithstanding the foregoing, it is important to indicate that the Survey also found a considerable quantity of minors employed in construction, fisheries, transportation, storage, and communications.

The sex distribution of the employed population by branch of the economy where employed shows that males predominate in those activities related with agriculture, commerce, community, social and personal service activities, while females predominate in activities related to private homes with household service.

The occupations held by the employed population between 5 and 17 years of age are as agricultural, forestry, fishery and hunting; labourers; street hawkers, service workers not classified in other groups, peons and day labourers; service workers and retail and market salespersons; artisans and workers in mines, construction, manufacturing industry, mechanics, and related occupations.

With regards to hours worked, 57.0% of the employed population 5 to 17 years old, declared having worked less than 25 hours, 17% declared having worked between 15 and 39 hours and 26% worked 40 or more hours. The activities concentrating the largest proportion of hours worked per person were agriculture, livestock, hunting and forestry, as well as those related to retail and wholesale commerce, automotive vehicle, motorcycle, personal effects and domestic appliance repair.

Insofar as occupational category is concerned, the Survey found that of the 47,976 employed persons between the ages of 5 and 17 years, 31.3% were employees, 24.6% were self-employed and 44% were family workers. Of the employees, 78.3% were in private enterprise and 19.6% were employed in household service.

Furthermore, of the 15,052 minors 5 through 17 years of age working as employees, 62.4% earned less than B/100.00¹ per month, 23.1% earned between B/100.00 and B/174.00, 7.4% earned between B/175.00 and B/249.00 and 7.1% earned more than B/250.00 per month.

Forty-two percent of those employed worked less than 25 hours per week, 13.0% worked from 25 through 39 hours and 45.0% worked more than 40 hours per week.

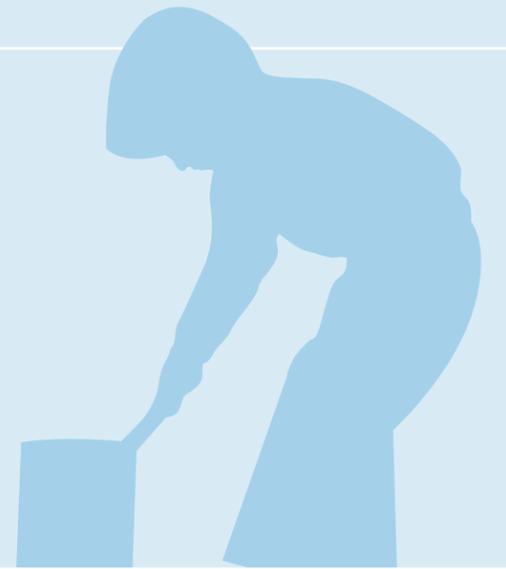
In addition, the Survey investigated injuries occurring to the employed population while carrying out their occupation or economic activity; it found that 6.6% of 5 to 17 year old workers had suffered some injury. The results show that of the 3,148 minors that were injured, 84% were over 10 years of age and the majority of those suffering lesions were males (2,480). On being asked how frequently they had suffered injuries, 94% said very infrequently and only 1.9% said that they had suffered injuries often.

Fifty-five percent of those that suffered some injury received medical attention. A majority of the injuries were cuts and, to a lesser extent, blows. Seventy-three percent of the lesions were received while working in agricultural, forestry, fishery and hunting labours. In those cases where the person received medical care, 65.0% were cared for by physicians, in hospitals or a health centres.

It is important to point out that of the 697,508 minors between 5 and 17 years of age that were not economically active, 70% indicated that they carried out chores within their own households. The analysis of their participation in domestic chores by sex shows that 45.8% of the boys and male adolescents in these ages participated in these chores, while 54.2% of the girls and female adolescents do so.

Fifty-three percent use less than an hour a day to do household chores, 40.0% take between one and three hours and 6.0% take more than three hours. For 49.0% it is an everyday task, for 67.6% they participate in these chores because they should learn to do them and 70.7% do them to collaborate with the household. Only 7.5% do the chores because their parents have to work.

Introduction



The research included a series of questions for working children on their activity or activities when not working, and found that 74.0% play with friends or siblings, 22.0% listen to music, 20.0% watch television, and only 8% go to video gaming establishments, read or play alone.

With regards to the reasons that the parents stated for letting their children work, 31% responded to complete household earnings, 30.0% to assist the household business or farm.

When children were asked if they gave part of their earnings to the household, 42.0% stated that they were unpaid family workers; it is worth mentioning that part of these workers declared that they did not contribute anything or some other reason, 29.0% stated that they themselves turned over part of their earnings to their parents, 9.7% stated that they themselves turned all their earnings over to their parents, and only 2.4% said that their earnings or part of them were turned over to their parents by the employer. One interesting note is that 13.3% did not contribute anything.

With regards to the consequences for the household if the child were to stop working, 34.0% responded that their standard of living would drop, 16.0% said that they could not pay other labour, 2.3% said that they would not be able to survive and 47.5% indicated other consequences.

It is important to note that of the 28,060 enjoying some revenue, 57.0% did not save any of it, 26.0% saved occasionally and only 17.0% saved regularly. There was no particular difference in this conduct by sex. Upon delving into the main reason for savings, it was found that of the 12,174 children that did save, 23.0% did so to attend school, 12.0% to start up their own business and 65.0% for other reasons.

The Survey revealed that of the employed population between 5 and 17 years of age, 78.0% were satisfied with their current job. Of those not satisfied, 78.4% were 14 or more years of age. Furthermore, of the 10,759 who were not satisfied, 48.0% said that this was due to low wages or very difficult work.

In October 2000, the Statistics and Census Office (Dirección de Estadística y Censo), together with the International Labour Office, carried out the Child Labour Survey, in order to provide information which would allow an evaluation of the impact of children's labour market participation, in order to determine the characteristics and conditions under which this labour market participation occurs, its possible causes, and the existence or not of exploitative relationships. The Survey provides crucial information for preparing specific policies for the population between the ages of 5 and 17 years, as well as for monitoring and evaluation of programmes being carried out by different social agencies attempting to eradicate the worst forms of child labour.

It is worth noting that data presented here allow a detailed study of the population between 5 and 17 years of age, at the level of the non-indigenous population, taking into consideration provincial boundaries and the country's rural and urban areas. In Panama province, it is disaggregated into the Panama and San Miguelito districts.

It is important to point out that the Survey used as its sampling frame private occupied dwellings in which, according to the May 2000 Population Census, there were residents with ages falling between 5 and 17 years. The research unit then visited the dwellings and households established within the dwellings; thus, the Survey does not present the situation of children living on the street.

The most significant contribution of this study, in comparison to previous studies, is that it investigates directly those dwellings where the target population resides, providing detailed information

on the 5 to 17 year old group, and it considers five years of age the minimum age for compiling data on working children.

1.A Background and justification

In 1998, the International Labour Office (ILO) undertook the Statistical Information and Monitoring Programme on Child Labour (SIM-POC), which was administered by the International Programme for the Elimination of Child Labour (IPEC). The goals of this programme are: a) Establish a programme for collection, use and dissemination of un-tabulated and tabulated quantitative and qualitative data; and b) Establish a database on child labour consisting of information to be used in planning, drafting and implementation of integrated multi-sectorial interventions, in monitoring implementation and in evaluating policy and programme impacts.

Within the framework of this project, an agreement was signed between the Comptroller General of the Republic (CGR), the agency legally responsible for statistical information gathering, and the International Labour Office to carry out the Child Labour Survey in October 2002, due principally to the fact that Panama has little statistical information on labour market participation by minors, and due to the fact that the country lacks a broad perspective of the magnitude, nature, distribution, causes and consequences of child labour, and finally, the country is not aware of those child labourers with greater need or that are at greater risk.

The Survey was to provide information not only on the number of children that participate in

economic activity, but also information on their economic activity, occupations, how they are employed, their family context, among other aspects. At the same time, the instrument provided information on the population not active in the labour market but that collaborates with household chores. Furthermore, data were gathered on working conditions, safety and injuries as a result of work accidents.

Another project objective was to increase the capacity of the Statistics and Census Office (Dirección de Estadística y Censo, DEC) for quantitative data collection, which is crucial for planning actions against child labour, by adopting ILO survey methods.

Finally, a complete analysis is planned of the situation of child labourers, identifying priority groups, establishing patterns and analysing working conditions and their effects on working children.

1.B Survey objectives

The Child Labour Survey was carried out guided by the following objectives:

- Ascertain demographic and socio-economic characteristics of the general population and especially the child population.
- Provide information that will allow studies of the magnitude, distribution, characteristics, consequences and causes of child labour.
- Ascertain characteristics of economic sectors where minors are working.
- Ascertain injuries sustained by the employed population.
- Ascertain safety mechanisms available to the employed population.
- Ascertain parents' perceptions and those of children regarding child labour.
- Provide a database on child labour that permits formulation of policies and programmes based on reality.
- Provide information allowing cross-country comparisons.

1.C Organization of the report

The report that follows consists of nine chapters. The first of these offers a brief introduction providing research background, as well as the study's main objectives.

Chapter two refers to methodological aspects such as: survey scope and coverage, some aspects related to planning and organisation; sample design; and data processing.

Chapter three provides some socio-economic background on the country, from a socio-demographic perspective, an economic perspective and a legal and regulatory context.

Chapter four presents the main characteristics of the target population, such as its composition, household economic characteristics and dwelling characteristics.

The fifth chapter provides the main characteristics of the labour force between 5 and 17 years of age, describing its size and distribution by employment condition. Similarly, the educational situation of the population aged 5 to 17 years is analysed, as well as their labour market insertion by occupation, economic sector, and occupational category.

The sixth chapter deals with the effects of work on children, emphasising those aspects related to education and health.

The seventh chapter provides information on some of the worst and most dangerous forms of child labour identified in Panama, from a more qualitative point of view, presenting what are considered dangerous occupations, covering household child labourers as well.

In chapter eight current programmes for intervention in child labour are presented along with the institutions that carry out any type of programme in Panama.

Chapter nine presents the main conclusions and recommendations, particularly regarding governmental policy and future areas of action and research.

Finally, in the appendix there is a glossary of the main concepts and definitions used in this investigation, as well as the questionnaire.

CHAPTER 2

Methodology



2.A Scope and coverage

The Child Labour Survey was carried out nationwide and included indigenous and difficult to reach areas, interviewing customary residents (de jure survey). It is worth mentioning that the segments interviewed were those selected from a sample framework of segments that were previously known to contain a population between 5 and 17 years of age. This was possible, since at the time of the Population Census in May 2000, a form was incorporated to identify those segments with individuals aged 5 to 17 years. The Survey is representative for the following study domains:

- Population size
- Socio-demographic characteristics
- Educational level
- Reasons for dropping out of school
- Current employment
- Occupation
- Economic sector
- Occupational category
- Generation of revenue, pay and other benefits
- Occupational injuries
- Benefits received from employer
- Parents perceptions of children's jobs
- Children's perceptions of work
- Participation in household chores

2.B Survey planning and organization

2.B.1 Principal topics investigated

Research focused on those main topics that could shed light not only on working conditions among minors between 5 and 17 years of age, but also on the family milieu in which they develop, allowing researchers to ascertain individual conditions of each member of the households with a population between 5 and 17 years of age. This will allow the preparation of policies since they may be focused directly on the concrete problems related to labour market participation of these children and on the causes and consequences of this participation.

Among the main topics investigated, the following are worthy of mention:

- Housing characteristics
- Household income
- Household expenses

2.B.2 Pre-test

In order to provide a small scale reproduction of each aspect related to implementing the Survey, a pre-test was arranged for August 16th through 25th, 2000, where each instrument to be used in the Child Labour Survey was tested and refined.

Geographic Area	Sample	
	Non-indigenous	Indigenous
Nation as a whole	Non-indigenous	Indigenous
Provinces	Non-indigenous
Urban and Rural Areas	Non-indigenous	
Panama and San Miguelito districts		
Rest of Panama province		

Stratification was geographic according to the country's political-administrative division.

This activity was carried out in both non-indigenous and indigenous areas, as well as difficult to reach areas, to test the efficacy of the materials to be used under different situations.

It is noteworthy that the decision was made to carry out the pre-test in a majority of the provinces, since the main objective of the Survey was to measure labour market insertion of the population between 5 and 17 years of age, and in view of the country's internal diversity, there was interest in capturing the broadest range of situations to allow adaptation of different methodological instruments.

To prepare for the pre-test, a group of instructors was established, who were trained by the national survey coordinator. They, in turn, provided training in different provinces. The persons required were trained together with a reserve. At the provincial level the following persons received training: in Bocas del Toro, 4 persons to select 2; in Coclé, Chiriquí, Herrera, Los Santos, Veraguas, Darién, San Blas and Panama, 6 candidates were trained to select 4 persons.

During the interview, the specific objective was to evaluate questionnaire design, with regards to its manageability. Additionally, there was an intention to test questions for ease of comprehension for the interviewee, as well as verify that questions responded to desired objectives. The interviews also allowed the team to visualise any problem that might arise during the interview, which might have a bearing on results, and it was possible to obtain an average interview duration, which made it possible to assign interviewer workload.

Province	Total	Urban	Rural	Indigenous
Total	34	14	11	9
Bocas del Toro	2	1	-	1
Coclé	4	2	2	-
Chiriquí	4	2	1	1
Darién	4	-	2	2
Herrera	4	2	2	-
Los Santos	4	2	2	-
Veraguas	4	2	1	1
San Blas	4	-	-	4
Panama Centre	2	2	-	-
Western Panama	2	1	1	-

All of the provinces were visited in two phases: phase one was carried out from August 16th through 20th, 2000, and covered urban, rural and indigenous areas of Coclé, Herrera, Los Santos, Veraguas, San Blas and Darién provinces. Phase two covered Bocas del Toro and Panama (Western Panama and Panama Centre) provinces and was carried out from August 30th to September 3rd, 2000.

The pre-test was carried out in approximately 42 segments located in all of the provinces, which were selected randomly on the basis of census segments. Of these, 17 were urban, 16 rural and 8 fell in indigenous areas. (see table 1).

Thirty-four interviewers recruited by the Chiefs of Regional Offices covered the segments. Each one was assigned a segment, which s/he covered in one day, and each one had an average of 7 effective interviews per segment, which covered approximately 240 dwellings. A group of officials responsible for assessing pre-test development also participated in the activity.

The information was critiqued and coded for each dwelling investigated; i.e., 230 questionnaires were critiqued and the data was captured. Fifteen tabulations were prepared for the main variables investigated. Data processing allowed evaluation of the critiquing and coding manual, data capture programme, some basic guides for validation and some control tabulations.

2.B.2.1 Results

A meeting was held with all pre-test participants, to hear their impressions of it and to consider their suggestions. Some faults were detected in different methodological instruments to be used in the Survey. During this phase, questions were detected that did not achieve their objective, others that had to be placed differently, some question jumps led to information loss, and response options were included that had not been considered, all of which produced a final questionnaire that allowed greater precision in questions and answers.

2.B.3 Personnel recruitment and selection for the Survey

The Human Resources Office of the Comptroller General handled personnel recruitment. Once recruited, individual interviews were carried out with each candidate, who filled the following profile:

- Completed secondary education in sciences, letters or commerce, preferably with university studies in majors related to social sciences or similar studies.
- Ease of expression.
- Preferably with some experience in studies of this type.
- Available for work in the area assigned, whether or not s/he lives nearby and whether it is urban or rural.
- Have a sense of responsibility.
- Outgoing personality.
- Good physical condition.
- Legible handwriting.
- Available for work any day of the week, including Saturday and Sunday.

The table 2 indicates the number of supervisors and interviewers recruited and required for each province.

2.B.4 Child Labour Survey fieldwork

During October 2000, the Statistics and Census Office carried out fieldwork for the Child Labour Survey. To accomplish this activity, it was necessary to carry out a number of tasks both before and after the fieldwork itself, some of these were mentioned above.

The general objective of the Survey was to measure child labour. More specifically, there was interest in measuring socio-economic characteristics of dwellings with population between 5 and 17 years of age, ascertaining housing conditions of the child population entering the labour force, measuring the conditions under which child labour occurs, and obtaining information on occupational hazards and lesions occurring to the population of boy, girl and adolescent workers.

Training in all of provinces except Bocas del Toro and Darién was carried out between October 5th and 10th, 2000. In these two provinces it was held between the 8th and 13th of October 2000. Training lasted six days and required personnel were trained, along with one reserve. The number of staff trained by province was as following: in Bocas del Toro 14, in Coclé 16, Colón 15, Chiriquí 19, Herrera 19, Los Santos 22, Veraguas 17, Darién 10 and Panama 45. Additionally, the team of instructors handled supervisor training at the national level in Panama province on October 2nd and 3rd.

Fieldwork was carried out with personal interviews throughout the country, in those dwellings where a population aged 5 to 17 years had been detected, regardless of the fact whether this population was working or not. The interviewers visited

segments situated in urban, rural, indigenous and difficult to reach areas. Survey coordinators were named on a province basis; they were responsible for coordinating administrative aspects of the Survey. While the Survey was being carried out, there were periodic fieldwork and general progress evaluation visits in each of the provinces.

On the average, each interviewer was responsible for three segments per week. Forty-four supervisors were assigned, each one of whom supervised an average of three individuals. This guaranteed direct fieldwork supervision and that corresponding verifications could be carried out. The investigation lasted one month; during this time 1,622 segments were investigated. Forty-two percent of these were in urban areas, 54% in rural areas and 4% in indigenous areas. These segments were visited weekly, and as was indicated above, customary residents of dwellings were interviewed. The questionnaires were revised and verified by supervisors and forwarded to the central office one week after the activity was completed.

In order to have more effective control over the Survey, a segment route form was used, avoiding all possible omissions by the interviewer; i.e., the interviewer visited all dwellings in the segment and carried out interviews in those dwellings where persons aged 5 to 17 years old resided. When a dwelling was visited and the population of interest was not found, dwelling information was recorded on the form designed for that purpose and the situation of the dwelling was recorded next to it.

Province	Supervisors used	Total interviewers	Interviewers to be used	Reserve interviewers
Total	48	184	126	58
Bocas del Toro	3	14	11	3
Coclé	4	18	12	6
Colón	4	18	12	6
Chiriquí	5	21	14	7
Darién	3	11	9	2
Herrera	4	18	12	6
Los Santos	4	18	12	6
Panama	13	68	48	20
Veraguas	5	21	14	7
Comarcas	3	11	9	2

2.C Sample design and implementation

2.C.1 Generalities

Probabilistic cluster sampling was applied, using a one-stage selection design. The sample was selected by means of probability proportional to size sampling (for the population 5 to 17 years of age), using systematic selection. The theoretical sample provided 15,000 occupied dwellings of which 14,600 corresponded to non-indigenous areas and 400 to indigenous area.

Calculation of the non-indigenous sample was utilised as the critical variable the proportion of the population aged 5 to 17 years and was carried out at the provincial level with a sampling error less than or equal to 3% at a 95% confidence level. At the area level, sampling errors vary from 3 to 5% except for Darién province, which due to its special characteristics presents an error level of 8% in the urban area.

For Darién and Los Santos provinces and Panama and San Miguelito districts, calculations were made for urban and rural areas, seeking representativeness in both.

Indigenous sample size was calculated for the national level, with a confidence level of 95% and a sampling error of 4%.

2.C.2 Universe or study population

The study universe is the population 5 to 17 years of age residing in private occupied dwellings throughout the country.

The interim results from the Population and Housing Census of May 2000 found a preliminary total population of 2,815,644 persons for the country; of these, 766,903 constitute the population from 5 to 17 years of age (see Table 3), which implies a percentage relationship of 27.2%. This population is divided 56.9% urban and 43.1% rural.

Furthermore, the non-indigenous universe contains a 5 to 17 year old population of 693,704 persons and the indigenous one has 73,199, which represent 90.5% and 9.5% of the study population respectively.

Private occupied dwellings numbered 667,284 units at the national level, with urban areas representing 64.3% and rural areas 35.7%. In non-indigenous areas, private occupied dwellings numbered 638,565 units, while indigenous areas had 28,719, for a percentage relationship of 95.7% and 4.3%, respectively.

The average number of persons aged 5 to 17 years per private occupied dwelling in the country was 1.15 persons per dwelling, 1.02 in urban areas and 1.39 in rural areas, while for the non-indigenous universe this was 1.09 and for the indigenous 2.54.

2.C.3 Sampling frame

With preliminary data from the Population and Housing Census as a reference, as well as the full census organisation and maps from May 2000, the sampling frame was made up of the enumeration area units where population aged 5 to 17 years was recorded.

As can be seen in table 4, there are a total of 67,243 census segment enumeration areas, urban

areas represent 56.0% and rural areas 44.0%. The average number of occupied dwellings per census segment overall is 9.9 units; while in urban areas it rises to 11.4 and in rural areas it drops to 8.0.

In the non-indigenous universe there are 62,526 census segments, i.e., 93.0%, with an average of 10.2 occupied dwellings per census segment. On the other hand, in the indigenous universe there are 4,717 census segments, with an average of 6.1 occupied dwellings per segment.

2.C.4 Sampling units

The sampling units constitute the sample selection unit. In this case, the Primary Sampling Unit is the census segment.

2.C.5 Study domains

The study domains were identified, with a view to type of study and user requirements regarding utility and utilization of information (see table 5).

The country's main province, Panama, was subdivided into the following study domains: Panama and San Miguelito districts and Rest of Panama province.

The indigenous study domain is integrated at the national level by each one of the legally established comarcas and the indigenous communities outside the comarcas that carry out their activities according to their socio-cultural behaviour patterns.

2.C.6 Stratification

Study universe stratification is based on geographic criteria in accordance with the country's political-administrative coding and takes into consideration the division between urban and rural areas. Stratification by socio-economic variables was not possible, since the census information was not yet ready, as complete processing was expected for March 2001.

It is important to note that in Panama implicit stratification has been used in several studies such as, for example, the Quality of Life Survey, the Income and Expense Survey, the Labour Force Survey, etc., obtaining adequate results with regard to the existing socio-economic structure, supported primarily by the particularities occurring in geographic distribution of the country's population.

Total census segments in the Republic, by type of universe and area (Population and Housing Census, May 2000)

Table 4

Type of universe and area	Total census segments	Relative distribution	Average of occupied dwellings per segment
Total	67,243	100.0	9.9
Urban	37,674	56.0	11.4
Rural	29,569	44.0	8.0
Non-indigenous	62,526	93.0	10.2
Urban	37,674	60.2	11.4
Rural	24,852	39.8	8.4
Indigenous (rural)	4,717	7.0	6.1

Source: Census Organisation, May 2000

Study domains

Table 5

Study Sector	Type of universe	
	Non-indigenous	Indigenous
National	X	X
Urban	X	-
Rural	X	X
Province	X	-
Urban	X	-
Rural	X	-

2.C.7 Sample size

Sample size computation was carried out using the mathematical model for simple random sampling. The critical variable for obtaining sample size is represented by proportion of population aged 5 to 17 years.

$$n_i = \left(\frac{Z^2 PQ}{E^2} \right) \left(\frac{1}{X} \right) (DEFF)$$

where: n_i = desired sample size in the hth province
 Z = confidence level (95%) assigned to the hth province

P = proportion of the population 5 to 17 old years in the hth province

$Q = 1 - P$

E = Desired sampling error level in the hth province, which was less than or equal to 3% in the non-indigenous sample.

X = Non-response rate of 10% and closed dwelling rate of 5%

$DEFF$ = Design effect equal to 1.5.

Population aged 5 to 17 years and private occupied dwellings in the Republic, by type of universe and area (Population and Housing Census, May 2000)

Table 3

Type of universe and area	Population 5 -17 years	Private occupied dwellings	Relative distribution		Average of persons aged 5-17 years per occupied dwelling
			Population 5-17 years	Private occupied dwellings	
Total	766,903	667,284	100.0	100.0	1.15
Urban	436,212	429,216	56.9	64.3	1.02
Rural	330,691	238,068	43.1	35.7	1.39
Non-indigenous	693,704	638,565	90.5	95.7	1.09
Urban	436,212	429,216	62.9	67.2	1.02
Rural	257,492	209,349	37.1	32.8	1.23
Indigenous (rural)	73,199	28,719	9.5	4.3	2.54

Source: Preliminary count from the Population and Housing Census, May 2000.

Census segments and occupied dwellings selected in the Republic by area, according to sample type and province (Population and Housing Census, May 2000)

Table 6

Type of sample and province	Adjusted sample of census segments			Calculated sample					
	Total	Urban	Rural	Census segments			Occupied dwellings		
				Total	Urban	Rural	Total	Urban	Rural
Total	1,624	684	940	1,598	669	929	15,046	7,397	7,649
Non-indigenous	1,560	684	876	1,534	669	865	14,656	7,397	7,259
Bocas del Toro	112	60	52	109	58	51	1,134	631	503
Coclé	152	40	112	152	41	111	1,318	420	898
Colón	144	88	56	138	86	52	1,446	1,010	436
Chiriquí	148	60	88	147	58	89	1,500	668	832
Darién	76	16	60	76	16	60	668	152	516
Herrera	188	72	116	184	70	114	1,658	788	870
Los Santos	224	76	148	218	72	146	1,932	678	1,254
Panama	348	236	112	342	232	110	3,608	2,660	948
Panama and San Miguelito districts	196	140	56	194	138	56	2,102	1,600	502
Rest of Panama province	152	96	56	148	94	54	1,506	1,060	446
Veraguas	168	36	132	168	36	132	1,392	390	1002
Indigenous	64	-	64	64	-	64	390	-	390

Final probability of selection in the Republic by area, according to type of sample and province (Population and Housing Census, May 2000)

Table 7

Type of sample and province	Probability of selection	
	Urban	Rural
Non-indigenous sample		
Bocas del Toro	0.0847202	0.0847202
Coclé	0.0297966	0.0297966
Colón	0.0296477	0.0276477
Chiriquí	0.0169802	0.0169802
Darién	0.4705882	0.0697339
Herrera	0.061754	0.061754
Los Santos	0.1305466	0.0654016
Panama		
Panama and San Miguelito districts	0.00673052	0.0711043
Rest of Panama province	0.0163528	0.0163528
Veraguas	0.029062	0.029062
Indigenous sample	...	0.0135794

.. Data not applicable to group or category

For Darién and Los Santos provinces and Panama and San Miguelito districts sample size calculations were independent for urban and rural areas, due primarily to the fact that sizes obtained by proportional distribution in some areas were very small, leading to a sampling error much larger than desired.

Sampling error levels by area for each province in the study vary between 3% and 5%, with the exception of Darién province, which due to its urban population composition has a theoretical tolerance level of 8%, while the rural area is below 5%.

Computation of the indigenous sample size was carried out at the national level, with a confidence level of 95% and a sampling error of 4%.

Sample size was adjusted taking into consideration the four weeks during which the Survey would be carried out, which resulted in a sample larger than that calculated.

2.C.8 Sample selection

Sample design responds to a one-stage design, selecting primary sampling units (census segments) by systematic selection with probability proportional to size.

The statistical inference process for the non-indigenous sample selected was carried out by area, by applying the ratio method, using as the exogenous variable demographic projections of the population 5 to 17 years of age.

$$R_{hij} = \frac{X_{hi}}{y_{hi}} \cdot Y_{hi}$$

R_{hi} = estimate of all persons with the given characteristic in the jth age group in the ith area of the hth province.

x_{hij} = total persons enumerated in the sample with the given characteristic in the jth age group in the ith area of the hth province.

y_{hij} = total persons 5 to 17 years of age enumerated in the sample in the jth age group in the ith area of the hth province.

Y_{hij} = demographic projection of the jth age group in the ith area of the hth province.

Estimate of the total population is the result of R_{hi} = Σ R_{hij}

The estimate for the Republic was obtained by means of a sum of the estimates of urban and rural areas.

The indigenous sample estimation method was also based on a ratio and was nationwide in scope.

2.D Data processing

2.D.1 Generalities

In order to facilitate development of the different Systems, the following documentation was available: list of interviewers and supervisors by province and code; recode list for conditions of employment; list of validations and inconsistencies; interviewer's manual; final questionnaire; file of segments covered by the Survey and a file of indigenous segments.

Six Systems were developed for the Child Labour Survey, to wit: Data Entry System, Coverage Control System, Recode System, Tabulation System, Expansion Factor System and Data Dictionary System. The Data Entry System was developed using Visual FoxPro (Release 5.0). This system is divided into 4 Sub-Systems: Addition, Query, Modification and Elimination. Validations and inconsistency correction were carried out on-line. This means that the

System would not allow data entry personnel to continue if they had not made the due corrections. For greater security and data integrity, once the data entry period was over, batch verifications were carried out, using the same package mentioned above.

2.D.2. Data entry

The Data Entry System was developed under Client-Server architecture. This means that the executable system was Server-based, along with its different components, including the 5 databases which were receiving information from questionnaire contents. The Client was a data entry person using a PC as a terminal to access the Server. Every afternoon a backup was carried out from the Server to the PC of the Child Labour Survey Information Systems Administrator.

Data entry personnel for this Child Labour Survey were chosen from a larger group of data entry personnel from the Household Survey, in addition to having had fieldwork experience.

Data entry personnel were limited to consulting specialised personnel or the Programmer-Analyst for the different Systems for this Child Labour Survey. The data were collected in Spanish. For the Statistics and Census Office, any information requested from a citizen is confidential material. Thus, for data entry personnel, the questionnaire and everything related to it was sensitive information. There were controls to determine which data entry person was entering which folder and on which date. The questionnaires could not be removed from the work area.

Each data entry person (of the 8 selected) removed a folder from the shelves, after writing it down in the control list. Each folder was made up of 4 to 6 segments, depending on their size. Data entry began on March 28 and ended on June 12 of the same year, 2001. During the first month, data entry worked in two shifts, from 7:00 a.m. to 3:00 p.m. and from 3:00 p.m. to 10:00 p.m. Later, a single shift was put into effect, from 8:30 a.m. to 4:30 p.m. Initial verification of data entry for a questionnaire was the responsibility of a database called Coverage, which verified that a particular segment was valid (Province + District + Corregimiento + Segment). If the foregoing was correct, data entry could continue for Questionnaire + Household + Person Number (this last number was excluded for the Dwelling database). These data, together with that from Coverage, were verified in the other 5 databases to avoid duplicating keys. Data for a total of 9,261 questionnaires were entered.

2.D.3 Data processing

It should be mentioned that the data processing directives followed are those established by the National Computing Office (Dirección Nacional de Informática), which are revised each year. The Population and Housing Census, which is carried out every ten years acts as a conceptual framework for all data processing within the Statistics and Census Office.

2.D.3.1 Coverage Control System

Two programmes were developed for revising coverage at segment and questionnaire levels, respectively. In each case, figures obtained from the routing followed by the interviewer were compared to what was entered, thereby detecting omissions and over-recording. The product of this process was printed in two lists to be corrected or revised by personnel in the Population and Housing Section. Coverage verification was carried out as soon as data entry for a province was completed. At the end of data entry, a general list for the whole Republic was generated. When all of the coverage had been duly filtered, a listing was generated with breaks for province, district and corregimiento.

2.D.3.2 Recode System

Twelve programmes were prepared, which added an equivalent number of columns to the databases. These new columns (recode fields) obtained new values on the basis of variables entered, for example: indigenous segment, occupation, industry, age range, etc. The fields generated were used by the following two systems.

2.D.3.3 Tabulation System

Sixteen un-expanded control tabulations were generated to check data consistency. Once the databases had been expanded, nine control tabulations were generated with the expanded codes. The Office used Excel (Office Professional version) software for these tasks.

2.D.3.4 Expansion Factor System

Three programmes were developed to handle the expansion factors applicable to the three age ranges, to wit: under five years of age, 5 to 17 years of age and those older than 17 years of age. Expansion factors were tested out with and without the sex variable.

2.D.3.5 Data Dictionary System

A multi-record data dictionary was developed. This means that the different databases resulting from data entry (five) produced five different record designs that are integrated into a single data dictionary.

Database structures were modified to generate flat files for use by the data dictionary. The Office used Integrated Microcomputer Processing System software, better known as IMPS (release 3.1).

2.D.3.6 Software

Self-verification methodology was used for optimum development of the Systems mentioned above. Additionally, Visual FoxPro (release 5.0) was used.

The decision to use IMPS, Excel and Visual FoxPro was based on the fact that they are able to manage large quantities of data and work well together.

2.E Final observations

The Survey contributed to training the staff at DEC in the use and handling of the specialized instruments for measuring child labour.

During development and evaluation of the measurement instrument, it was found that there were very sensitive questions, where it was worth evaluating the relevance of asking them, especially as a function of the responses to be obtained. A pre-test is crucial in this sense, and the experience obtained from it was valuable, since it allowed the team to detect questions that did not achieve their goals, others that had to be re-located and some question jumps that led to lost responses.

Furthermore, it is important to point out that percent rejection or denial of response in the interview was 0.7%. Some of the persons interviewed indicated that they found it interesting that the condition of boys, girls and adolescents was being studied and that they hoped the information would help to prevent so many boys and girls from working and would be able to live in better conditions.

Coverage of effectively occupied dwellings (with population aged 5 to 17 years) was 97%. It should be noted that the Population Census provided information on segments where the 5 to 17 year old population was to be found, but did not provide information on the dwellings where they could be found.

Interview length is extremely useful for future studies, as it can influence results. Thus, a household interview with an average of five persons in the dwelling and with children working, took an average of 1 hour and 15 minutes.

Finally, it is appropriate to note several situations that occurred while the investigation was being carried out, since these may help to correct some problems occurring in fieldwork:

- When visiting formally constituted households, there was a certain degree of discomfort among parents when questions were raised about the employment situation of children under 10 years of age, since they insisted, how was it possible to ask if such young children had worked the previous week.
- With regards to children, it was only possible to obtain very vague responses with respect to what they wanted to be, if they had the opportunity now and in the future. A certain timidity and insecurity was found when they responded to the section on children's perceptions.
- With regards to parents, while working in rural areas, parents indicated that they found it normal for children to collaborate with farm work. They would have desired that children continue studies but due to the lack of financial resources, once they finish sixth grade of primary school their collaboration on the farm was considered routine.
- In the case of the rural disperse population, when resident children were not at home that day, information on children's perceptions regarding work was not obtained, since the high costs of visiting these sites made it impossible to return later. An attempt was made to ascertain indirectly what a child's response would have been, but in some cases, what

the boys and girls would have wished to be with other opportunities was unknown to the respondents.

- In urban areas, a certain level of discomfort was found in some cases among the parents on declaring or detecting from the neighbours or by something they said that a child was working; however, this situation cannot be generalized.
- The period when research is carried out is crucial. The objective here was to find a normal month and see how child labour behaved during that month. Nevertheless, one must not lose sight of the fact that some boys and girls only work during coffee harvest or any other seasonal crop, and that some also work on the family farm when school is out.
- In urban areas, the same phenomenon occurs. Were the investigation carried out during the summer months, we would probably find a larger number of working children.
- With respect to direct interviews of children, no disagreement with parents was encountered regarding their being interviewed directly. In some cases, parents remained present and in other cases left the interviewer alone with their children, depending on circumstances.

The country's socio-economic background



3.A Demographic context

The Republic of Panama is an independent and sovereign State. The government is unitary, republican, democratic and representative. The country's political-administrative division comprehends 9 provinces, 75 districts or municipalities, 5 indigenous comarcas (Kuna Yala, Emberá, Kuna de Madugandí, Ngöbe Buglé and Wargandí), and 593 corregimientos.²

According to the results of the 2000 Census, the population increased from 2,329,329 persons in 1990 to 2,839,177 persons in 2000, occupying the 75,517 square kilometres of the country's land surface. This evolution during the last decade represents a population increase of 509,848 persons and an increase in density from 30.8 to 37.6 inhabitants per square kilometre.

The Comptroller General of the Republic has carried out national population censuses every 10 years since 1911, through the Statistics and Census Office. Over the years the quality and coverage has continuously improved, and technology has been added, allowing on-going observation of population changes, as a result of interacting demographic variables that define the country's rhythm of population growth.

One important change in the country's population shown by census results is a significant reduction in population growth. As a consequence of high fertility levels and progressive declines in mortality reaching into the 60's (when the population surpassed its first million inhabitants), there were population growth rates reaching figures above 3% per year in the decades from 1911-1920

and again 1960-1970 (see table 8). After the decade of the 60's, population growth rates began to diminish, thanks to dropping national fertility, which led to a reduction in the rates.

An average annual national growth rate of 2% during the last intercensal period, 1990-2000, confirms the trend towards a sustained decline that, according to current projections, will be maintained for the next 25 years. At a 2% growth rate, the country's population will double in about 35 years.

However, although there will be a deceleration in Panama's growth rates, significant contingents will be added to the population in absolute numbers, due to demographic inertia. According to current

Census Years	Population	Absolute increase in population	Intercensal growth rate (in %)
1911	336,742	109,356	3.2
1920	446,098	21,361	0.5
1930	467,459	155,117	2.8
1940	622,576	182,709	2.6
1950	805,285	270,256	2.9
1960	1,075,541	1352,541	3.1
1970	1,428,082	377,205	2.5
1980	1,805,287	524,042	2.6
1990	2,329,329	509,848	2.0
2000	2,839,177		

Source: CGR/DEC, National Population Censuses, 1911 to 2000

population projections, the number of inhabitants will increase by a little more than 900 thousand individuals over the next two and one half decades (2000-25), and the country will reach three million inhabitants in 2004.

The evolution described above, from high growth to a slower growth of the population is a process known as demographic transition, whose phases first show a reduction in mortality and later in fertility, although not at the same rhythm, and this becomes the principal component in population growth.

Currently Panama is situated in the stage of full demographic transition. Mortality has fallen in a constant and progressive manner, whereas fertility has been declining slowly.

Infant mortality estimates arising from the population projections clearly show a descending trend, from values of 93 to 19 per thousand live births, during the five-year periods 1950-55 to 2000-05, respectively. General mortality has fallen by more than one half between 1950 and 2000, from 13.17 to 5.10 deaths per one thousand inhabitants.

The trend in mortality decline and, in particular the drastic reduction in infant mortality, led to an increase in life expectancy at birth for the Panamanian population from 55.2 years in 1950 to 74.5 years in 2000 (equivalent to a 35% increase); this reflects a substantial increase of 19.3 years in this indicator. For 2000, life expectancy at birth for males is estimated as 72.2 years and 76.9 years for females. Gender differentials favour the women and are accentuated as life expectancy increases. In 2000, this difference is estimated at 4.7 years, versus 1.9 in 1950.

Fertility in Panama began to decline during the 60's. According to estimates, the birth rate has declined somewhat more than 47% between 1960 and 2000, and total fertility rates fell from 5.9 to 2.5 children per woman over the same period.

The national average for population growth and other demographic variables, however, is not equal across provincial boundaries within the country. Similarly, population distribution among different provinces and areas of the nation's territory is heterogeneous, which is related to evolution and change from different factors of economic and social development the country has undergone.

Between 1950 and 2000, the proportion of the population in urban areas climbed from 36 to 60 of every one hundred persons. For 2000, Panama province alone held almost 49.0% of the country's

total population, with an intercensal growth rate of 2.6%, above the national average, clearly demonstrating its characteristic as an area of migrant attraction, by concentrating the main activities sustaining operations of the country's institutional and economic systems.

In contrast, Los Santos and Herrera provinces, with growth rates of 0.8% and 0.9%, respectively, have traditionally had low fertility and out-migration of their population towards other provinces. A province such as Veraguas also shows a low growth rate (0.5%) over the last decade, which is a product, among other factors, of the segregation of districts which became a part of the Ngöbe Buglé comarca at the end of the 90's, and which were characterized by high rates of population growth (see table 9).

It should be noted that with the creation of the indigenous comarcas and their later segregation from the provinces of which they were a part, provinces such as Bocas del Toro, Chiriquí, Darién and Veraguas underwent a population reduction.

The ethnically indigenous population grew at a rate of 3.9% between 1990 and 2000 (almost doubling the national average), increasing their participation in the total population from 8.3% to 10%. There are eight indigenous groups: Kuna, Ngöbe, Buglé, Teribe, Bokota, Emberá, Wounaan and Bri bri.³

With regard to gender, the Panamanian population has been characterised by maintaining a slight predominance of males over females at both the national level and in rural areas. The 2000 Census enumerated 1,432,566 males (50.5%) and 1,406,611 females (49.5%), which provides a sex ratio of 101.8 males for every 100 females. This index is 96.2 and 111.8 for every 100 females in urban and rural areas respectively. Among the indigenous population, the sex ratio is 105.0 males for every 100 females, i.e., five additional males for every 100 females.

With regards to age structure, one could say that the Panamanian population has tended to age gradually due to the combined effects of demographic variables. At the current stage of evolution, this is associated primordially with a continuing decline in fertility, which has a more direct influence and one of greater magnitude on population age structure.

The increase in median age of the population from 18 years in 1970 to 22 years in 1990, and to 25 years in 2000 confirms this evolution. Similarly, changes in

Population by province

Table 9

Province	1990		2000		Intercensal growth rate 1990-2000 (%)
	Number	%	Number	%	
Total	2,329,329	100.0	2,839,177	100.0	2.0
Bocas del Toro	74,139	3.2	89,269	3.1	1.9
Coclé	173,190	7.4	202,461	7.1	1.6
Colón	168,294	7.2	204,208	7.2	2.0
Chiriquí	322,130	13.9	368,790	13.0	1.4
Darién	35,862	1.5	40,284	1.4	1.2
Herrera	93,681	4.0	102,465	3.6	0.9
Los Santos	76,947	3.3	83,495	2.9	0.8
Panama	1,072,127	46.1	1,388,357	49.0	2.6
Veraguas	198,495	8.5	209,076	7.4	0.5
Kuna Yala comarca	34,044	1.5	32,446	1.1	-0.5
Emberá comarca	7,970	0.3	8,246	0.3	0.3
Ngöbe Buglé comarca	72,450	3.1	110,080	3.9	4.3
Indigenous Population	194,269	8.3	285,231	10.0	3.9
Urban Areas	1,251,555	53.7	1,764,771	62.2	3.5
Rural Areas	1,077,774	46.3	1,074,406	37.8	-0.0

Source: CGR/DEC, National Population and Housing Censuses 2000, "Resultados Finales, Total del País", Volume II, Population, June 2001.

population pyramids corresponding to the 1990 and 2000 censuses confirm the population ageing process.

There are three important facts that stand out in the evolution of the age structure as classified in three large groups: less than 15, 15 to 64 and 65 or more years of age (see table 10). First of all, a trend towards reduction in the proportion of children under 15 with relation to the population as a whole, in their rate of growth, and in their absolute increases (it should be noted that a comparison between the 2000 Census and projections for 2025 shows an absolute decrease in this age group), as a consequence of fertility declines that began at the start of the 60's.

In second place, the increase in relative importance and growth rate of persons of working age, as well as their absolute and relative increases.

And, in third place, a greater relative increase in proportional share of the elderly population in the country's total population; the increase in their rhythm of growth, with the highest rates of growth among the study groups during the last 30 years (1970-2000), more than 1.5 times higher than growth rates for the total population during each of the intercensal intervals. The greater intensity of change in this more elderly group has no equal in the other groups.

Population distribution and intercensal growth rates by sex and age groups

Table 10

Sex and age groups	Percentage distribution			Intercensal growth rates (in %)	
	1970	1990	2000	1970-2000	1990-2000
Total	100.0	100.0	100.0	2.3	2.0
Less than 15	43.4	34.8	32.0	1.3	1.1
15-64	52.9	60.0	62.0	2.9	2.3
65 or more	3.7	5.2	6.0	4.0	3.4
Males	100.0	100.0	100.0	2.3	2.0
Less than 15	43.4	35.2	32.3	1.3	1.1
15-64	53.0	59.6	61.9	2.8	2.3
65 or more	3.6	5.2	5.8	4.0	3.2
Females	100.0	100.0	100.0	2.3	2.0
Less than 15	43.5	34.5	31.7	1.3	1.2
15-64	52.7	60.2	62.1	2.9	2.4
65 or more	3.8	5.3	6.2	4.0	3.6

Source: CGR/DEC, National Population Censuses 1970, 1990 y 2000.

3.B Economic context

3.B.1 Economic performance

The Panamanian economy showed a deceleration in real growth in 2001, with a growth rate of 0.3%, in accord with the annual change shown by Gross Domestic Product (GDP) at constant prices. This performance was characterized by growth in some external sector activities related to the internal economy. By the end of 2001, GDP had reached US\$10.2 billion. In per capita terms, this meant a 1.3% reduction in GDP for this year, reaching a level close to US\$3,500 per inhabitant.

The Panamanian economy is characterised by a very large service sector (76.9% of GDP).

Agriculture and industry contribute to GDP to a lesser extent, 7.0% and 16.1%, respectively (see figure 1). The country's export dependency has been declining over time with the reduction in the proportion of exports in the GDP, from 46.2% in 1981 to 36.2% in 1991 and 33.4% in 2001.

3.B.2 Labour situation

Preliminary information from the Household Survey carried out between August and September 2001 indicates that the total population aged 15 or more years of age, of working age in the country is 1,952,693 persons, where the non-indigenous population (1,854,729) represents 94.9% and the indigenous population (97,964) constitutes the other 5.1%.

Relating economically active or working population to total population of working age, we obtain labour force participation rates for the total, non-indigenous and indigenous populations of 60.3%, 60.3% and 60.6%, respectively (see figure 2).

At the area level, we find that 1,281,595 persons 15 or more years of age (65.6%) are located in urban communities. Of this group, 787,340 persons (61.4%) participate actively in the labour market. With regard to rural areas there are 671,098 persons 15 or more years of age, and of these 390,592 persons are economically active (58.2%).

An analysis by sex shows that there is greater labour market participation by males than females, since 79.4% of the total male population 15 or more years of age is economically active, while only 41.4% of the total female population in that age group is involved in the labour market. The same relationship is found for the non-indigenous population (78.9% males, 41.8% females) and the indigenous population (89.7% males and 34.1% females).

With relation to 2000, the non-indigenous working-age population has shown a growth of 49,100 persons, evidence of the impact of demographic growth on the labour market.

Furthermore, on comparing the evolution of the economically active population from August 2000 to the present, a slight increase in participation rate can be seen (from 59.9% to 60.3%), which might be explained by the incorporation for the first time of difficult to reach rural areas in this type of surveys.

The highest participation rates are recorded in Darién (64.0%), Veraguas (62.5%) and Panama (62.4%) provinces; the lowest participation rates

are found in Bocas del Toro (51.0%), Chiriquí (54.8%) and Coclé (55.2%) provinces.

With regards to unemployment levels, nationwide the unemployment level is 13.7%; among the non-indigenous population it is 14.4%; and among the indigenous population it is 1.2%.

Upon comparing non-indigenous unemployment from August 2000, we can see an increase of almost one point in percent unemployment, since this rate climbed from 13.5% to 14.4% during the period in question.

Regarding behaviour of this indicator by area, we see in urban areas an unemployment rate of 16.6% as against a rural unemployment rate of 7.8%.

On analysing unemployment rates by province, the highest unemployment levels are found in Colón (20.6%) and Panama (16.4%) provinces; in contrast, the lowest levels are found in indigenous areas (1.2%) and Darién (3.4%), Los Santos (6.4%) and Herrera (7.1%) provinces (see figure 3).

With regards to non-indigenous labour force insertion, the Survey shows that 19% of the employed population is involved in wholesale and retail trade, automotive vehicle, motorcycle, personal effects and household appliance repair; and 17% in activities related to agriculture, livestock, hunting and forestry. Furthermore, the Survey reveals that in a similar fashion, the largest percentage of the unemployed population (18%) formerly held jobs in activities related to wholesale and retail trade, automotive vehicle, motorcycle, personal effects and household appliance repair.

With regards to occupations declared by the employed population, 17% work as street hawkers, in services unclassified in other groups, as labourers and hired hands, etc.; 14% are service workers and salespersons in trade and markets and 11% are office employees.

Concerning the population that declared some occupation, 63% said they were employees, 30% worked as self-employed, 4% were family workers and 2% were employers. Of the 639,628 persons recorded as employees, 64% are in private enterprise, 27.5% in government employ and 8.5% are employees in household services.

3.B.3 Family income

Child labour is related to income asymmetry, as it exists in the country. According to Department of

Economy and Finance (Ministerio de Economía y Finanzas) data, average income per inhabitant is above that in other countries in the region. However, there is a great degree of inequality: the richest 20% of the population concentrates 63% of total income, while the poorest 20% of the population receives only 1.5% of the income. This means that the wealthiest 20% of the population has access on average to 15 times more income than the poorest 20%.

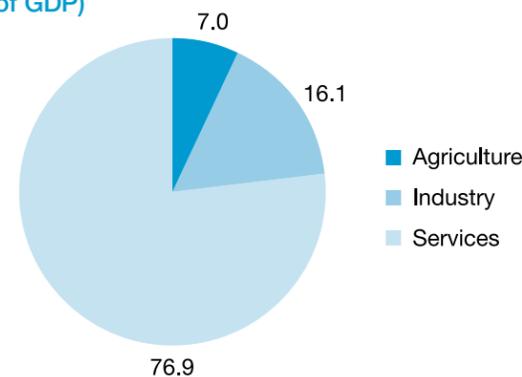
Participation and unemployment rates in the Republic (August 2001)

Table 11

Geographic breakdown	Participation rates per 100 inhabitants	Unemployment rates
Total	60.3	13.7
Non-indigenous	60.3	14.4
Bocas del Toro	51.0	8.8
Coclé	55.2	7.7
Colón	59.9	20.6
Chiriquí	54.8	13.5
Darién	64.0	3.4
Herrera	60.8	7.1
Los Santos	59.6	6.4
Panama	62.4	16.4
Panama district	64.4	17.1
Panama City	64.6	14.8
Rest of Panama district	64.1	20.7
San Miguelito district	62.8	18.6
Western Panama	58.4	13.2
Rest of Panama province	56.6	10.4
Veraguas	62.5	11.0
Indigenous Areas	60.6	1.2

Structure of the economy (As a percentage of GDP)

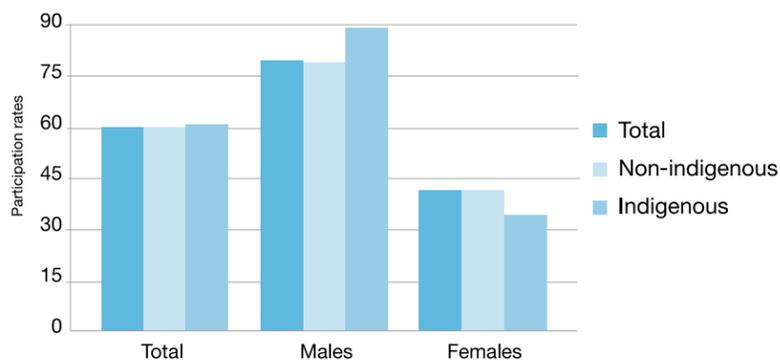
Figure 1



Source: World Bank (September 2002).

Participation rates for total, non-indigenous and indigenous population (August 2001)

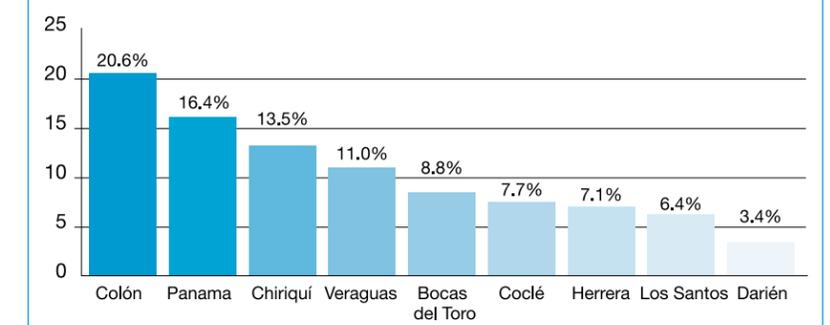
Figure 2



Source: Household Survey (2001).

Unemployment rates

Figure 3



Source: Household Survey (2001).

This asymmetry can also be seen in consumption patterns. National average per capita consumption in 1997 was B/. 1,821.00 per year, varying between B/. 320.00 for the poorest 20% of the population, and B/. 4,182.00 for the wealthiest 20% of the population. Thus, the richest population segment had a capacity for consumption far greater than that of the country's poorest sectors.⁴ During 1999, the Department of Economy and Finance calculated that 53% of children under age 5 were below the poverty line.

At that time, among children 5 to 9 years of age, the incidence of poverty reached 50.4%; while for those 10 to 14 years of age, it was 46%. Therefore, it appears that as their age increases there is a relative decline in the incidence of poverty. However, there is no clear origin or basis for this.

Nevertheless, what does remain clear is that endemic poverty acquires more alarming and complex connotations, over time: in other words, there is a movement from structural poverty towards structural impoverishment. This means that causative factors and resulting consequences become confused.

According to UNICEF, this occurs due to precarious income levels and conditions of poverty and indigence that surround significant population segments.

This problem gradually tends to get worse, as these exclusive scenarios diversify and extend, i.e., where conditions of poverty turn into truly closed spirals of poverty, where whole families and their future generations are condemned beforehand to be poor;⁵ this transcends the barrier of the right to a decent life for present and future generations.

Within these circuits of poverty, most child labourers repeat their parents' histories: start working young to survive.⁶ Currently, children that work to aid parents and grandparents, as happened in the past, are not capable of measuring the mid-term consequences of their incorporation into labour markets, either for their families or for society. These spirals of poverty gradually and gravitationally exclude and distance children from human development and a decent quality of life.

This quasi-cultural fact seems to lay out an uncertain, but always consistent cycle of poverty with an important structural component, which is particularly rooted in rural areas, where it is considered "natural" for children to undergo early incorporation into productive activities, in order to assist parents in reducing costs associated with subsistence production and simple marketing. To an important degree, rural-urban migrations also have a bearing on this process.

These migration streams reduce the rural adult labour force, increasing its cost through scarcity, so that it must be quickly replaced through formal and informal hiring of women and children.

In general terms, Panamanian male child labourers are basically dedicated to agricultural activities, while the girls are employed mostly as domestic help. In urban areas, we also find manifestations of street labour and in parallel, an increase in violence and sexual exploitation of children, as a mechanism for survival and income generation.⁷

3.C Legal and regulatory context

Panama, as a member country of the International Labour Organisation (ILO), has ratified a considerable number of the Conventions. From 1919, when the ILO began its functions under the Versailles Treaty, through 2000, Panama had ratified seventy-four (74) international conventions in labour affairs, and of these only sixty-seven (67) are in effect.⁸ Thus, through the year 2000, 73% of the Conventions ratified by Panama were concentrated in the decade of the 70's, while only 20% were from the period before 1970 and only 7% after that decade.

For diverse motives, the eighties was a period during which the country did not ratify international conventions, by means of Decree N° 25 of November 30, 1981, the provisions were set for the application of both Convention N° 77 of 1946 on medical exams for children in the industrial sector, and Convention N° 78 of 1946 on medical exams for children in non-industrial labour. These conventions are related to the impact of working conditions on children, and represent a significant advance, insofar as they transcend individualistic labour contract logic. They are an adequate articulation of labour conditions, type of activity and labour contracts.

Nevertheless, from 1990 onwards, public policy and social programmes designed to support children's needs underwent significant transformations. To a certain degree, this is a response to two factors. First, the set of systematic orientations and provisions created on the international scene regarding these problems; second, society's participation in setting public policy. These two factors, among others, have a bearing on the signing of the United Nations Convention on the Rights of the Child. This Convention systematises a set of rights and guarantees setting children equal to human beings with substantial rights to a decent life.

In any case, in Panama, regulations related to child labour are stated preferentially in the Constitution, Labour and Family Codes. This set of norms that makes up our Magna Carta and both Codes, together with international Conventions and the Convention on the Rights of the Child, ratified by Panama, constitute an integrated set of laws orienting provisions regarding child labour, as well as those aspects related to type of activity, level of schooling, and social risks involved in implementing child labour.

3.C.1 The Constitution of the Republic of Panama

One of the most important references in labour legislation on child labour is Article 17 of the Political Constitution of the Republic of Panama, which says "authorities of the Republic are instructed to protect the lives, honour and goods of citizens wheresoever they may be found and of the foreigners under their jurisdiction; insuring the effectiveness of individual and social rights and duties, and to comply with and enforce the Constitution and the Law". This responsibility of the authorities, according to Article 19 of the Constitution, is to be carried out in a manner in which "There will be no exemptions or personal privileges nor discrimination due to race, birth, social class, gender, religion or political ideas".

From this perspective, children, as Citizens of the Nation, have the same fundamental rights as adults. But these rights are not only inherent to their citizenship, but must be, in turn, guaranteed by the State and the agencies that it may designate, create or establish for that purpose. The guarantees for fundamental rights of children are structurally related to their condition as human beings, who in a specific historical situation, determined by need, seek or are given employment. Therefore, insofar as it is an historical situation determined, provoked and generated by dynamic, structural and contingent conditions, child labour may also be conditioned by social, commercial and cultural pressure, as well as legal regulations. Thus, it is not only by means of legal norms that labour relations concerning child labour can be regulated.

For example, in the Constitution, in Article 52, 63 and 66, parameters are to regulate those labour relations in which children are implicated. This set of articles establishes each child's rights, insofar as s/he is a citizen with full social economic, cultural and educational rights, among others, even though s/he does not yet enjoy political and juridical citizenship. Thus, in all spheres of social and labour affairs, a child enjoys the same fundamental rights as an adult.

The National Constitution of the Republic of Panama recognizes the fundamental rights of children in Article 52, which indicates that the State will protect the physical, mental and moral health of minors and will guarantee their right to food, health, education, safety and social welfare.⁹ Thus, the State guarantees both a child's quality of life and his/her effective human development. With this, the State of law sets the basis for its main function as an entity that equalizes social and labour conditions. This basis for the social State, which still exists in the Constitution, but was eliminated from the Labour Code, allows a prioritisation of rights of minors at risk in social and labour situations.

Therefore, the propositions of Article 52 implicitly suppose that in the labour milieu, a child labourer can obtain, also as is proposed in Article 63, an employ in identical conditions and with the same salary as an adult, but always under special protection by the State. Equality in wages and working conditions, furthermore, is subject to the working shift as indicated in Article 66. Said Article indicates that the maximum daily shift may be reduced to six hours per day for those over 14 years and less than 18. In addition, this article prohibits work by those less than 14 years of age and work on night shifts for those less than 16 years of age, except in those exceptions set by the Law. Thus, there is a special labour regime for minors.

3.C.2 The Labour Code

The Labour Code, furthermore, specifies characteristics for minors seeking work, types of labour market insertion and types of labour that they may not perform in a labour supply and demand scenario. These rights and restrictions are set down in articles 117, 118, 119, 120, 121, 122, 123 and 124. Thus, the Labour Code specifies to a certain extent general provisions established in the Constitution. On the one hand it sets out prohibitions and on the other conditions under which labour activity is allowed.

In the first case, Article 117 of Section Two of the Labour Code, On Child Labour, deals with prohibitions. This article, like Article 510 of the Family Code stipulates the jobs that are prohibited for those less than 18 years of age.¹⁰ Article 117 of the Labour Code reads as follows: "The following are excluded from working:

1. Minors who have not reached the age of four teen years.
2. Minors up to fifteen years of age who have not completed primary education."

This article guarantees the right to education, as established as a fundamental constitutional right, at the same time it establishes age controls for labour market insertion. These forbid participation in productive activities formally implying subordination, dependence and remuneration for minors who have not completed their primary instruction, in other words, those minors with insufficient education to be able to perform properly in daily activities with an adequate quality of life. For these effects, this right extends only through the completion of primary education. In addition, keeping in mind the right to education, but aware of the real existence of any of the types of discrimination, it establishes a minimum age for working and carrying out lucrative productive activities.

Article 118 of the Labour Code also stipulates that, “Those aged less than 18 years of age shall be excluded from jobs that by their very nature or the conditions under which they are carried out, may be hazardous to the lives, health or morals of the workers, especially the following:

- Work in clubs, cantinas and other places where retail alcoholic beverages are sold.
- Passenger and merchandise transportation by road, railroad, airborne navigation, interior waterways and labour on docks, embarcaderos and warehouses.
- Jobs related to generation, transformation and transmission of electrical power.
- Handling explosive or flammable substances.
- Underground jobs in mines, quarries, tunnels or sewers.
- Handling substances, devices or apparatuses that may expose him/her to radioactive effects.

The provisions of items 2, 3, 4 and 5 of this article will not apply to work carried out by minors in vocational schools, as long as said labour has approval and oversight by competent authorities.”

Thus, the Code sets parameters for jobs “that by their very nature or the conditions under which they are carried out, may be hazardous to the lives, health or morals of the workers”. In this sense, in spite of the fact that there is a differentiation between job nature and conditions, which is important for undertaking a discussion on the worst forms of child labour in the country, the Code does not characterize child exploitation.

Nevertheless, this classification of jobs hazardous to the lives, health or morals of the workers is a first step in identifying forms of labour that destroy, reduce or minimize possibilities for a quality of life in tune with human development param-

eters required for this population group. What is important in Article 118’s classification is that it characterizes the scope of the effects on children, taking into account a job typology. However, this must be further specified by respective institutions, according to existing norms.

Article 118 of the Labour Code, then, proposes minimum parameters for different types of labour to be carried out by minors. Pursuant to this article, there are hazardous jobs that children may not carry out. In fact, the characterization of types of labour by nature and condition, presented in Article 118, poses a discussion on economic activities, jobs, functions and tasks related to job execution, that are dangerous and degrading; in these, and in some but not all cases, the child neither has nor can rely on adequate labour conditions nor social security coverage, and, of course, does not attend school.

In Article 119, the Code also indicates economic activities in which minors may be employed with restrictions. According to this article, minors may be contracted or employed only to carry out light work in agricultural activities, and only outside school hours. On September 1, 1995, the Supreme Court ruled an Appeal on Unconstitutionality regarding declarations indicating that minors between 12 and 15 years of age could carry out these activities, since these exceptions are subject to the conventions ratified by Panama. To wit, those over 14 years of age are the ones who may be contracted in agricultural exploitations. Article 123 also indicates that minors are allowed to work as household workers with light tasks, and with prior authorization from the Department of Labour and Manpower Development and as long as they comply with the dispositions of Article 119 regarding their education and Family Code provisions are met, which indicate that those under age 14 are forbidden from working in domestic service and in unhealthy activities.

An employer who has a minor working for him/her is under obligation send him/her to an educational establishment at least through completion of primary education, and due to educational reforms, this right extends through completion of basic education. To these ends, the State is required to provide free education to the population up to age 15 years. This age coincides with formal provisions on the minimum age for admission into the labour force. Thus the fundamental right to education, which must be guaranteed by the State, is conditioned to the use of the labour force and the unavoidable obligations of the employer.

In connection with Article 117, Article 120 prohibits minors from working at night, from 6:00 P.M. through 8 A.M., in over-time, on Sundays or holidays, and days of national mourning. Article 120 implicitly states the working shift for minors. This is later expressed explicitly in Article 122, where it indicates that the working shift will take into consideration the child’s schooling requirements, and therefore, the shift may not exceed:

- Six hours a day and thirty-six per week, for those under sixteen years of age; and
- Seven hours a day and forty-two hours per week, for those under eighteen years of age.

Finally, Article 121 stipulates that contracts concerning labour by persons less than 18 years of age must be entered into with intervention by a parent or legal guardian. According to this provision, if there are no parents, the contractual relationship will be formalized directly by the interested minors, but with authorization from the respective administrative labour authority. This means that, pursuant to Article 124, any employer that contracts services from workers under eighteen years of age must keep a special registry, which includes the following for each minor:

- Name and surname and those of his/her parents or guardians, if any;
- Date of birth;
- Residence;
- Type of work being done;
- Specification of the number of hours worked;
- Shift schedule;
- Salary earned;
- Educational grade received.

The Labour Department has drafted a list of requirements for approving working permits for minors indicating the following:

- A parent or guardian should fill out the form;
- The employer or legal representative should fill out the form;
- The minor’s representative and the firm must sign the form;
- Two photocopies of the permit sheet once it has been signed;
- A photocopy of the national identity card of the signing parent or guardian;
- A medical certificate;
- Orientation for the one requesting the working permit;
- Must be signed by the Labour Inspector General;
- Minor must be under 18 and over 14 years of age;
- The maximum duration of the working shift will be six hours per day and only during the day;

- The working minor will have the right to a wage, social provisions and other guarantees provided to adults by labour laws;
- One passport-size photograph;
- Copy of birth certificate.¹¹

In summary, the Labour Code allows minors to work as long as tasks are light and their shift is compatible with school schedules, and sets a minimum age for working according to the type of job activity carried out.

3.C.3 The Family Code

The Family Code further specifies the provisions of the Labour Code. The Family Code was established under Law 3 of 17 May 1994 and published in The Official Gazette No. 22,591 on 1 August 1994. It confirms and develops the labour rights of minors from the former Code, in Book II, On Children, Chapter II On the Fundamental Rights of the Child, Title V On Child Labourers (Articles 508-513). Furthermore, Title II on Welfare Institutions, Chapter III On Labour Aspects, Section One: On Labour Protection of Minors (Articles 714-715) and Section Two On Labour by Women and Children in Agricultural and Domestic Activities (Articles 716-718) establish basic guidelines regarding labour activities in different productive environments.

This set of articles basically advises about the prohibition of labour for minors under 18 years of age, in normal conditions in some cases and in others in situations hazardous to life, health or morals, or if they affect regular school attendance. The Code also regulates working shifts for children. Finally, the Code establishes social provisions for working minors similar to those granted to adults. In practice, those of the Family Code have complemented the provisions of the Labour Code.

To these ends, Family Code Article 508 defines child workers. According to Article 508, a child labourer in conditions unauthorized by law is one under fourteen (14) years of age in any type of occupation; and one over that age but less than eighteen (18) years of age involved in occupations expressly prohibited by law.¹² This legal provision is ratified by Article 509, which establishes in a restrictive sense that children under 14 years of age are prohibited from working, except as indicated in Article 716 of the Code, according to Constitutional provisions. The latter article stipulates a restrictive prohibition against any minors between the ages of 12 and 14 years working as domestic help or in un-healthy occupations. Any exceptions must be regulated by law; in those

cases the legislator is empowered to stipulate what would be pertinent and necessary according to the Law's mandate.

Subsequently, Family Code Article 519 indicates that all minors under 18 years of age are prohibited from carrying out any job that due to its nature or the conditions under which it is carried out, would present a risk to life, health or morals or would affect their regular attendance at an educational centre.

The following activities are considered as such:

- Work in nightclubs, cantinas, discotheques and other places where retail alcoholic beverages are sold.
- Jobs related to games of chance and luck, such as horse racing, casinos and others;
- Passenger and merchandise transportation by road, railroad, airborne navigation, maritime and interior waterways and labour on docks, ships and ware houses.
- Jobs related to generation, transformation and transmission of electrical power.
- Handling flammable substances;
- Underground jobs in mines, quarries, tunnels or sewers.
- Handling noxious or dangerous substances, devices or apparatuses that may expose him/her to radioactive effects.

The National Family and Child Council will establish regulations against use of minors in public spectacles, cinema, theatres, or commercial messages for cinema, radio, television and publications of any type that place the dignity and morals of the child at risk.

It is worth noting that numbers 3, 4, 5 and 6 of Article 510 do not apply to youths in vocational school, as long as that labour is approved and supervised by competent authorities. Thus, they do not apply when the activities in a firm correspond to curricular practices.

Taken together, this article has two more points than Article 118 of the Labour Law, to which it is related. These are related to games and activities of chance and luck and those related to spectacles that place children's morals at risk. Both are important, since Panama, in view of its scant industrial development has seen significant development of the service and trade sectors.

Furthermore, Article 511 stipulates that minors need to comply with established requirements in order to work, with regards to both substantive labour laws and respective procedures. In

any case, it is possible for a minor to work, as long as the means for labour market insertion, type of activity and types of contract are not incompatible with the stipulations in the respective legislation. In labour market terms, the article proposes mechanisms to be followed for remunerated labour in productive employment. Nevertheless, this insertion will be conditioned by Article 512, which sets the maximum length for working shifts for minors. This will be six (6) hours per day, during a shift that may only be during the day and that at no time will affect his/her attendance at a centre of learning, nor will it imply harm to his/her physical or mental health. By no means does the Code indicate any possibility for night work of any type.

Family Code Article 513 proposes that the minor shall have the right to a salary, social provisions and other guarantees that the labour laws provide for adults. Their wages must be proportional to hours worked, and under no circumstances may their remuneration be less than the minimum wage established by law. This regulates their economic dependence as a function of a particular type of subordination. But according to Article 713, no minor under eighteen (18) years of age may be admitted to a job without first presenting a medical certificate attesting to his/her health and physical capacity for the task which s/he is to perform. To wit, Article 715 stipulates that those under eighteen (18) years of age will be submitted to medical exams at least once a year, to determine whether the tasks carried out are harmful to their health or normal development, which is in line with indications in the international conventions ratified by Panama.

These provisions established in Articles 713 and 715 are also valid in the case of women and minors between twelve (12) and fourteen (14) years of age carrying out agricultural and household labours, according to regulations on hours, salary, contract and type of labour established in the Labour Code, as is indicated in Article 716. The State, through the corresponding institutions, pursuant to Article 717, will oversee that conditions are adequate, even though work activities are carried out seasonally or during school vacations. The State, pursuant to Article 717, will guarantee that the norms on shift, type of labour and salary are not violated. Thus, all public or private companies contracting women and minors must insure that they have an adequate physical milieu and sufficient rest periods to take meals and recover their energy. A decent job must guarantee these working conditions.

3.C.4 ILO Conventions

Everything contained in the Constitution and Codes is also assembled and developed in Laws 17 and 18, corresponding to Conventions 138 and 182, proposed by the International Labour Organisation (ILO) to the countries as a means for protecting boys and girls from any type of child or labour exploitation. Panama has ratified these Conventions, and they characterise a set of relationships existing between employment, job functions, job context and position. Their integrated perspective of the phenomena of child labour and exploitation makes them effective legal instruments. Finally, it is these legal instruments that are oriented to protecting and guaranteeing minimum conditions for children that are employed in different productive sectors.

Labour legislation referring to child labour, as inspired by international Conventions that are a part of the "formal" labour framework, is not fully in effect in practice, since all of the dispositions have yet to be formally regulated and established as obligatory for the country.¹³ Thus, at the current stage, in a scenario where labour is ever more fragmented and flexibilised, thereby losing its characteristic stability, age rigidity imposed by the norm makes labour relations more complex, especially since the laws themselves are not aimed at directly combating the causes (equitable distribution of wealth) but the consequences (reduction of the scourges of poverty), child labour. Perhaps this age rigidity will be one of the major barriers to be overcome in the near future, if transformation of decent employment into a scarce good continues.

3.C.5 Convention on the Rights of the Child

Another legal provision establishing parameters for employment activities is the "Convention on the Rights of the Child,"¹⁴ which Panama ratified on 6 November 1990, under Law N° 15, 6 November 1990, approved by the Legislative Assembly and published in Gazette N° 21,667 on 16 November 1990. With the conversion of this Convention in law, Panama assumed the commitment to guarantee respect for the fundamental human rights of children, by incorporating the Convention on the Rights of the Child into the national legal system. This Convention establishes the responsibility of the signatory countries to guarantee and comply with the rights set down therein, among which we find the one indicating that all boys, girls and adolescents must be protected from all sources of labour and sexual exploitation.

The Convention acknowledges children's right to be protected from economic exploitation and the performance of any type of labour that is hazardous, harmful to their health, or to their physical, mental, spiritual, moral or social development, and therefore could hinder their education. The Convention also indicates the need to adopt legislative, social and educational measures that allow a clearly established minimum working age, adequate regulation of working shifts and conditions; and finally, a set of sanctions associated with the violation of what has been established by vote and international provisions.

The Convention on the Rights of the Child engages the country in the protection of children's rights and the edification of social policies aimed at eradicating exploitation in the performance of any dangerous job that might hinder adequate human development for this group of the population. With regards to the provisions on child labour, Article 32 of the Convention on the Rights of the Child recognizes a child's right to protection from all types of exploitation. Among these are those involving child labour.

The Convention defines these forms of exploitation, which include the worst forms of child labour, as all forms of slavery or slavery-like practices, such as debt slavery, forced labour; forced or obligatory recruitment of children for use in armed conflict; the use of children in prostitution or production of pornography; use of children in illicit activities, such as drug trafficking; and jobs with a probability of harming their health or safety. Thus, the Convention typifies those labour and social relations that hinder or limit adequate integral development for children.

3.D Social and economic policies: policies related to working children and their families

After exchanging several notes, on 13 June 1996, the International Labour Organisation (ILO), by means of the International Programme for the Elimination of Child Labour (IPEC), signed a Memorandum of Understanding with the Panamanian State wherein both parties are committed to developing a series of actions that would allow a progressive eradication of child exploitation, related to child labour. Child exploitation involves numerous milieus, some visible, others not so visible, as is the case of sexual exploitation of children. This last case requires special treatment, not only through legislation, but also in preventive and care policies, without ignoring its identification within this population segment.

As a part of the activities agreed by ILO and the Panamanian State, under Executive Decree N° 25, 15 April 1997, the Department of Labour and Social Welfare (Ministerio de Trabajo y Bienestar Social, MINTRABS) established a Committee for Eradication of Child Labour and Protection of Child Workers.¹⁵ The Committee includes 17 representatives of governmental and non-governmental institutions and is presided by the First Lady of the Republic and coordinated by a Technical Secretariat under the responsibility of the Office of Labour Inspection of the Department of Labour and Social Welfare,¹⁶ which was, at that time, the advisory, promotional and coordinating unit for directives regarding child labour. For operational effects, the full Committee had advisors from 8 national and international institutions including ILO under the International Programme for the Elimination of Child Labour (ILO-IPEC).

Among the Committee's tasks were efforts to make those activities carried out by the Panamanian Government more responsive regarding child labour. Committee advisors were to contribute to the preparation, supervision and evaluation of the National Action Plan for progressive elimination of child labour and protection of working children.

Additionally, in 1997, under Executive Decree N° 240, dated 30 September 1997, the Pact for Panamanian Childhood was incorporated into the First Lady's Office. The Pact formalized an inter-institutional scaffolding aimed at coordinating public sector policies related to childhood. As a whole, the Pact is an instrument to provide support for different agencies involved in programmes and/or projects to support childhood, primordialy concerned with health and education.

In 1998, Executive Decree N° 9 of 21 April 1998 modified Executive Decree N° 25 of 15 April 1997, which created the Committee for the Eradication of Child Labour and Protection of Child Workers. Among the most important modifications to Decree N° 25 was the ascription of the Committee for the Eradication of Child Labour and Protection of Child Workers to the Department of Youth, Women, Childhood and Family (Ministerio de la Juventud, la Mujer, la Niñez y la Familia).¹⁷ Executive Decree N° 9 also stipulated that coordination of the Technical Secretariat would fall jointly to the Office of Labour Inspection of the Department of Labour and Manpower Development and the National Office for Children of the Department of Youth, Women, Childhood and Family.¹⁸

Later, in 1999, Executive Decree N° 18, dated 19 July 1999, further modified Executive Decree N° 9 of 21 April 1998 (which had modified the earlier Decree N° 25 of 15 April 1997). Decree N° 18 of July 1999 indicated that insofar as the "Committee for Eradication of Child Labour and Protection of Child Workers" should continue ascribed to the Department of Labour and Manpower Development, it became necessary to modify Articles One, Two, Five and Six of Executive Decree N° 25 of 15 April 1997.¹⁹

Article One of this Executive Decree indicates that the "Committee for Eradication of Child Labour and Protection of Child Workers will be ascribed to the Department of Labour and Manpower Development".²⁰ In addition to a change in government department for the Committee, Article Two of Executive Decree N° 18 of 19 July 1999 expands the body of permanent advisors from 4 to 9.

This new provision incorporates co-ordinating institutions and agencies, such as the International Labour Organisation (ILO), United Nations Children's Fund (UNICEF), United Nations Educational, Social and Cultural Organisation (UNESCO), United Nations Population Fund (UNFPA), the Spanish International Co-operation Agency (AECI), the Ecumenical Committee (CE), Panamanian Rectors' Council (CRP), the Ombudsman (Defensoría del Pueblo, DdP) and the Pact for Childhood. At the same time, it reiterates that the Committee will consist of 17 organisations representing the governmental, entrepreneurial labour and social sectors.

For 2000, and within the framework of the 10th Ibero-American Summit of Presidents and Heads of State, the Committee was re-installed and the Government ratified Conventions 138 on the Minimum Age for Admission to Work and 182 on the Worst Forms of Child Labour. Both Conventions set basic criteria for the relationship that exists between a child's physical, intellectual and moral development and his/her working conditions, type of employment and on-the-job performance.

This integral approach to dealing with child labour has been integrated into social policy within the Economic Strategy that considered as its major challenges for 2000 a battle against unemployment, poverty, inequitable distribution of wealth and a reduction in the country's debt. The implicit objective of public policy is, therefore, to promote sustainable human development.

3.D.1 Educational policy

3.D.1.1 Compulsory and free

Article 91 of the Constitution stipulates: "Public education is free at all pre-university levels. It is compulsory through the first level of basic general schooling or education. This gratuity means that the State must provide the student with all those items necessary for his/her learning while s/he completes basic general education. The gratuity of this education does not hinder the establishment of a paid registration fee at those levels that are not compulsory."

Law N° 34 on Education, from July 1995, which modifies Law N° 47, Statutory Law on Education, stipulates in Article 34 that the First Level of Education, or Basic General Education includes 11 years. This level has a universal, gratuitous and compulsory character. It consists of three stages: pre-school education, for those children under four to five years of age, with a duration of two years of age; primary education, for children from six through eleven years of age, with a duration of six grades (1st through 6th); and middle school education, for the population twelve through fourteen years of age, with a duration of three grades (7th through 9th).²¹

To comply with this disposition, the Department of Education (Ministerio de Educación) has a network of schools, high schools and institutes distributed throughout the country, which numbered 4,095 educational institutions in 2001, where 46,751 students attended pre-primary education, 360,793 attended primary education and 197,410 students attended the middle school level.²²

The primary school dropout rate increased from 1.9% in 1990 to 2.4% in 1994. That same year, 10 districts recorded dropout rates above 6.0%, i.e. three times greater than the national average. For that year, the national school retention rate was 77.7% in primary school, the failure rate was 8.6% and repetition was at 9.5%.²³

In 1998, at the primary level 26,629 students failed out of a total registration of 337,072, representing 7.9% of the students, contrasting with 14,764 students that failed secondary out of a total registration of 184,542, representing 8.0% of all students. Similarly, dropout rates were 2.8% in primary and 4.3% in secondary.²⁴

3.D.1.2 Available scholarships

Scholarships for children are a non-reimbursable financial aid offered by IFARHU, to allow students to pay for their study expenses. The scholarship programme includes primary, secondary and university levels with a variable duration. Scholarship duration depends, for example, on scholarship type and mode. Thus, there are scholarships with different modes and objectives. IFARHU has no specific programmes for working students or those at social risk, since their overall objective is to encourage distinguished students. IFARHU has scholarship programmes aimed at students that have completed primary, pre-middle and middle school education.

In addition, IFARHU has scholarship programmes that "implicitly" provide assistance to children at risk, but that are not necessarily in conditions of child labour. Such is the case of community scholarships, collective scholarships and family support scholarships. IFARHU's different scholarship programmes benefit an average of 30,000 primary education students per year.

3.D.1.3 Professional training opportunities for adolescents

Professional training for adolescents follows the line of training seminars and/or courses basically organized by the National Professional Training Institute (Instituto Nacional de Formación Profesional, INAFORP). Professional training programmes carried out by INAFORP have widespread geographic coverage, since they are a part of travelling programmes in different parts of the country. Nevertheless, population coverage is not very broad and only for short periods, once a year for one week or less. This professional training system concentrates on labour activities required by firms in service and industrial sectors. Recently, INAFORP has become involved in the maritime sector and has developed training activities for merchant marine crewmen. However, this has not become an important trend in the professional training environment.

3.D.2 Health policy and health programmes

Health Policy and Strategies (2000 – 2004) have as their objective to universalise and improve access to integrated health services and programmes with optimum levels, reduce the existing gaps in health,

promote actions aimed at improving the nutritional status of the Panamanian population, guarantee healthier environments for the population, improve surveillance and control of health risk factors and strengthen health promotion strategies seeking to improve quality of life and citizen participation and responsibility.

3.D.2.1 Medical services available for children

Pursuant to a new health concept initially proposed at the International Population and Development Conference in Cairo, Egypt (1994), a perspective aimed at improving human quality of life is imperative. Within the framework of the Cairo Population Conference, there was also definition of a need to guarantee, coordinate and mobilize civil society and governmental organizations to approach health problems in general and sexual and reproductive health in particular in such a way that a significant segment of the population achieves access to adequate health services. As part of this strategy, by means of Executive Decree N° 2 of 9 February 1999, Panama also adopted the Platform of Action from the 4th World Conference on Women in Beijing.

According to the Department of Health (Ministerio de Salud, MINSA), this model aims to strengthen equity and sustainability of geographically focused actions following inter-sectorial, decentralized criteria and fostering active participation by civil society and adolescents and youths themselves in the diagnostic process. At the national level, this action by MINSA promotes the defence of children's rights and duties through information, education and communication.

According to MINSA, this care model will increase quality of life for Panamanian children and their families. All of these actions include a gender approach, as well as actions to research and systematise data related to childhood through an information system guaranteeing health on clear scientific grounds.

3.D.2.2 Specific health programmes for children

In 1997, the country undertook a Health Sector Reform as part of modernization of the State. Currently, health management has continued with the process, but has proposed objectives aimed at improving its quality, efficiency, effectiveness and equity.

This health service system has three care levels. The primary level is organised with resources to pro-

vide services for the most frequent basic needs and includes Health Posts, Sub-Centres, Health Centres, Local Primary Care Units, using care models that vary from individual care and household visits to integrated health circuits. The second level includes Polyclinics, Polycentres, Rural and Regional hospitals dedicated to managing acute and chronic diseases. The third level consists of the National high-complexity Hospitals with high resolving power, destined to manage critical, chronic and long-term diseases. According to levels of attention and dimensions that a complaint may assume, there are 801 health establishments throughout the country and minors may seek services indifferently therein as their needs require.

3.D.3 Vocational training opportunities for adolescents

Vocational training for children is not systematically organised, and there are only a few efforts. Law Decree N° 4 of 7 January 1997 regulates the dual professional training system and is part of this new process. Learning contracts constitute a privileged figure whereby a trainee learns and a trainer not only receives a salary as determined by the Law, but must also ensure the trainee a methodical and complete professional training, part of which is given on the job and part at a training centre. The trainee, on the other hand is committed to providing a specific service.

This training contract was foreseen in Article 281 of the Labour Code of 1972. Similarly, the Code stipulates that its regulations are to be drafted by the Executive Branch, which did not take place until 1991. Indeed, learning contracts were regulated by means of Executive Decree N° 36 of 8 July 1991. Later, the Department of Labour and Social Welfare issued Resolution N° D.M. 02-93 on 14 July 1993, whereby the learning contract format was approved. Notwithstanding, it was not until approval of Law Decree N° 4 on 7 January 1997 that the dual professional training system in Panama was regulated, establishing the system with technical and legal content.

With the dual professional training system, the learning contract acquired a significant relevance. The objectives of the dual training programme promoted by INAFORP include training children and adolescents between 14 and 20 years of age without professional training. Thus, it can provide them with knowledge and abilities under contract, where "the learner spends most of his/her time receiving professional training of a primordially practical nature that is directly related to the occupation that s/he wishes to learn. The rest of the time, training is provided in

a training centre where s/he receives a theoretical and technical complement." Therefore, learning contracts represent a significant advance in creating a continuous training system for the country.

The programme known as "Entrepreneurial Uncle" (Padrino Empresario) is also a labour alternative for social problems, preventing undesirable behaviour among youths, and maintaining or fostering their return to the educational system, contributing to achieve educational goals, raising their self-esteem by means of a labour orientation and experience programme, it provides youths with working experience that prepares them to be better workers and promotes family integration.

This Programme is co-ordinated by the Chambers of Commerce, Industry and Agriculture. The strategic objective is to provide preventive

support for those minors that are at social risk. In the final instance, the programme seeks to avoid school dropouts, vagrancy and all those activities that foster delinquency. In synthesis, it is a rehabilitation programme, but with preventive connotations.

The Entrepreneurial Uncle Programme offers employment to youths in activities with little risk to their health and personal integrity. Under this programme, children and adolescents are inserted into jobs and therein gain awareness and responsibility. Participating minors are between 14 and 17 years of age. They are given a shift that does not exceed 4 hours a day, as indicated by the labour laws.

The Entrepreneurial Uncle Programme is carried out in local supermarket chains, where minors are assigned tasks such as packing bags at checkout and tending vehicles in supermarket parking lots.

Characteristics of the study population in the child labour survey



4.A Population composition

4.A.1 Composition, structure and distribution of the total population

The Panamanian Child Labour Survey, carried out in October 2000 by the Statistics and Census Office under the aegis of the Comptroller General of the Republic, enumerated a total of 1,996,153 persons in private dwellings and the related households with minors from 5 to 17 years of age, of which 1,175,617 inhabitants (58.9%) reside in urban areas and 820,536 (41.1%) in rural areas.

The largest population concentration is found in Panama province (46.0%) in contrast to the Darien (1.3%), Los Santos (2.5%) and Bocas del Toro (2.8%) provinces, with the smallest proportions. Indigenous areas are home to 8.9% of the population.

Regarding gender, a sex ratio of 98 males for every 100 females is evidence of the predominance of the feminine gender, which represents 50.5% of the total population (1,008,315). However, sex distribution varies by area. In urban areas, 51.6% are women and 48.4% are men, while in rural areas 51.0% are men and 49.0% are women; in indigenous areas, women represent 50.6% and men 49.4%.

The population breakdown by age group is as follows: 11.4% less than 5 years of age, 37.8% from 5 to 17 years of age and 50.8% are persons over age 18 (see table 12).

With regards to the population age 18 or more years, the smallest concentrations can be found in Darien (1.1%), Bocas del Toro (2.4%) and Los Santos

(2.7%) provinces, while the largest concentrations are found in Panama (46.4%) and Chiriquí (12.6%), with an obvious size differential between them. Indigenous areas hold 7.2% of this population group,²⁵ rural areas 37.7% and 62.3% are found in urban areas.

The foregoing is congruent with observed demographic dynamics, particularly with the evolution of fertility which is higher in those provinces and areas whose absolute and relative numbers of persons over age 18 are smaller, thus boys, girls and adolescents share relatively greater importance in the population.

Another outstanding aspect is the heightened retention of women over 18 years of age in households with boys, girls and adolescents, so that their proportions are higher than those of the males, both overall and by area.

It is important to note that the population dealt with here refers only to that found in households with minors from 5 to 17 years of age present, so that the sex and age composition differs from that of the rest of the households without population in this age group, or from results that include both types of households. For the purposes of any type of comparative interpretation this fact must be kept in mind, since the results are not strictly comparable to those derived from other surveys or population and housing censuses.

Median age for the total population surveyed was 18 years of age. By sex, for males it was 18 years of age and for females it was 20. In urban areas, median ages fell above this value, at 20, 19 and 22 years, respectively, while in rural (17, 16 and 21 years) and indigenous

areas (14, 14 and 15 years), it was generally below the national level, with the exception of the median age for rural women.

Aside from the inherent limitations of the traditional index of demographic dependence,²⁶ values derived from the Survey reveal, together with the median age, a youthful age structure. For every 100 persons in potentially active ages (15-64 years of age) there are 79 dependents (less than 15 years or over 65 years of age). This relationship, although higher in rural (96) than urban areas (67), holds no comparison to the magnitude in indigenous areas (123), which is doubtless a reflection of demographic dynamics influenced by differential socio-economic and cultural conditions.

4.A.2 Population composition, structure and distribution from 5 to 17 years of age

The total population from 5 to 17 years of age consists of a 755,032 individuals, the target population for this study. As was indicated previously, it represents 37.8% of the whole Panamanian population enumerated exclusively in households with minors in this age group. Within the whole population, this group is of considerable demographic weight; insofar as 4 of every 10 persons is a minor between 5 and 17 years of age.

Within the population from 5 to 17 years of age, there are 389,389 males, 51.6% of the total, and 365,643 females constituting 48.4% of the total. The sex ratio in this group is 106.5 males per 100 females or 94 females for every 100 males as a female ratio.

On observing the age composition of the population between 5 and 17 years of age, we find that 39.9% are children 5 to 9 years of age, 39.3% fall in the group from 10 to 14 years of age and 20.8% belong to the population 15 to 17 years of age.

The population of children from 5 to 14 years of age, which represents almost 80% of the population from 5 to 17 years of age, numbers 597,937 boys and girls and the group from 15 to 17 years of age, consists of 157,095 adolescents. These groups are used in a disaggregated manner for the analysis, aware that the block from 5 through 14 includes minors at a pre-adolescent stage, and adding the clarification that this grouping does not correspond to any specific legal or sectorial criteria. In any case a modified five-year grouping has been adopted for the analysis, which is statistically acceptable: 5-9, 10-14 and 15-17 years of age.

The population between 5 and 17 years of age is unevenly distributed across the country, with

56.8% (428,720) living in urban areas and 43.2% (326,312) living in rural areas.

By sex, more than 50% of this population is male in both areas, and by age groups as well, with the exception of 15 to 17 year olds in urban areas, where adolescent females predominate.

Proportional participation by area for age groups in the study population 5 to 17 years of age shows that urban areas maintain a situation similar to that overall, while in rural and indigenous areas boys and girls from 5 to 9 years of age constitute more than 40% of the study group. This is coherent with differential demographic trends by geographic area seen in the country.

As can be seen in table 13, Panama province holds the largest number of minors between 5 and 17 years of age: 332,568 persons (44.0%). Chiriquí province is next in importance, with 12.8% (96,476). The lowest proportions are found in ascending order in Darién (1.5%), Los Santos (2.5%) and Bocas del Toro (2.9%) provinces. Indigenous areas hold 71,841 children, 9.5% of the total; their sex distribution favours females (50.5%), which differs from that found in the country as a whole and the other geographic divisions.

4.B Household economic characteristics

4.B.1 Household composition, structure and distribution

Information on households coming from this survey is extremely important to understand social, cultural, demographic and economic phenomena occurring in our society. Reproduction of social behaviours occurs at the household level, and these affect the population as a whole, since it is there that the ties of solidarity and comprehension are created and exchanged and the first authority regimes are established.

The Child Labour Survey recorded a total 391,004 households, of these 308,135 (representing 78.8%) have male heads of household and 82,869 (21.2%) have female heads of household. This information reveals that male heads of household predominate in the country. Nevertheless, the number of households with female heads is also significant, since this may provide an indication of the breakdown of family ties provoking many boys, girls and adolescents to enter the labour market.

Sex and Age Groups	Total		Urban areas		Rural areas		Indigenous areas	
	Number	%	Number	%	Number	%	Number	%
Total	1,996,153	100.0	1,175,617	100.0	820,536	100.0	176,698	100.0
0 - 4	227,096	11.4	115,340	9.8	111,756	13.6	32,207	18.2
5 - 17	755,032	37.8	428,720	36.5	326,312	39.8	71,843	40.7
18 or more	1,014,025	50.8	631,557	53.7	382,468	46.6	72,648	41.1
Males	987,838	100.0	569,550	100.0	418,288	100.0	84,372	100.0
0 - 4	117,070	11.9	60,398	10.6	56,672	13.5	16,887	19.3
5 - 17	389,389	39.4	218,284	38.3	171,105	40.9	35,569	40.8
18 or more	481,379	48.7	290,868	51.1	190,511	45.6	34,809	39.9
Females	1,008,315	100.0	606,067	100.0	402,248	100.0	89,433	100.0
0 - 4	110,026	10.9	54,942	9.1	55,084	13.7	15,320	17.1
5 - 17	365,643	36.3	210,436	34.7	155,207	38.6	36,274	40.6
18 or more	532,646	52.8	340,689	56.2	191,957	47.7	37,839	42.3

Source: Comptroller General of the Republic (CGR), Statistics and Census Office (DEC), Child Labour Survey, October 2000.

Area and Province	Total				Males				Females			
	Total	5-9	10-14	15-17	Total	5-9	10-14	15-17	Total	5-9	10-14	15-17
Total	755,032	301,284	296,653	157,095	389,389	155,709	153,345	80,335	365,643	145,575	143,308	76,760
Urban	428,720	163,596	168,359	96,765	218,284	85,250	84,971	48,063	210,436	78,346	83,388	48,702
Rural	326,312	137,688	128,294	60,330	171,105	70,459	68,374	32,272	155,207	67,229	59,920	28,058
Non-Indigenous	683,189	268,863	269,420	144,906	353,820	140,295	138,681	74,844	329,369	128,568	130,739	70,062
Indigenous	71,846	32,421	27,233	12,189	35,569	15,414	14,664	5,491	36,274	17,007	12,569	6,698
Bocas del Toro	21,825	9,333	8,425	4,067	11,107	4,798	4,149	2,160	10,718	4,535	4,276	1,907
Coclé	58,398	23,004	23,148	12,246	31,793	12,664	12,187	6,942	26,605	10,340	10,961	5,304
Colón	57,497	22,366	22,760	12,371	28,988	10,960	11,295	6,733	28,509	11,406	11,465	5,638
Chiriquí	96,476	38,764	38,001	19,711	50,659	20,485	20,633	9,541	45,817	18,279	17,368	10,170
Darién	11,267	5,137	4,372	1,758	5,745	2,523	2,196	1,026	5,522	2,614	2,176	732
Herrera	25,936	9,996	10,389	5,551	13,643	5,138	5,614	2,891	12,293	4,858	4,775	2,660
Los Santos	18,723	7,087	7,524	4,112	9,377	3,316	3,827	2,234	9,346	3,771	3,697	1,878
Panama	332,568	129,495	130,265	72,808	170,144	68,053	65,292	36,799	162,424	61,442	64,973	36,009
Veraguas	60,499	23,681	24,536	12,282	32,364	12,358	13,488	6,518	28,135	11,323	11,048	5,764

Note: The non-indigenous area corresponds to the sum of the country's nine provinces. Source: CGR/DEC, Child Labour Survey, October 2000.

Among the households with female heads (82,869), 71.6% are found in urban areas, indicating a greater breakdown among urban family households.

The foregoing assertions are more clearly in evidence when contrasting this information with data on kinship relationships where nationwide only 10.0% of these households declared having a spouse, in contrast to the households with male heads, where 94.0% had spouses.

Median age for heads of household showed little variation by sex, male heads of household had a median age of 42 years and female heads of household 43 years. It is worth noting that a majority of heads of household are concentrated between the ages of 30 and 49 years.

With regards to household size, the Survey found that households headed by males had more members (5.2) than those headed by females (4.6).

Insofar as household composition is concerned, 19.6% of the household population were heads of household, 14.9% were spouses of heads of household, 49.5% were children, 15.2% were other relatives and 0.6% were non-relatives.

4.B.2 Household economic characteristics

Inside the households there is a separation of activities corresponding to the social division of labour, which is determined in most cases by the sex and age of household members. Due to role allocation, there has traditionally been a greater male presence in the labour market, while females have been confined to a domestic milieu; nevertheless, global changes are tending to change this traditional posture.

In this sense, it is worth noting that 81.3% of heads of household of both sexes were occupied and earned an average of US\$325.00 per month. It should be emphasised that there is a clear difference in occupational levels and median income by sex; 88.6% of male heads of household were occupied and earned an average of US\$340.00, while only 53.9% of female heads of household were occupied and received a median income of US\$269.00 which is 26.4% below that of the male heads of household and 20.8% below the national average.

Furthermore, 41.2% of the population aged 5 or more years was participating in economic activities with 87.5% of them employed and 12.5% unemployed.

4.B.3 Characteristics of households with working children

4.B.3.1 Composition, structure and distribution of households with working children

The Survey showed that changes in economic structure have led to greater incorporation of household members in the labour market, especially those less than 17 years of age, as a means to collaborate with sustaining the household.

In this sense, there were 43,259 households with working minors under 17 years of age, which represents 11.1% of the households under study.

These households shelter 273,137 persons of whom 242,265 are 5 years old or older. On average, these households consist of 6.3 members. As can be seen, households with working minors have an additional member when compared to the average number of members for all households.

Among all households with working minors, males headed 82.9% and females headed 17.1%. Only 15.5% of households headed by women declared having a spouse, in contrast to 91.4% of male headed households.

With regards to the internal makeup of household members, 15.8% were heads (male or female), 12.4% were spouses of heads of household, 54.1% were children of the head of household, 16.5% were other relatives and 1.0% consisted of non-relatives.

Median age of heads of household was 45 years for male heads and 41 years for female heads. As can be seen there is a difference of four years in median ages. If one compares the median age of the heads of households with working minors with that of heads of household of all households, in the male case the former value is three years higher and in the female case it is two years lower.

4.B.3.2 Economic characteristics of households with working children

Information from the Child Labour Survey shows that 84.9% of heads of households with working minors are occupied and have a median monthly income of US\$186.00. On the other hand, the Survey found 5,177 male and female heads of household not economically active.

By sex, there is a situation contrary to that found in households without working children; since there

is a larger proportion of occupied female heads of household than males.

Mean income for households with female heads was US\$198.00, which surpasses by US\$15.00 that of households headed by males (US\$183.00).

Of the heads of household that are employed, 51.3% are workers in agriculture, forestry, hunting and fishing; 11.8% work as artisans and workers in mining, construction, manufacturing, mechanics and related occupations; 11.8% as street hawkers, workers in services not classified in other groups, peons and day labourers; 11.2% as service workers and salespersons in trade and markets; and 12.1% were in other occupations.

In accord with the above, 52.5% work in activities related to agriculture, livestock, hunting and forestry; 10.8% in wholesale or retail trade, automobile, motorcycle, personal effects and domestic appliance repair; 6.6% in manufacturing industry; and 5.8% in construction. The remaining 24.3% are distributed throughout the rest of the industries.

With regards to occupational category, 55.8% of the 36,724 working heads of household work independently or are self-employed, 38.4% as employees, 5.3% as employers and 0.5% as family workers.

Of the 14,106 employees, 73.2% are employees in private enterprise, 20.4% are government employees and 6.4% are workers in domestic service.

Regarding labour force participation by members 5 or more years of age in these households, 54.3% (131,587) of the population residing in households with working minors are actively participating in economic activities, 94.2% (123,994) employed and 5.8% (7,593) unemployed.

4.C Dwelling characteristics

4.C.1 Characteristics of dwellings with residents aged 5 to 17 years old

The Child Labour Survey recorded 371,828 dwellings with 1,996,153 inhabitants, which provides an average of 5.4 persons per dwelling. These dwellings had an average of 2.0 minors between 5 and 17 years of age.

Inside the country, there are averages that surpass the national average, in indigenous areas (7.5 persons per dwelling), Bocas del Toro (6.3), Coclé (5.8), Darién (5.6) and Veraguas (5.5) provinces. It is important to point out that these provinces are

characterised by a significant rural population and high fertility, which has a bearing on family size and thus on average persons per dwelling.

Panama province, which concentrates the country's urban populace, falls below the national average (5.1 persons per dwelling), as do Herrera and Los Santos provinces (4.9 and 4.5 persons per dwelling, respectively). These provinces are characterised by having low levels of fertility.

With regards to type of dwelling, the Survey showed that of total private dwellings, 94.0% are individual dwellings, 3.5% are apartments, 1.5% are rooms in tenements and 1.0% constitutes premises not destined to habitation, but used as dwellings (see table 15).

With regards to semi-permanent and improvised dwellings it should be emphasised that these have an average that varies between 6.5 and 5.7 persons per dwelling, which is, in the former case a whole point above the national average. Generally, these dwellings are characterised by being built with non-durable materials, without an adequate number of rooms, which would mean that the resident population is in an over-crowded situation.

Furthermore, it was found that 74.9% of occupied private dwellings are owned, 10.5% are mortgaged, 7.8% are rented, 5.2% are loaned and 1.4% are condemned. Thus, a large majority of the dwellings is owned. Only in the specific case of Bocas del Toro is a significant percentage on

Private dwellings and population resident therein, by type of dwelling Table 14

Type of dwelling	Total dwellings	Total residents	Average persons per dwelling
Total	371,828	1,996,153	5.4
Private dwellings	349,572	1,895,987	5.4
Permanent	298,515	1,570,364	5.3
Semi-permanent	45,201	292,486	6.5
Improvised	5,856	33,137	5.7
Apartment	13,017	58,896	4.5
Room in tenement	5,638	25,118	4.5
Premises not destined to dwelling, but used for habitation	3,601	16,152	4.5

Source: Comptroller General, Statistics and Census Office, Child Labour Survey

loaned dwellings found (34.4%), this is due to the fact that the banana company is located there, which provides dwellings for its employees.

With regards to some dwelling characteristics that could shed light on living conditions for the population between 5 and 17 years of age, these have been grouped around the following criteria: dwellings supplied with water from unprotected wells, rainwater, rivers or streams or a superficial well; dwellings with earthen or other types of floors, understanding others to be reeds, sticks or waste

materials; dwellings without electric light, considering these to be dwellings illuminated by means of kerosene, diesel, gas or other; and those dwellings without toilets. All of these variables are considered indispensable to guarantee the welfare of the population in private dwellings (see table 16).

Related to this characterisation, the Survey revealed that 8.0% of the dwellings are without drinking water, 19.5% do not have electric light, 15.5% have earthen floors and 6.9% are without toilets. Although these percentages at the national level may not appear overtly alarming, the situation within the country is completely different. There are provinces where severe shortages occur in these characteristics, which have a negative repercussion on health, education and psychomotor development of minors, such is the case of Darién province and indigenous areas. In indigenous areas, the situation is much more worrisome, insofar as 51.2% of the dwellings in these areas lack drinking water and 64.7% are without toilets.

4.C.2 Characteristics of dwellings with child workers

The Survey found 43,199 dwellings with working children resident. In total, there are 273,137 persons living in these dwellings, for an average of 6.3 persons per dwelling, which is almost a whole point above the average number of persons per

dwelling when there are no working minors. An average of 2.9 children between 5 and 17 years of age reside in these dwellings.

Averages above the national average are found in Bocas del Toro province and indigenous areas. Nevertheless, it is important to point out that in all provinces the average number of persons per dwelling is higher in those dwellings with working children.

Furthermore, 96.6% of the dwellings with working minors are individual; nevertheless, it is important to point out that the quality of these dwellings is

inferior to that of dwellings without employed children. This is the case so much so that while 14.6% of all individual dwellings are semi-permanent and improvised, in the case of the dwellings of interest to us this, this proportion climbs to 32.9%.

The foregoing is corroborated on studying the above table which focuses on some of the shortages in dwellings with working minors; in this sense, it is important to note that 10.1% of these dwellings are without drinking water, 48.0% do not have electric light, 38.0% have dirt floors and 17.2% are without toilets (see table 17).

Type of dwelling	Total dwellings	Percent
Total	371,828	100.0
Individual dwelling	349,572	94.0
Permanent	298,515	85.4
Semi-permanent	45,201	12.9
Improvised	5,856	1.7
Apartment	13,017	3.5
Room in tenement	5,638	1.5
Premises not destined to habitation but used as dwelling	3,601	1.0

Source: Comptroller General, Statistics and Census Office, Child Labour Survey

Type of dwelling	Total dwellings	Without drinking water	Without electric light	With earthen floors	Without a toilet	Percent			
						Without drinking water	Without electric light	With earthen floors	Without a toilet
Total	368,227	29,338	71,912	57,005	25,489	8.0	19.5	15.5	6.9
Bocas del Toro	8,533	1,127	1,401	601	590	13.2	16.4	7.0	6.9
Coclé	26,211	1,628	10,889	7,456	456	6.2	41.5	28.4	1.7
Colón	27,596	1,977	2,962	1,598	1,177	7.2	10.7	5.8	4.3
Chiriquí	47,836	4,151	9,230	5,937	1,112	8.7	19.3	12.4	2.3
Darién	4,674	1,170	2,473	1,391	1,443	25.0	52.9	29.8	30.9
Herrera	13,934	580	2,513	2,687	212	4.2	18.0	19.3	1.5
Los Santos	10,960	228	1,388	1,451	161	2.1	12.7	13.2	1.5
Panama	177,176	3,051	9,980	9,114	2,712	1.7	5.6	5.1	1.5
Veraguas	27,890	3,428	11,465	9,801	2,478	12.3	41.1	35.1	8.9
Indigenous areas	23,417	11,998	19,611	16,969	15,148	51.2	83.7	72.5	64.7

Source: Comptroller General, Statistics and Census Office, Child Labour Survey

Type of dwelling	Total dwellings	Without drinking water	Without electric light	With earthen floors	Without a toilet	Percent			
						Without drinking water	Without electric light	With earthen floors	Without a toilet
Total	42,872	4,332	20,569	16,287	7,383	10.1	48.0	38.0	17.2
Bocas del Toro	1,143	198	444	164	213	17.3	38.8	14.3	18.6
Coclé	4,537	278	3,381	2,154	62	6.1	74.5	47.5	1.4
Colón	1,882	305	612	427	189	16.2	32.5	22.7	10.0
Chiriquí	4,421	249	1,546	1,301	186	5.6	35.0	29.4	4.2
Darién	1,061	220	749	547	420	20.7	70.6	51.6	39.6
Herrera	1,719	28	773	620	43	1.6	45.0	36.1	2.5
Los Santos	1,474	54	325	403	26	3.7	22.0	27.3	1.8
Panama	13,638	311	2,475	1,960	979	2.3	18.1	14.4	7.2
Veraguas	6,344	758	4,461	3,604	1,164	11.9	70.3	56.8	18.3
Indigenous areas	6,653	1,931	5,803	5,107	4,101	29.0	87.2	76.8	61.6

Source: Comptroller General, Statistics and Census Office, Child Labour Survey

Characteristics of the labour force 5 to 17 years of age



As was indicated in the foregoing chapter, the Survey recorded 755,032 minors between 5 and 17 years of age, constituting the potential population of working age, to analyse their situation in the labour market.

This usage does not mean to validate that at these ages this age group is appropriately dedicated to working instead of being devoted full-time to studying,²⁷ developing and increasing their knowledge, capacities, abilities and aptitudes in the formal education system, as a means for increasing their human capital, enabling them to aspire to better opportunities, productivity, income and life styles.

The incorporation of the population 5 to 17 years of age into the educational system will be dealt with below. For now, emphasis is made on access to work as one of the main motives for minors to cease attending school or to not attend at all.

The core question in the study focuses on the job situation to which the population of minors 5 to 17 years of age aspires, in detriment to other social situations that would provide them with suitable socialisation for good development and enjoyment of their childhood and adolescence.

5.A Size, composition and distribution of the population 5 to 17 years of age by working condition

5.A.1 Size

The labour situation and characteristics of the working child and adolescent population is analysed on the basis of classifications and definitions conven-

tionally used by the Comptroller General of the Republic in the Statistics and Census Office, to estimate indices and dynamics of employment and labour markets.²⁸

According to the Survey, the figure referring to the economically active population age 5 or more years of age is estimated to be 729,299 persons at the national level out of a total of 1,769,057, with a participation rate of 41.2% (see table 18).

The Child Labour Survey, at variance with prior surveys, analysed work within the population less than 10 years of age, estimating a child and adolescent labour force of 57,524 minors 5 to 17 years of age. This population, out of a total of 755,032 boys, girls and adolescents, provides an age specific participation rate of 7.6%, i.e., with regards to the whole population of that age group. This segment of the population represents 7.9% of the country's economically active population encountered in households with children 5 to 17 years of age.

This is just the reality that is presented through the statistical documentation of the Survey, which used households with youths aged 5 through 17 years as the sampling framework. It does not include information on children living on the streets.

As a result, the remaining 697,508 (92.4%) are considered economically inactive, i.e., "outside" the labour force, and represent 67.1% of the whole inactive population (1,039,758).

This implies, in other words, that of every ten (10) minors between 5 and 17 years of age, approximately one (1) has been incorporated into

the labour force and nine (9) belong to the inactive population.

Both groups of children, those active and inactive, are studied in sections of this analysis, attending the need to promote specific policies and actions aimed at the population between 5 and 17 years of age, so that information on minors in general and working minors in particular is required.

Activity rates are low for children between 5 and 17 years of age, as well as their participation within the whole economically active reference population. If one considers those aged 18 or more as adults, for the purposes of this analysis, the participation rate for this group is more than eight times higher than that of the child and adolescent group.

These results reveal the lower participation of the working population between 5 and 17 years of age within the country's total labour force. One could be tempted to infer that since the number of workers is small, it is not relevant. However, it would not be prudent to allow lesser or greater numbers implied by youthful workers to lead to erroneous conclusions in the sense of diminishing the significance that this has for society.

At least two arguments to counteract any possible fallacy that could arise should be noted: each human being must be the core of the development on which

a nation sustains its wealth; and the correct interpretation of quantitative data or quantifiable variables depends to a great degree on the qualitative dimensions of human life. Under these assumptions, the emphasis is made here that we are dealing with a population that, under normal circumstances, should be fully inserted into educational activities as a means to develop its ties to society, and not through participation in gainful and productive activities, which place their physical, mental and social integrity at risk.

The figures related to young workers coming from the Survey provide the most updated estimate on the volume of child and adolescent employment, which is the key axis of this study.

The reliability of the Child Labour Survey, together with the updated cartography for the 2000 population and housing censuses, provide an ample breakdown of information, which will be reviewed as the analysis progresses. The extension of the disaggregated data on the reality of child and adolescent labour offers better options for policy, programme and action design, oriented to a progressive reduction in child employment, as well as protection of human, labour and social rights of the boys, girls and adolescents that participate in the labour market, usually pressed by economic conditions in their household and family milieus.

At a given moment in time, the Survey captured a specific number of young workers; however, depending on the persistence or attenuation of the causes generating child and adolescent labour, these children participate to a greater or lesser extent in a continuous process in the world of work, open to the hazards it causes and damage to their rights. Furthermore, their participation in the country's economic and productive dynamic allows a more precise definition of the employment problem and that of labour market insertion, as well as the difficulties they face in their incorporation into society. Thus, it is of great interest to analyse the child and adolescent labour force according to other variables provided by the Survey, such as age groups, gender and geographic areas.

5.A.2 Distribution by age groups

On analysing the age composition of working minors, there is a predominance of adolescents between 15 and 17 years of age, more than half of the population is question, representing 62.8% (36,166), followed by children 10 to 14 years of age, with 32.3% and then those aged 5 to 9 years with 4.9% (see table 19).

Of each one hundred adolescents between 15 and 17 years of age, 23 participate in the labour force, whether employed or unemployed. The following groups, from 10 to 14 and 5 to 9 years of age have and activity rates of 6.3% and 0.9%, respectively. In other words, the participation rate for those 15 to 17 years of age is almost four-fold than that for the group from 10 to 14 years old, while between the latter group and those between 5 and 9 years of age it is seven-fold.

Upon observing the child and adolescent population by specific ages, the conclusion is that labour force participation rises as age increases.

After 7 years of age, there are ever-larger increases. The absolute difference is slightly more than 4 and 7 thousand minors between ages 14 and 15 years and between 16 and 17 years, respectively.

A total of 21,358 child workers were between 5 and 14 years of age, representing 37.2% of the whole reference population (57,524), with a participation rate of 3.6% within the population as a whole in these specific ages (597,937). This population group takes on special significance since they are below the minimum legal age for access to employment.

Sex and age groups	Total population	Economically Active Population			Economically inactive population
		Number	Percent	Labour force participation rate (%)	
Total	1,769,057	729,299	100.0	41.2	1,039,758
5-17	755,032	57,524	7.9	7.6	697,508
18 or more	1,014,025	671,775	92.1	66.2	342,250
Males	870,768	469,606	100.0	53.9	401,162
5-17	389,389	43,082	9.2	11.1	346,307
18 or more	481,379	426,524	90.8	88.6	54,855
Females	898,289	259,693	100.0	28.9	638,596
5-17	365,643	14,442	5.6	3.9	351,201
18 or more	532,646	245,251	94.4	46.0	287,395

Source: CGR/DEC, Child Labour Survey, October 2000.

Age groups	Total			Males			Females		
	Total	%	Activity rate (%)	Total	%	Activity rate (%)	Total	%	Activity rate (%)
Total	57,524	100.0	7.6	43,082	100.0	11.1	14,442	100.0	3.9
5-9	2,794	4.9	0.9	2,432	5.6	1.6	362	2.5	0.2
10-14	18,564	32.3	6.3	15,196	35.3	9.9	3,368	23.3	2.4
15-17	36,166	62.8	23.0	25,454	59.1	31.7	10,712	74.2	14.0

Source: CGR/DEC, Child Labour Survey, October 2000.

Age (years)	Total population				Male population				Female population			
	Total	EAP		EIA	Total	EAP		EIA	Total	EAP		EIA
		Total	Activity rate (%)			Total	Activity rate (%)			Total	Activity rate (%)	
Total	755,032	57,524	7.6	697,508	389,389	43,082	11.1	346,307	365,643	14,442	3.9	351,201
5	59,043	160	0.3	58,883	31,449	104	0.3	31,345	27,594	56	0.2	27,538
6	56,889	150	0.3	56,739	27,876	140	0.5	27,736	29,013	10	0.0	29,003
7	57,697	500	0.9	57,197	30,266	500	1.7	29,766	27,431	-	-	27,431
8	65,630	946	1.4	64,684	34,145	878	2.6	33,267	31,485	68	0.2	31,417
9	62,025	1,038	1.7	60,987	31,973	810	2.5	31,163	30,052	228	0.8	29,824
10	64,711	1,884	2.9	62,827	34,846	1,450	4.2	33,396	29,865	434	1.5	29,431
11	59,759	2,292	3.8	57,467	31,210	1,909	6.1	29,301	28,549	383	1.3	28,166
12	60,799	3,152	5.2	57,647	31,044	2,704	8.7	28,340	29,755	448	1.5	29,307
13	56,943	4,899	8.6	52,044	28,662	4,229	14.8	24,433	28,281	670	2.4	27,611
14	54,441	6,337	11.6	48,104	27,583	4,904	17.8	22,679	26,858	1,433	5.3	25,425
15	56,343	10,485	18.6	45,858	29,336	7,451	25.4	21,885	27,007	3,034	11.2	23,973
16	49,582	9,136	18.4	40,446	24,083	6,449	26.8	17,634	25,499	2,687	10.5	22,812
17	51,170	16,545	32.3	34,625	26,916	11,554	42.9	15,362	24,254	4,991	20.6	19,263

Note: EAP is the economically active population. EIA is the economically inactive population. Source: CGR/DEC, Child Labour Survey, October 2000.

5.A.3 Distribution by gender

The behaviour of these numbers proves that males participate more in the labour market. Of the children that work, 74.9% are males and 25.1% are females. Thus, seven (7) of every ten (10) economically active persons between 5 and 17 years of age are males.

As a result, when comparing child and adolescent activity rates among males and females, in terms of percentage differences, males outstrip females: overall, the difference is 7 points (almost three-fold greater), and in the 15 to 17 year-old group it is almost 18 points.

These differences are consistent at all ages, in particular after age 11, where they grow on a stable basis, so that the 4 points at this age become 22.3 at 17 years of age.

The male participation rate is 11.1% and the female rate is 3.9%. By age groups, these correspond respectively for males and females to: 31.7% and 14.0% between 15 and 17 years of age, 9.9% and 2.4% between 10 and 14 years and 1.6% and 0.2% between 5 and 9 years of age.

Male activity rates are above the overall average, which is true, both for working minors between 5 and 17 years of age (11.1% vs. 7.6%) and the population over age 5 as a whole (53.9% vs. 41.2%).

Participation by girls and adolescents also increases by age, with the exception of fluctuations between ages 5 and 6 years, and absence of 7 year-old girls in the labour market.

Reasons for reduced female participation in the child and adolescent labour force will be inferred below. This relationship is a positive factor in and of itself. However, it is important not to advance conjectures in this regard, insofar as greater female participation in the economically inactive population may result from the impact of cultural patterns and household sex roles, which suggest different background conditions in their milieu.

To summarize, activity among male children and adolescents is higher than that of their female counterparts: 2.8 times overall, 2 times in urban areas and 3.6 in rural areas.

5.A.4 Distribution by area and province

At the national level, 63.5% of the labour force aged 5 or more years is concentrated in urban areas and 36.5% in rural areas.

With regards to those between 5 and 17 years of age participating in labour markets, the reverse is true: 63.1% (36,309) are in rural areas and 36.9% (21,215) in urban areas.

By age groups, proportions of children and adolescents in the labour force are larger in rural areas at 5 to 9 (6.6%) and 10 to 14 years of age (36.6%), than those corresponding to urban areas (1.9% and 24.9%), nevertheless, those found in indigenous areas are higher still (10.2% and 40.9%). In the case of those aged 15 to 17 years old, just the opposite occurs: 73.2% in urban areas, 56.9% in rural areas and 48.9% in indigenous areas.

By sex, males predominate in the child and adolescent labour force: 80.0% in rural areas, 68.6% in indigenous areas, and 66.1% in urban areas. Sex distribution by age groups offers the same pattern found overall: a greater proportion for each sex among those between 5 and 14 years of age in indigenous and rural areas and a larger proportion of minors between 15 and 17 years in urban areas.

Of the minors, 14.3% in indigenous areas, 11.1% in rural areas, and 4.9% in urban areas participate in economic activity. Participation rates climb as one goes from one age group to the next older one. Activity rates for minors 15 to 17 years of age in indigenous areas (41.4%) and rural areas (34.2%), more than double that of urban areas (16.0%). With regard to participation rates for minors aged 10 to 14 years, those of the indigenous and rural areas are four-fold and three-fold higher, respectively, than urban areas. In the case of children aged 5 to 9 years, the activity rate in indigenous areas is 14 times higher than that of urban areas, triple the national average and almost double that of rural areas, while that of rural areas is almost eight times that of urban areas (see table 21).

There is a sex differential in activity rates. Male activity rates are higher than female rates. The difference in these rates by sex reaches more than 12 points in rural areas and 3 points in urban areas in favour of the males. In rural areas, males have a participation rate of 17.0% and in urban areas of 6.4%. Females in rural areas participate slightly more (4.7%) in economic activities than in urban areas (3.4%).

This gender-related behaviour is also reflected in the economically active population aged 5 or more years, although the differences are less than those found among working minors, which seems to indicate that the population of working children and adolescents reproduces dynamics similar to the labour force insertion of the population taken as a

whole. The gender composition of the child and adolescent labour force may thus constitute an example of the assumption that their specific needs and difficulties, which led them to enter the labour force, are a mirror of the dynamics and processes involving the adult world and society as a whole.

In indigenous areas, 14.3% of the population between 5 and 17 years of age constitutes the child and adolescent labour force. Almost 1 of every 5 males is in the labour force. In the group between 15 and 17 years of age, this ratio climbs to 1 of every 2 persons. In non-indigenous areas (the country's nine provinces), activ-

ity rates are below those in indigenous areas, overall, as well as by sex and age groups. The total participation rate in indigenous areas is double that in non-indigenous areas, female participation is 2.7 times higher and male participation is 1.8 times higher.

As can be seen in table 22, activity rates, in order of relative importance, correspond to the provinces in the following order: Veraguas, Darién, Coclé, Los Santos, Bocas del Toro, Herrera, Chiriquí, Panama and Colón. Panama's rate concentrates the largest proportion of on the child and adolescent labour force, as it does for those of males and females.

Total and economically active population aged 5 to 17 years, by area and age groups, according to sex (Year 2000)

Table 21

Area and age groups	Total			Males			Females		
	Total Population	Total EAP	Activity rate (%)	Total Population	Total EAP	Activity rate (%)	Total Population	Total EAP	Activity rate (%)
Total	755,032	57,524	7.6	389,389	43,082	11.1	365,643	14,442	3.9
5-9	301,284	2,794	0.9	155,709	2,432	1.6	145,575	362	0.2
10-14	296,653	18,564	6.3	153,345	15,196	9.9	143,308	3,368	2.4
15-17	157,095	36,166	23	80,335	25,454	31.7	76,760	10,712	14
Urban	428,720	21,215	4.9	218,284	14,020	6.4	210,436	7,195	3.4
5-9	163,596	404	0.2	85,250	362	0.4	78,346	42	0.1
10-14	168,359	5,289	3.1	84,971	3,843	4.5	83,388	1,446	1.7
15-17	96,765	15,522	16	48,063	9,815	20.4	48,702	5,707	11.7
Rural	326,312	36,309	11.1	171,105	29,062	17	155,207	7,247	4.7
5-9	137,688	2,390	1.7	70,459	2,070	2.9	67,229	320	0.5
10-14	128,294	13,275	10.3	68,374	11,353	16.6	59,920	1,922	3.2
15-17	60,330	20,644	34.2	32,272	15,639	48.5	28,058	5,005	17.8
Indigenous	71,843	10,304	14.3	35,569	7,067	19.9	36,274	3,237	8.9
5-9	32,421	1,052	3.2	15,414	902	5.9	17,007	150	0.9
10-14	27,233	4,211	15.5	14,664	3,456	23.6	12,569	755	6
15-17	12,189	5,041	41.4	5,491	2,709	49.3	6,698	2,332	34.8

Source: CGR/DEC, Child Labour Survey, October 2000.

Child and adolescent labour force by area and province, according to sex (Year 2000)

Table 22

Area and province	Total			Males			Females		
	Total	%	Activity rate (%)	Total	%	Activity rate (%)	Total	%	Activity rate (%)
Total	57,524	100	7.6	43,082	100	11.1	14,442	100	3.9
Urban area	21,215	36.9	4.9	14,020	32.5	6.4	7,195	49.8	3.4
Rural area	36,309	63.1	11.1	29,062	67.5	17	7,247	50.2	4.7
Non-indigenous area	47,220	82.1	6.9	36,015	83.6	10.2	11,205	77.6	3.4
Bocas del Toro	1,726	3	7.9	1,328	3.1	12	398	2.8	3.7
Coclé	5,357	9.3	9.2	4,575	10.6	14.4	782	5.4	2.9
Colón	2,768	4.8	4.8	2,386	5.5	8.2	382	2.6	1.3
Chiriquí	5,975	10.4	6.2	4,714	10.9	9.3	1,261	8.7	2.8
Darién	1,075	1.9	9.5	914	2.1	15.9	161	1.1	2.9
Herrera	1,982	3.4	7.6	1,725	4	12.6	257	1.8	2.1
Los Santos	1,616	2.8	8.6	1,302	3	13.9	314	2.2	3.4
Panama	18,638	32.4	5.6	12,790	29.7	7.5	5,848	40.5	3.6
Veraguas	8,083	14.1	13.4	6,281	14.6	19.4	1,802	12.5	6.4
Indigenous areas	10,304	17.9	14.3	7,067	16.4	19.9	3,237	22.4	8.9

Note: One hundred percent corresponds to the sum of the nine provinces plus indigenous areas, or the sum of urban and rural areas. The non-indigenous area corresponds to the sum of the 9 provinces. Source: CGR/DEC, Child Labour Survey, October 2000.

5.B Employment status of the population 5 to 17 years of age

The analysis of the child and adolescent labour force carried out to this point, with regards to size and distribution by age group and sex, provides information on how many are actually incorporated in the labour market and how many are unemployed (worked previously) or are new workers (never have worked and seek entry to the labour market for the first time), i.e., the unemployed seeking work.

5.B.1 Child and adolescent unemployment

The Survey found 12.5% unemployment in the economically active population 5 or more years of age. A similar value, although slightly below the average, of 12.2% is found for the economically active population 18 or more years of age. In contrast, the unemployment rate among the population between 5 and 17 years of age surpasses the two aforementioned rates, climbing to 16.6% (see table 23).

The 9,548 youths out of work between 5 and 17 years of age consist of 5,824 unemployed (61.0% of the total) and 3,724 (39.0%) new workers (see table 8). The lowest unemployment rate is found in indigenous areas (5.1%), followed by the rural areas (9.2%) and urban areas (29.3%); this latter rate is three times that of rural areas and five times the indigenous areas.

Of the total unemployed child and adolescent workers, 8 of every 10 are between 15 and 17 years of age (81.0%), whose unemployment rate of 21.4% is the highest of the three study groups and the highest level is found among female adolescents, 27.6%, above the average of 21.4%, while that of males is 18.8%.

In the group 10 to 14 years of age, although it has a lower unemployment (9.5%), it is significant insofar as it reflects pressure on the labour market. By gender, it is higher in males overall and in urban areas, while the inverse is true in rural areas. By areas, child and adolescent unemployment rates are higher in urban areas.

Unemployed minors are found more in the non-indigenous areas (94.5%), with a marked influence of Panama province, which absorbs 52.3% of all unemployed, than in the indigenous areas (5.5%). New labour force entrants show a similar geographic distribution. The smallest numbers of unemployed are found, in particular, in Darién (0.5%), Los Santos (1.1%) and Bocas del Toro (1.6%) provinces.

The high levels of open unemployment found in the country are cause for concern in Panamanian society. The Survey revealed the significant dimensions of unemployment among young adults: 33.6% among those 18 and 19 years old; 25.0% among those 20 to 24 years of age; and, 17.6% among those 25 to 29 years of age. The 30 to 34 year-old group

had 11.5% unemployment. In contrast, only 14.3% of those unemployed were over 40 years of age, with an unemployment rate of 5.3%.

Definitely, in terms of the age of those affected, unemployment is a phenomenon that bears heavily on the country's youth, according to the Survey's results.

With respect to the unemployed youth segment, it is important to emphasise in public policy and especially social policy actions aimed at offering training, access to micro credit and employment that would enhance their quality of life

With regards to unemployed minors between 5 and 17 years of age, the following aspects are mentioned: implement measures intended to prevent labour market insertion of the population between 5 and 17 years of age, in general; emphasise non-incorporation of those less than 14 years of age through strict compliance of current laws on minimum age for access to employment; protect the working rights and conditions of minors aged 15 or more years, as well as provide them with training opportunities, and in any case access to decent employment in satisfactory conditions; apply and innovate actions that would bear favourably on their incorporation into the school

Unemployment rates in the economically active population between 5 and 17 years of age, by area and age groups, according to sex (Year 2000)

Table 23

Area and age groups	Total				Males				Females			
	Total	Unem- ployment rate (%)	Unem- ployed	New workers	Total	Unem- ployment rate (%)	Unem- ployed	New workers	Total	Unem- ployment rate (%)	Unem- ployed	New workers
Total	9,548	16.6	5,824	3,724	6,200	14.4	3,919	2,281	3,348	23.2	23.2	1,443
5-9	39	1.4	39	-	39	1.6	39	-	-	-	-	-
10-14	1,760	9.5	1,127	633	1,369	9	954	415	391	11.6	11.6	218
15-17	7,749	21.4	4,658	3,091	4,792	18.8	2,926	1,866	2,957	27.6	27.6	1,225
Urban	6,224	29.3	3,981	2,243	3,955	28.2	2,665	1,290	2,269	31.5	31.5	953
5-9	-	-	-	-	-	-	-	-	-	-	-	-
10-14	954	18	814	140	809	21.1	680	129	145	10	10	11
15-17	5,270	34	3,167	2,103	3,146	32.1	1,985	1,161	2,124	37.2	37.2	942
Rural	3,324	9.2	1,843	1,481	2,245	7.7	1,254	991	1,079	14.9	14.9	490
5-9	39	1.6	39	-	39	1.9	39	-	-	-	-	-
10-14	806	6.1	313	493	560	4.9	274	286	246	12.8	12.8	207
15-17	2,479	12	1,491	988	1,646	10.5	941	705	833	16.6	16.6	283
Non-indigenous	9,021	19.1	5,749	3,272	5,823	16.2	3,919	1,904	3,198	28.5	28.5	1,368
5-9	39	2.2	39	-	39	2.5	39	-	-	-	-	-
10-14	1,534	10.7	1,127	407	1,218	10.4	954	264	316	12.1	12.1	143
15-17	7,448	23.9	4,583	2,865	4,566	20.1	2,926	1,640	2,882	34.4	34.4	1,225
Indigenous	527	5.1	75	452	377	5.3	-	377	150	4.6	4.6	75
5-9	-	-	-	-	-	-	-	-	-	-	-	-
10-14	226	5.4	-	226	151	4.4	-	151	75	9.9	9.9	75
15-17	301	6	75	226	226	8.3	-	226	75	3.2	3.2	-

Source: CGR/DEC, Child Labour Survey, October 2000.

system and school retention. This last aspect includes numerous positive connotations, among which we find the expansion of greater and better probabilities for their future labour force insertion and reduced pressure on the labour market within society in general.

In the case of unemployment of male and female child workers, contrariwise to the situation for older youths and adults, this is not considered an adverse topic, nor does it constitute an essential problem for concern. This must not be interpreted in the sense that this group is not at social risk, given the different pressures that drive these minors to seek effective insertion or reinsertion in the labour market, they may be tempted at any time to become involved in dangerous, illicit, abusive and harmful occupations that would threaten their dignity, freedom, safety, physical and mental health and integral welfare (such as commercial sexual exploitation, narcotic sales, theft and robbery, among others that not only were not investigated by the Survey, but are difficult to ascertain through formal instruments).

The most immediate problem of interest is the counterpart of child and adolescent unemployment: the employed population between 5 and 17 years of age, its range of labour market participation, occupations carried out, hazardous conditions in which it works, extended working shifts, possibilities of merging work and studies, how it values its job through remunerations received, access to social security and labour guarantees, among others, that will be studied in the following sections.

5.B.2 Employed girls, boys and adolescents

The Survey encountered, as a logical counterpart to child and adolescent unemployment, higher rates of employment in the population between 5 and 17 years of age.

The overall child and adolescent employment rate was 83.4%, to wit, 8 of every 10 persons in the labour force in this group are employed, which in absolute terms amounts to 47,976 boys, girls and adolescents between 5 and 17 years of age effectively inserted into the labour market (see table 24).

By age groups, the employment rate is 98.6% (2,755) among children aged 5 to 9 years and 90.5% (16,804) among those 10 to 14 years of age, which are above the average. Youths 15 to 17 years of age, although they constitute 60.0% of the employed population between 5 and 17 years of age, their rate 78.6% (28,417) is below those of the other groups, thus, more than three quarters of the active minors in these ages are employed.

Furthermore, males have an employment rate of 85.6%, which reveals that 36,882 boys and male adolescents are working or have employment. The employment rate for girls and female adolescents is 76.8% (11,094), which is lower than that for boys and thus below the average.

By age groups and sex, overall the male employment rate exceeds that of females, except in the case of children between 5 and 9 years of age, since all of the girls were employed, nevertheless, there were only 362 employed girls as against 2,393 employed boys in that age group.

The results show that 19,559 children between 5 and 14 years of age were working, i.e., 41.0% of the employed population between 5 and 17 years of age were working outside current legislation on minimum ages. Of these 19,559 minors, 16,220 (83.0%) are males and 3,339 (17.0%) are females.

With regards to area of residence, they are found primarily in rural areas, where there are 32,985 persons (68.8%), while in urban areas there are 14,991 (31.2%). This pattern repeats for each sex.

As a result, the employment rate in rural areas, 90.8%, is above that for urban areas (70.7%), and is also above the overall average; however, that for indigenous areas exceeds all of the foregoing at 94.9%. Indigenous areas absorb 20.4% of this employed population while non-indigenous areas absorb 79.6%.

The situation by sex is similar with certain variants. Although differences in employment rate by sex favour males in both urban and rural areas, these differences are more acute in the latter, with 7 points versus 3.3 points in urban areas.

Employment rates by sex are noteworthy in indigenous areas, where females have a higher rate (95.4%) than their male counterparts (94.7%), of particular import here is the prevalence of the higher rate in the 15 to 17 year old group (96.8%).

In indigenous areas, all economically active boys and girls between 5 and 9 years of age are employed, so their employment rates are 100%.

This fact is an indirect indicator of greater impoverishment in these areas, which places greater pressure on children and adolescents for earlier incorporation into gainful activities, as part of the occupied or employed labour force.

As table 25 shows, employment rates over 90% are found in Darién, Los Santos, Veraguas and Bocas del Toro provinces. Rates of over 80% but less than

90% are found in Coclé and Herrera provinces. And rates over 70% but less than 80% are found in Chiriquí, Colón and Panama provinces.

Darien province, which holds just 2.3% of the employed population, has the highest rate of child and adolescent employment, while Panama, with 29.4% of the employed population, has the lowest rate; between these two provinces, the gap reaches 22 points, with Darien holding a distant advantage.

By gender, behaviour is similar by areas and a trend toward higher male rates is maintained with the aforementioned exceptions in indigenous areas and in Colón province, where the female employment rate

(84.6%) provides a difference in their favour of almost 11 points with respect to the male rate (73.8%).

Upon ascertaining the number of boys, girls and adolescents that have or had some labour experience prior to the Survey, the total was 73,299 persons, of whom 74.3% (54,484) were male and 25.7% (18,815) were female. This research, then, takes into account the 47,976 minors employed during the last reference week prior to the Survey; the 5,824 minors that indicated they had worked previously and were currently out of work; and the 19,499 minors not economically active but who declared having worked at some time in the last 12 months.

Employed population between 5 and 17 years of age, by area and age group, according to sex (Year 2000) Table 24

Area and age groups	Total			Males			Females		
	Number	%	Employment rate (%)	Number	%	Employment rate (%)	Number	%	Employment rate (%)
Total	47,976	100.0	83.4	36,882	100.0	85.6	11,094	100.0	76.8
5-9	2,755	5.7	98.6	2,393	6.5	98.4	362	3.3	100.0
10-14	16,804	35.0	90.5	13,827	37.5	91	2,977	26.8	88.4
15-17	28,417	59.3	78.6	20,662	56.0	81.2	7,755	69.9	72.4
Urban	14,991	100.0	70.7	10,065	100.0	71.8	4,926	100.0	68.5
5-9	404	2.7	100.0	362	3.6	100	42	0.9	100.0
10-14	4,335	28.9	82.0	3,034	30.1	78.9	1,301	26.4	90.0
15-17	10,252	68.4	66.0	6,669	66.3	67.9	3,583	72.7	62.8
Rural	32,985	100.0	90.8	26,817	100.0	92.3	6,168	100.0	85.1
5-9	2,351	7.1	98.4	2,031	7.6	98.1	320	5.2	100.0
10-14	12,469	37.8	93.9	10,793	40.2	95.1	1,676	27.2	87.2
15-17	18,165	55.1	88.0	13,993	52.2	89.5	4,172	67.6	83.4
Indigenous	9,777	100.0	94.9	6,690	100.0	94.7	3,087	100.0	95.4
5-9	1,052	10.7	100.0	902	13.5	100	150	4.9	100.0
10-14	3,985	40.8	94.6	3,305	49.4	95.6	680	22.0	90.1
15-17	4,740	48.5	94.0	2,483	37.1	91.7	2,257	73.1	96.8
Non-indigenous	38,199	100.0	80.9	30,192	100.0	83.8	8,007	100.0	71.5
5-9	1,703	4.4	97.8	1,491	4.9	97.5	212	2.6	100.0
10-14	12,819	33.6	89.3	10,522	34.9	89.6	2,297	28.7	87.9
15-17	23,677	62.0	76.1	18,179	60.2	79.9	5,498	68.7	65.6

Source: CGR/DEC, Child Labour Survey, October 2000.

This group of minors, equal to 9.7% of the whole population between 5 and 17 years of age, constitutes the group found by the Survey that are or at some point were involved in the labour market.

5.B.3 Characteristics of the economically inactive population

The central purpose of this study is to ascertain the situation of working children. The study would be remiss in meeting this goal, however, if it does not also examine the situation of the population that indicated it was not economically active.

This statement is based mainly of the following. On the one hand, the number of minors who, although inactive had been a part of the labour market during the last 12 months, as researched and found by the Survey. On the other hand, although household activities are not defined as gainful employment (work), i.e. labour subject to remuneration, it is true that the aid provided by minors within the household, which is usually not researched, holds special interest from the point of view of inferring whether it is compatible with their time dedicated to studies, the right of access

to education, and adult physical efforts and responsibilities assumed by minors, among others.

5.B.3.1 Inactive minors with work experience

As was mentioned above, a contingent of 19,499 inactive minors indicated that they had worked at some time during the preceding 12 months, which represents 2.8% of the inactive population between 5 and 17 years of age, while the remaining 97.2% responded negatively to this question (see table 26).

Of this group that worked during the last 12 months, 70.2% (13,683) are males and 29.8% (5,816) are females. At 5 years of age, there were no interviewees that responded affirmatively to this question, and starting at 6 years of age the number responding affirmatively increases by age, reaching a maximum of 3,735 minors aged 17 years.

The largest number of minors in this situation, 10,057, is found in urban areas (51.6%), and the rest, 9,442, in rural areas (48.4%). In indigenous areas there were 975 minors representing 5.0% of the total of this population segment.

Within the inactive population, 616,157 minors (88.3%) are full-time students, and of these 2.7% (16,879) worked on occasion over the last 12 months, and represent 86.6% of all those that had answered affirmatively.

Among males that did work, an ample majority (90.0%) are students and there are similarities with the females (78.9%).

In the case of inactive females, who constitute more than 50.0% of the inactive population, there were 17,528 (5.0%) women who were housewives, of whom 6.2% did work during the reference period.

In rural areas, the proportion of inactive women declaring themselves to be only housewives was 8.9% (13,176), thus, more than three-quarters of the housewives encountered are rural. In indigenous areas, among the inactive women, 13.0% were

housewives (the highest proportion found), while at the same time there was a lower proportion of female students, compared with other areas and provinces. In urban areas, there were 4,352 housewives, who represented just 2.1% of their gender.

In general, it was encouraging to find that most inactive children and adolescents were fully given over to studies (according to the statement "only student"), which is found at any level of geographic disaggregation.

At the opposite extreme, the girls and adolescents that are housewives at early ages are a motive of concern, due to sequelae arising from this in their ability to develop a positive life project at this stage, which is important for setting favourable goals and the possibilities of a better and more decent life in productive, personal and even reproductive terms.

Area and province	Total		Males		Females	
	Employed population	Employment rate (%)	Employed population	Employment rate (%)	Employed population	Employment rate (%)
Total	47,976	83.4	36,882	85.6	11,094	76.8
Urban area	14,991	70.7	10,065	71.8	4,926	68.5
Rural area	32,985	90.8	26,817	92.3	6,168	85.1
Non-indigenous areas	38,199	80.9	30,192	83.8	8,007	71.5
Bocas del Toro	1,569	90.9	1,214	91.4	355	89.2
Coclé	4,701	87.8	4,153	90.8	548	70.1
Colón	2,083	75.3	1,760	73.8	323	84.6
Chiriquí	4,525	75.7	3,736	79.3	789	62.6
Darién	1,032	96	899	98.5	133	82.6
Herrera	1,729	87.2	1,509	87.5	220	85.6
Los Santos	1,509	93.4	1,264	97.1	245	78
Panama	13,645	73.2	9,662	75.5	3,983	68.1
Veraguas	7,406	91.6	5,995	95.4	1,411	78.3
Indigenous areas	9,777	94.9	6,690	94.7	3,087	95.4

Source: CGR/DEC, Child Labour Survey, October 2000.

Economically inactive population between 5 and 17 years of age, that worked during the last 12 months, by area and condition, according to sex (Year 2000) Table 26

Area and condition	Have you worked at any time during the last 12 months?								
	Total			Males			Females		
	Total	Yes	No	Total	Yes	No	Total	Yes	No
Total	697,508	19,499	678,009	346,307	13,683	332,624	351,201	5,816	345,385
Only student	616,157	16,879	599,278	311,079	12,315	298,764	305,078	4,564	300,514
Only housewife	17,528	1,091	16,437	-	-	-	17,528	1,091	16,437
Other condition	63,823	1,529	62,294	35,228	1,368	33,860	28,595	161	28,434
Urban areas	407,505	10,057	397,448	204,264	7,008	197,256	203,241	3,049	200,192
Only student	378,648	9,025	369,623	190,496	6,256	184,240	188,152	2,769	185,383
Only housewife	4,352	249	4,103	-	-	-	4,352	249	4,103
Other condition	24,505	783	23,722	13,768	752	13,016	10,737	31	10,706
Rural areas	290,003	9,442	280,561	142,043	6,675	135,368	147,960	2,767	145,193
Only student	237,509	7,854	229,655	120,583	6,059	114,524	116,926	1,795	115,131
Only housewife	13,176	842	12,334	-	-	-	13,176	842	12,334
Other condition	39,318	746	38,572	21,460	616	20,844	17,858	130	17,728
Indigenous areas	61,539	975	60,564	28,502	825	27,677	33,037	150	32,887
Only student	43,702	900	42,802	21,353	750	20,603	22,349	150	22,199
Only housewife	4,292	-	4,292	-	-	-	4,292	-	4,292
Other condition	13,545	75	13,470	7,149	75	7,074	6,396	-	6,396

Source: CGR/DEC, Child Labour Survey, October 2000.

An interesting comment regarding the population declared inactive at the time of the Survey, but that was part of the labour force during the year immediately prior to the survey, is that slightly less than three quarters (74.3% / 14,480) came from households of 5 or more members, the rest from households of less than 5 members (25.7% / 5,019). This relationship is similar by gender of head of household, although in the case of male-headed households, the proportion of minors from households of more than 5 members is slightly higher than those headed by females.

By areas, all areas have a greater significance of these minors in households of 5 or more members, but there are variations in importance.

In indigenous areas, one hundred percent of minors between 5 and 17 years of age that had been active during the year are from households of 5 or more members, whether these are male or female-headed households.

In rural areas, in the distribution of minors previously active by size of household, 8 out of 10 come from households of 5 or more members. A similar but slightly higher relationship is found in male-headed households (82.0%), and a slightly lower one in those headed by females (71.7%).

In urban areas, the percentage of previously active minors coming from households of more than 5 members is lower (68.6%) than in other areas, whereas in female-headed households there is a greater concentration (73.1%) in comparison with those headed by males (67.0%).

The inactive population that participated in labour markets during the 12 months prior to the Survey experienced a varied incorporation by duration of employ: 47.5% were occasionally active between 1 and 3 months; 7.0% were temporarily active from 4 to 6 months; 1.5% worked between 7 and 9 months; and 3.8% did so on a more customary basis from 10 to 12 months (see table 27).

By gender, there is a similar pattern, with a predominance of having worked between 1 and 3 months during the last 12 months; however, a temporary employment of from 4 to 6 months was more common among females while work lasting less than one month was more common among men.

In urban areas, the proportion of minors working is only greater in comparison to rural areas in periods lasting 4-6 months and 10-12 months. In indigenous areas, minors with prior gainful activities worked primarily for 1 to 3 months.

Area and province	Total	Duration of work in gainful employment				
		Less than 1 month	1 to 3 months	4 to 6 months	7 to 9 months	10 to 12 months
Total	100.0	40.2	47.5	7.0	1.5	3.8
Urban areas	100.0	37.1	47.0	10.3	0.6	5.0
Rural areas	100.0	43.4	48.1	3.5	2.5	2.5
Bocas del Toro	100.0	55.1	39.0	1.9	2.1	1.9
Coclé	100.0	32.7	54.4	7.7	2.6	2.6
Colón	100.0	36.0	35.4	11.6	8.0	9.0
Chiriquí	100.0	49.9	46.0	2.2	-	1.9
Darién	100.0	29.1	63.1	-	3.9	3.9
Herrera	100.0	47.6	47.5	1.3	2.4	1.2
Los Santos	100.0	39.9	51.5	6.3	-	2.3
Panama	100.0	41.1	42.8	11.0	1.3	3.8
Veraguas	100.0	32.6	55.2	4.6	0.9	6.7
Indigenous areas	100.0	30.8	69.2	-	-	-

Source: CGR/DEC, Child Labour Survey, October 2000.

Labour force insertion by minors at some time during the year prior to the Survey, and who declared that they were students, may be related to their participation in agricultural harvests (coffee, sugar cane, among others), and in occasional activities, such as hawking and others that can be carried out during school vacations. Were this not the case, these minors may repeat their working cycle during the recess from school and in so doing not return to school for different reasons (the possibility of greater permanence at work, more attractive remuneration, family and financial pressures, reaching the age where school attendance is no longer required, lack of educational infrastructure nearby, among others). These assumptions can neither be asserted nor corroborated with statistical data generated by the Survey.

5.B.3.2 Domestic activities within the household

With regard to inactive minors, 70.4% (490,919) carry out household chores on a regular basis, but the Survey does not delve into the nature of these chores.

Females help out at home to a greater extent (75.8%) than their male counterparts (64.9%). This behaviour is the same at all age levels in the study population increasing progressively in the three age ranges studied, especially among adolescents.

By areas as well, there is also a female primacy over males with regards to carrying out household chores, which is somewhat more intense in rural areas, followed by indigenous areas, and finally urban areas.

Economically inactive population between 5 and 17 years of age that does household chores at home on a regular basis, by area and age group according to sex (Year 2000) Table 28

Area and age group	Do you regularly carry out household chores during the week?								
	Total			Males			Females		
	Total	Yes	No	Total	Yes	No	Total	Yes	No
Total	697,508	490,919	206,589	346,307	224,680	121,627	351,201	266,239	84,962
5-9	298,490	161,226	137,264	153,277	75,806	77,471	145,213	85,420	59,793
10-14	278,089	227,500	50,589	138,149	105,106	33,043	139,940	122,394	17,546
15-17	120,929	102,193	18,736	54,881	43,768	11,113	66,048	58,425	7,623
Urban areas	407,505	283,228	124,277	204,264	131,098	73,166	203,241	152,130	51,111
5-9	163,192	84,170	79,022	84,888	39,997	44,891	78,304	44,173	34,131
10-14	163,070	130,579	32,491	81,128	60,267	20,861	81,942	70,312	11,630
15-17	81,243	68,479	12,764	38,248	30,834	7,414	42,995	37,645	5,350
Rural areas	290,003	207,691	82,312	142,043	93,582	48,461	147,960	114,109	33,851
5-9	135,298	77,056	58,242	68,389	35,809	32,580	66,909	41,247	25,662
10-14	115,019	96,921	18,098	57,021	44,839	12,182	57,998	52,082	5,916
15-17	39,686	33,714	5,972	16,633	12,934	3,699	23,053	20,780	2,273
Indigenous areas	61,539	42,354	19,185	28,502	17,446	11,056	33,037	24,908	8,129
5-9	31,369	17,675	13,694	14,512	6,990	7,522	16,857	10,685	6,172
10-14	23,022	18,884	4,138	11,208	8,350	2,858	11,814	10,534	1,280
15-17	7,148	5,795	1,353	2,782	2,106	676	4,366	3,689	677

Source: CGR/DEC, Child Labour Survey, October 2000.

Participation in domestic chores among girls 5 to 9 years of age exceeds 65.0% in provinces such as Chiriquí (65.9%) and Darién (65.6%). By areas, this relationship is highest in indigenous areas (63.3%).

About three-quarters of the population between 5 and 17 years of age (73.0%) that declared doing household chores on a regular basis are found in households with 5 or more members. This pattern is stable throughout all the areas, but is lower in relation to female-headed households in urban areas (54.5%) than in indigenous (76.3%) and rural ones (65.3%).

In general, a majority of the economically inactive population that helps out at home does so every day of the week. Thus, the greater frequency and temporal intensity dedicated by girls and female adolescents to domestic chores is corroborated by the fact that 54.0% of them participate 7 days a week in these activities. This relationship is greater in rural areas (57.6%), followed by indigenous areas (56.8%) and urban areas (51.1%). Among males, it is also most common to find them helping out every day of the week (44.1%), although to a lesser extent than the girls and female adolescents.

A majority of male and female youths that help out at home on a regular basis do so less than 3 hours a day. This is true for both sexes and in each one of the areas.

Given the interest in ascertaining the greatest amount of time dedicated to household help, the situation of those minors that dedicate more than three hours a day to these chores is noteworthy, insofar as it provides an idea of the hours available for use in other activities, such as studies, socialisation and play, among others.

The statistical data indicate that 6.5% of the minors use more than 3 hours per day in household chores. Among the females this relationship is twice as high as among males (8.8% vs. 3.7%). This pattern is maintained when we look at the figures by area. The largest proportion is found in indigenous areas (10.8%); furthermore, these areas also have the highest ratios of females (13.7%) versus males (6.7%) in comparison to other areas.

Another result derived from these data is that the proportion of minors using 3 or more hours per day for household chores grows as the age group increases. Thus, the 15 to 17 year old group, at any level of disaggregation or comparison predominates in the application of 3 or more hours to

household tasks. This dedication is greater among the females than the males.

Among the reasons for doing household chores, collaboration with the household predominates (70.7%) together with having to learn to do them (67.6%). These proportions are slightly higher in urban areas than rural and indigenous areas. They are followed in importance by: parents have to work (7.5%); there is no one else to do them (5.2%) and other reasons (4.2%).

By gender, females register higher values than males among the reasons related to the parents leaving to work (8.3% vs. 6.6%) and responsibility (obligation) of learning to do them (69.3% vs. 65.5%).

Participation by gender among inactive minors, principally the females, in domestic activities contributes further grounds to the argument on gender differentiation of roles among the population, which benefits the males, where the most affected are rural and indigenous women.

5.C Educational situation of the population between 5 and 17 years of age

5.C.1 General characteristics

Currently, there can be no doubt about the privileged recognition granted to education as a mechanism for integration, advance and social mobility, permitting greater personal achievement and labour market insertion.

In the case of minors between 5 and 17 years of age, educational access and attendance are elements that take on special importance, as long as education is not merely a training process, but also a stage in the lives of children, where they build their images of the future and adequate and stable life projects. The wealth of formal education that one acquires from childhood, as growing human capital, must be one of their potential resources for obtaining a better quality of life.

5.C.1.1 School attendance

According to the Child Labour Survey, 84.9% (640,735) of minors between 5 and 17 years of age are attending school, and 15.1% (114,297) are not attending.

When looking at the population as a whole, it is clear that more males are attending school than females: 51.3% (328,605) are males and 48.7% (312,130) are females (see table 29).

This relationship shows almost no differentiation by area or province. In urban and indigenous areas and the provinces of Colón, Darién and Panama, the proportions of males and females attending school are very close, with the former slightly above 50.0% and the latter exceeding 49.0%. The only exception is in Los Santos province where females have a greater relative weight in school attendance (51.1%) than males (48.9%).

When analysing whether they attend school or not by sex, a slight relative importance can be seen for females (85.4%) versus males (84.4%), which also exceeds the average (84.9%).

The trend is similar in the country's different areas and provinces, except for Bocas del Toro province (81.7% females vs. 83.7% males), and in particular, indigenous areas (65.1% females vs. 69.3% males), where the proportion attending school is lower among females than males in the same group.

The breakdown by age groups shows that 84.4% (254,430) children 5 to 9 years of age attend school, 92.2% (275,516) of those between 10 and

14 years of age were attending, and 70.5% (110,789) of those between 15 and 17 years of age were attending (see table 30).

By sex in the first two age groups, males absorb about 51.6% of all school attendees; while in the last group, females make up 50.1%. The opposite is true in the 15 to 17 year old group only in rural and indigenous areas and Bocas del Toro, Darién and Los Santos provinces. This may be due in part to a relationship with cultural patterns that affect access by young and adolescent girls to the educational system.

By areas, school attendance by minors aged 5 to 9 years as a proportion of total school attendees in rural areas (42.9%) is relatively higher than the national average at those ages (39.7%), the proportion aged 10 to 14 years is also higher (44.4%) while that for adolescents 15 to 17 (12.7%) is below the average for that age group. The opposite occurs in urban areas, where this latter group represents a higher proportion (20.0%). In spite of the fact that middle school education is free, this age group in particular represents reduced school attendance

Population between 5 and 17 years of age, attending school, by area and province, according to sex (Year 2000)

Table 29

Area and province	Are you currently attending school?								
	Total			Males			Females		
	Total	Yes	No	Total	Yes	No	Total	Yes	No
Total	755,032	640,735	114,297	389,389	328,605	60,784	365,643	312,130	53,513
Urban areas	428,720	389,991	38,729	218,284	197,510	20,774	210,436	192,481	17,955
Rural areas	326,312	250,744	75,568	171,105	131,095	40,010	155,207	119,649	35,558
Non-indigenous areas	683,889	592,447	90,742	353,820	303,945	49,875	329,369	288,502	40,867
Bocas del Toro	21,825	18,056	3,769	11,107	9,299	1,808	10,718	8,757	1,961
Coclé	58,398	46,195	12,203	31,793	24,462	7,331	26,605	21,733	4,872
Colón	57,497	51,649	5,848	28,988	26,027	2,961	28,509	25,622	2,887
Chiriquí	96,476	81,323	15,153	50,659	42,389	8,270	45,817	38,934	6,883
Darién	11,267	8,818	2,449	5,745	4,357	1,388	5,522	4,461	1,061
Herrera	25,936	22,546	3,390	13,643	11,616	2,027	12,293	10,930	1,363
Los Santos	18,723	16,327	2,396	9,377	7,987	1,390	9,346	8,340	1,006
Panama	332,568	296,046	36,522	170,144	150,479	19,665	162,424	145,567	16,857
Veraguas	60,499	51,487	9,012	32,364	27,329	5,035	28,135	24,158	3,977
Indigenous areas	71,843	48,288	23,555	35,569	24,660	10,909	36,274	23,628	12,646

Source: CGR/DEC, Child Labour Survey, October 2000.

within the population between 5 and 17 years of age, and on a differential basis. This latter fact may be related, on the one hand, with better opportunities and conditions for school attendance in urban areas, and on the other, with greater labour force insertion at these ages as well as reduced near-by school infrastructure at the middle school level in rural areas.

By specific ages, those under 5 years of age –pre-school age- stand out with 50.3% non-attendance at school at the national level: 65.3% in rural areas; in Bocas del Toro, Coclé and Chiriquí, this falls into a range that varies between 60% and 65%; and climbs to 64.0% in indigenous areas. Females are the ones most affected.

Non-attendance at school could be associated to different factors; a scarcity or the non-existence of official free pre-school centres, the fact that only “formal

schooling” is reported, and the non-compulsive character of these programmes, among others.

With regards to the population between 5 and 17 years of age that was gainfully employed at some time during the last 12 months, 86.6% (16,879) attended school (as full-time students) and 13.4% (2,620) did not attend. Of those minors employed during the last 12 months and that were active students, 78.5% resided in households headed by males and 21.5% are from female-headed households. This behaviour is also found by area. The proportion attending is higher than those not attending in all of the study areas, but with differing magnitudes, thus in indigenous areas the proportion of these minors attending school is greatest (92.3%), followed by urban (89.7%) and rural (83.2%) areas.

A further observation worth mention regarding the inactive population with employment experience

during the last 12 months and their participation in the educational system is that 38.5% (7,504) attended school at the same time that they were gainfully employed (and 61.5%, or 11,995 minors were not within the school system). This proportion is highest in urban areas (47.1%), which are followed at a distance by rural (29.3%) and indigenous areas (23.1%).

Simultaneous dedication to work and studies in the group in question at the overall level was more common among males (42.2%) than females (29.6%). By areas, there are some variations with regard to the national average. Incidence among males is higher than females in urban areas (52.2%), but not in rural (31.8%) and indigenous (18.2%) areas.

By age groups at the national level, in general duplicate activities (studies and employment) were more common, in rank order, among those 10 to 14 years of age (49.0%), 5 to 9 years (47.6%) and 15 to 17 years (28.5%). This pattern by areas is only applicable to urban areas, since rural and indigenous areas show the 5 to 9 year old group assuming first place. It is worth noting that in indigenous areas, 100% of minors between 5 and 9 years of age who worked and attended school during the year prior to the survey correspond only to males.

A majority of the inactive minors between 5 and 17 years of age who declared having carried out household chores on a regular basis in the home of their parents or guardians was found within the educational system: 90.7% attended school. This proportion is higher in urban areas (95.1%), than in rural (84.8%) or indigenous (73.7%) areas. In general terms, at both the national level and by areas, most of the minors in this condition, independent of their school attendance, were concentrated to a greater extent in households with more than 5 members, although it is slightly higher among those not attending. Similarly, if the concentration of this population segment is greater in male-headed households, whether they are in school or not, the proportion is higher among those not attending school overall and only in rural areas.

5.C.1.2 Regularity of school attendance

With regards to the regularity with which the 640,735 minors between 5 and 17 years of age attended school at the time of the Survey, most (636,098) did so every day, equal to 99.3% of the population. There is no variation in this situation when analysing the data by sex, age groups, area and province. The rest attended three days a week (0.5%) or less than three days a week (0.3%).

Urban areas hold 61% of youths between 5 and 17 years of age with daily school attendance, and in the distribution by province, those in Panama (46.2%) and Chiriquí (12.8%) absorb the largest relative weights of the population with daily school attendance, while the lowest proportions are found in Darién (1.5%), Bocas del Toro (2.8%) and Herrera (3.5%).

Although there is no statistical evidence to imply the effect of daily attendance on school performance, the fact that there is regular school attendance during the school year expands the possibilities for greater learning assimilation by boys, girls and adolescents.

5.C.1.3 Dropouts

With regards to the 114,297 minors between 5 and 17 years of age that were not attending school, the Survey revealed that 67,727 minors had abandoned their studies, 59.3% of the total; 46,570 (40.7%) had never attended school (see table 31). As has been mentioned, a significant proportion of 5 year olds did not attend school, which raises the percentage of children that have never attended school.

In general, in almost all areas and provinces, among minors not attending school, school dropouts constituted more than 50%. The exception are indigenous areas, with 46.3%, which does not imply an improvement but rather reflects that more than one-half of those not attending have never been a part of the educational system, 53.7%, which is the highest proportion found by area or province.

In urban areas, the dropout rate has higher relative significance with regards to the total of non-attendees (60.7%) and rural areas (58.5%). By province, Los Santos has the highest proportion at 70.0%, closely followed by Coclé at 68.1%, Herrera at 68.0% and then Darién at 62.9%; Panama, Colón and Veraguas have proportions varying between 63% and 65% while Bocas del Toro (50.1%) and Chiriquí (54.7%) have the lowest relative weights.

However, by areas, the largest concentration of children that dropped out occurs in rural areas (65.3%), in comparison with urban (34.7%) and indigenous (16.1%) areas. By province, Panama absorbs the largest relative group of dropouts (34.9%), followed in relative importance by Coclé (12.3%), Chiriquí (12.2%) and somewhat lower Veraguas (8.6%).

The incidence of dropouts by sex among minors not attending school is relatively more common among males (61.1%) than females (57.2%).

Population between 5 and 17 years of age attending school, by areas and age groups, according to sex (Year 2000)

Table 30

Area and age groups	Are you currently attending school?								
	Total			Males			Females		
	Total	Yes	No	Total	Yes	No	Total	Yes	No
Total	755,032	640,735	114,297	389,389	328,605	60,784	365,643	312,130	53,513
5-9	301,284	254,430	46,854	155,709	131,346	24,363	145,575	123,084	22,491
10-14	296,653	275,516	21,137	153,345	142,026	11,319	143,308	133,490	9,818
15-17	157,095	110,789	46,306	80,335	55,233	25,102	76,760	55,556	21,204
Urbana areas	428,720	389,991	38,729	218,284	197,510	20,774	210,436	192,481	17,955
5-9	163,596	146,744	16,852	85,250	76,662	8,588	78,346	70,082	8,264
10-14	168,359	164,241	4,118	84,971	82,497	2,474	83,388	81,744	1,644
15-17	96,765	79,006	17,759	48,063	38,351	9,712	48,702	40,655	8,047
Rural areas	326,312	250,744	75,568	171,105	131,095	40,010	155,207	119,649	35,558
5-9	137,688	107,686	30,002	70,459	54,684	15,775	67,229	53,002	14,227
10-14	128,294	111,275	17,019	68,374	59,529	8,845	59,920	51,746	8,174
15-17	60,330	31,783	28,547	32,272	16,882	15,390	28,058	14,901	13,157
Indigenous areas	71,843	48,288	23,555	35,569	24,660	10,909	36,274	23,628	12,646
5-9	32,421	22,259	10,162	15,414	9,692	5,722	17,007	12,567	4,440
10-14	27,233	20,915	6,318	14,664	11,961	2,703	12,569	8,954	3,615
15-17	12,189	5,114	7,075	5,491	3,007	2,484	6,698	2,107	4,591

Source: CGR/DEC, Child Labour Survey, October 2000.

Looking at the counterparts, the proportion of those who have never attended school is higher among females (42.8%) than among males (38.9%).

In rural areas, school dropouts are a higher proportion among non-attending males (61.3%) than in urban areas (60.8%), and these proportions exceed those of females (55.4% and 60.6%, respectively). But, in indigenous areas, 43.4% of non-attending males were dropouts, while among women this climbs to 48.8%.

The proportion of male dropouts among all non-attendees by province is above 70%, in descending order in Los Santos (76.3%), Colón (75.1%), Herrera (70.4%) and Coclé (70.2%). In the remaining provinces this proportion varied between 59% and 69%, with the exception of Bocas del Toro at 47.8%. Among the females, the proportion of dropouts from the educational system by province is generally below that of males, with the highest values above 60% in Darién (63.1%), Coclé (65.0%), Herrera (64.3%), Panama (64.3%) and Los Santos (61.3%).

According to the distribution of dropouts by province, looking at total dropouts, the largest

concentration was found in rural areas, with over 60% of those not attending for each sex. By province, the most important concentrations in relative terms for both sexes were found in Panama, Coclé and Chiriquí.

One interesting aspect regarding child dropouts is the lapse since they stopped attending, taking the date of the Survey as reference point.

In the period prior to the Survey, 1.4% dropped out less than one month prior, 17.3% between one and 11 months prior, while 43.7% and 37.6% dropped out between 1 and 2 years and 3 or more years, respectively. The first two proportions of more recent school dropouts, taking as reference date the Survey, are higher in urban areas than in other study areas. The third percentage, seen as an intermediate lapse of time is also higher among urban minors. The fourth percentage of dropouts further away from the interview date (who are also less salvageable) is higher among rural dropouts than the rest of the areas.

Overall, there are more recent school dropouts among males than females. This pattern holds true for the different areas.

In summary, a total of 67,727 (59.3%) minors dropped out of studies for different reasons, of these 54.8% were males and 45.2% were females. The main reasons for dropping out will be examined in the following section.

5.C.1.4 Principal motives for non-attendance and school dropouts

The Child Labour Survey researched the motives leading the 114,297 minors between 5 and 17 years of age to not attend school.

For the purposes of this study, the following analysis will only look at information from clearly defined motives stated by the interviewees. To wit, data recorded as "other", corresponds to a variety of reasons, which makes its classification for representative purposes difficult.

Having cleared up that aspect, and deducting the 59,325 minors that responded "other" from the 114,297 non-attendees, we have a total of 54,972 minors with clearly defined motives that affected their school attendance.

When analysing only information from this group of 54,972 youths with clear motives for non-attendance at school, motives related with their impossibility to pay for studies, low school performance, lack of interest in studies, failure at school and sickness and disability stood out. By gender, among females motives related to their inability to pay for their studies, disease/disability and having to help out with household chores are more significant than among male dropouts.

Table 32 provides by order of importance each of the motives for school non-attendance by the population between 5 and 17 years of age classified by lapse since dropping out or never attended. Rankings were established by absolute values to avoid percentage values of little significance.

In the foregoing table, in general the main motives that stand out are: a lack of resources to continue in the school system, low school performance and the need to work.

Motives for those that stopped studying less than a year ago or between 1 and 3 or more years

Population between 5 and 17 years of age that does not attend school after dropping out and that has never attended, by area and province, according to sex (Year 2000) Table 31

Area and province	Total			Males			Females		
	Total	Dropouts	Never attended	Total	Dropouts	Never attended	Total	Dropouts	Never attended
Total	114,297	67,727	46,570	60,784	37,141	23,643	53,513	30,586	22,927
Urbana areas	38,729	23,510	15,219	20,774	12,629	8,145	17,955	10,881	7,074
Rural areas	75,568	44,217	31,351	40,010	24,512	15,498	35,558	19,705	15,853
Bocas del Toro	3,769	1,887	1,882	1,808	864	944	1,961	1,023	938
Coclé	12,203	8,312	3,891	7,331	5,146	2,185	4,872	3,166	1,706
Colón	5,848	3,713	2,135	2,961	2,223	738	2,887	1,490	1,397
Chiriquí	15,153	8,283	6,870	8,270	4,870	3,400	6,883	3,413	3,470
Darién	2,449	1,541	908	1,388	872	516	1,061	669	392
Herrera	3,390	2,304	1,086	2,027	1,427	600	1,363	877	486
Los Santos	2,396	1,677	719	1,390	1,060	330	1,006	617	389
Panama	36,522	23,302	13,220	19,665	12,471	7,194	16,857	10,831	6,026
Veraguas	9,012	5,801	3,211	5,035	3,474	1,561	3,977	2,327	1,650
Indigenous areas	23,555	10,907	12,648	10,909	4,734	6,175	12,646	6,173	6,473

Source: CGR/DEC, Child Labour Survey, October 2000.

Ranking of main motive defined by the population between 5 and 17 years of age for non-attendance at school by time since dropping out, according to sex (Year 2000) Table 32

Main motive for not attending school	Total				Males				Females			
	Total	Less than 1 year	1 to 3 or more years	Never attended	Total	Less than 1 year	1 to 3 or more years	Never attended	Total	Less than 1 year	1 to 3 or more years	Never attended
No convenient school available	5	6	8	3	5	6	8	3	5	8	9	3
Self-support	11	9	9	10	10	-	7	9	8	6	10	-
Cannot pay for studies	1	2	1	1	1	2	1	1	1	1	1	1
Low school performance/ no interest in studies	2	1	2	5	2	1	2	5	2	2	2	5
Failed at school	4	3	3	9	3	3	3	8	4	4	4	-
Family does not allow him/her to study	7	11	10	4	9	9	9	4	7	-	7	4
Sickness / disability	3	4	4	2	4	4	4	2	3	3	3	2
To help out with household chores	9	8	7	7	12	-	12	-	6	5	5	6
To help out in household enterprise, business or farm	8	10	6	8	7	8	6	7	10	-	8	-
To work for income/salaries	6	5	5	-	6	5	5	-	9	7	6	-
To work in own business for income	12	-	12	-	11	-	11	-	-	-	-	-
Afraid of the teachers	10	7	11	6	8	7	10	6	11	8	11	7

Source: CGR/DEC, Child Labour Survey, October 2000.

show no substantive difference. However, we must not lose sight of the fact that if an attempt were to be made to re-insert this group into the educational system, differential measures would have to be applied, as a function of the time outside the system and their prior school history, among others.

Another noteworthy aspect is that for the population that never attended, although “can’t pay for studies” is in first place, second place is held by “sickness / disability”.

By grouping the different reasons by economic, educational or sickness / disease, as is shown in table 33, it is possible to view the rankings by area and sex, which alternate between economic and educational motives.

Overall and in rural areas, the population not attending school indicated that it does not do so for economic reasons, which is true for each sex at that level of disaggregation. A similar situation is characteristic in these same areas and by sex in the case of the populations of non-attendees and dropouts.

In indigenous areas, school non-attendance is related more to educational reasons, which is also

true in the case of females, since among males, economic motives are more important. However, economic reasons are the main motive for dropping out of school. This is also true for females, but among males educational reasons prevail.

In urban areas, educational reasons are of greater weight among males, in both non-attendance and for dropping out, while among females economic motives are more important in both situations.

With regards to sickness and disability, as a motive for non-attendance and dropping out of school, it is worth mentioning that it is more important for the former situation than the latter. Similarly, there are higher proportions in both cases (non-attendance and dropping out) in urban areas and with a greater representation among females than males.

In summary, nationwide, economic motives related to a shortage or unavailability of monetary resources, the need for work and aid the household in providing either direct or indirect generation of income for household support explain slightly more than 52% of both non-attendees and

dropouts in the population between 5 and 17 years of age; educational motives explain 37.0% and 40.0% of these factors, respectively.

The processed information available, which has been examined here, although it includes the whole population of non-attendees, without differentiating the part involved in the labour market, indicates in an acceptably robust manner that school non-attendance and child and adolescent labour market insertion are closely related; and in congruence, the influence of a shortage of financial resources. In second place, educational reasons point to the need to improve educational quality. The situation in urban areas is a clear reminder of the need for this emphasis.

5.C.2 Characteristics of the child and adolescent labour force

5.C.2.1 School attendance

5.C.2.1.1 The economically active population

The educational situation of the labour force between 5 and 17 years of age reflects a serious reality. Statistical evidence points to the fact that minors that join the labour market, whether employed or unemployed, to a very large extent are outside the educational system, under conditions that far from stimulating re-entry to the educational system, limit or totally annul their motivations and possibilities of so doing. (see table 34).

Distribution of the population between 5 and 17 years of age not attending school and that dropped out of studies, by type of main motive and sex, according to area (Year 2000) Table 33

Type of motives for not attending or dropping out of studies and sex	School non-attendees				Dropouts			
	Total	Urban areas	Rural areas	Indigenous areas	Total	Urban areas	Rural areas	Indigenous areas
Total	100	100	100	100	100	100	100	100
Of an economic nature	52.4	39.4	58.1	48.6	52.5	37.6	59.3	45.5
Of an educational nature	37.1	44.3	33.9	43	39.7	50.2	34.9	47.5
Due to sickness / disability	10.5	16.3	8	8.4	7.8	12.2	5.8	7
Males	100	100	100	100	100	100	100	100
Of an economic nature	48.5	34.4	55.5	43.9	48.3	30.1	57.2	47
Of an educational nature	42.8	53.7	37.3	47	45.4	61.6	37.4	45.1
Due to sickness / disability	8.7	11.9	7.2	9.1	6.3	8.3	5.4	7.9
Females	100	100	100	100	100	100	100	100
Of an economic nature	57.8	48.1	61.4	52.6	59	50.7	62.3	44
Of an educational nature	29.1	27.9	29.5	39.5	31.1	30.3	31.4	50
Due to sickness / disability	13.1	24	9.1	7.9	9.9	19	6.3	6

Note: Economic motives include: self-support, not being able to pay for studies, family does not allow him/her to study, to help out with household chores, to help out in household enterprise, business or farm; to work for income/salaries, to work in own business for income. Those of educational origin include: no convenient school or high school available, low school performance / no interest in studying, afraid of the teachers. Source: CGR/DEC, Child Labour Survey, October 2000.

Economically active population between 5 and 17 years of age, by sex and school attendance, according to area and age groups when work began (Year 2000) Table 34

Area and age groups when work began	Economically active population between 5 and 17 years of age								
	Total			Attend			Does not attend		
	Total	Males	Females	Total	Males	Females	Total	Males	Females
Total	53,800	40,801	12,999	22,018	16,876	5,142	31,782	23,925	7,857
4-9	9,626	8,021	1,605	6,965	5,846	1,119	2,661	2,175	486
10-14	28,200	22,180	6,020	10,614	8,351	2,263	17,586	13,829	3,757
15-17	15,691	10,382	5,309	4,399	2,639	1,760	11,292	7,743	3,549
Not stated	283	218	65	40	40	-	243	178	65
Urban areas	18,972	12,730	6,242	9,746	6,491	3,255	9,226	6,239	2,987
4-9	1,642	1,377	265	1,382	1,117	265	260	260	-
10-14	8,152	5,698	2,454	4,697	3,351	1,346	3,455	2,347	1,108
15-17	9,178	5,655	3,523	3,667	2,023	1,644	5,511	3,632	1,879
Not stated	.	-	-	-	-	-	-	-	-
Rural areas	34,828	28,071	6,757	12,272	10,385	1,887	22,556	17,686	4,870
4-9	7,984	6,644	1,340	5,583	4,729	854	2,401	1,915	486
10-14	20,048	16,482	3,566	5,917	5,000	917	14,131	11,482	2,649
15-17	6,513	4,727	1,786	732	616	116	5,781	4,111	1,670
Not stated	283	218	65	40	40	-	243	178	65
Indigenous areas	9,852	6,690	3,162	4,058	3,231	827	5,794	3,459	2,335
4-9	3,757	3,006	751	2,328	1,878	450	1,429	1,128	301
10-14	5,044	3,158	1,886	1,730	1,353	377	3,314	1,805	1,509
15-17	976	451	525	-	-	-	976	451	525
Not stated	75	75	-	-	-	-	75	75	-

Source: CGR/DEC, Child Labour Survey, 2000.

Of the universe of 53,800 persons²⁹ that make up the economically active population between 5 and 17 years of age, 22,018 (40.9%) attend school, while the remaining 31,782 (59.1%) are outside the educational system.

In proportional terms (although not in absolute figures), school non-attendance is more severe among females: 60.4% (7,857) of the total of 12,999 women recorded as economically active were not attending school as against 39.6% (5,142) that were doing so. Among males, 58.6% (23,925) did not attend and 41.4% (16,876) did attend.

School attendance in the child and adolescent labour force is more favourable in urban (51.4%) than rural (35.2%) areas.

Non-attendance at school among economically active youths between 5 and 17 years of age at the provincial level is more acute in Darién (83.7%) and Coclé (82.2%) provinces. At the other extreme, Bocas del Toro has the highest attendance rate for working minors (69.7%), which is 20.6 points above Veraguas (49.1%), the next highest province.

The ages between 10 and 14 years stand out as ones where minors in the labour force began working, both for those attending school (48.2%) and those who do not attend (55.3%).

The Survey encountered 239 minors in rural areas who initiated their labour market insertion at the age of 4 years. These 239 children were distributed among Coclé (26) and Veraguas (138) provinces and indigenous areas (75), which in the latter two were male workers. Increasing the age to five years (922 children) as age of initiation, Bocas del Toro and urban areas join the foregoing divisions.

Ages 15, 12, 14 and 13 years, in that order, are the ages of initiation with the largest absolute numbers of economically active minors, with values that vary between 8 thousand and 5 thousand. A majority of minors at these ages of labour force initiation are among those that attend school.

The general pattern observed is an increase in the number of minors initiating labour market insertion as age increases.

5.C.2.1.2 Employed male and female minors

Among the employed child labour force, 53.9% began working between 10 and 14 years of age, followed by the 15 to 17 year old group, with 26.1%, and the 4 to 9 year old group, with 19.4% (see table 35).

Girls initiate more frequently between the ages of 15 to 17 years (38.1%) than boys (22.5%), while the opposite is the case among the other age groups. This pattern is found both among those who attend and do not attend school.

The Survey found 47,976 employed youths; of these 20,137 (42.0%) were in the educational system, distributed to a greater degree in rural areas (59.0%) than in urban areas (41.0%), and primarily in Panama (31.1%) and Veraguas (18.4%) provinces and indigenous areas (20.2%). Girls that study and work (42.8%) were in a slightly higher proportion than boys (41.7%).

In the distribution by age groups, occupied minors that also study aged 10 to 14 years were the largest group, 50.5%, followed by 15 to 17 year olds (38.9%) and finally those 5 to 9 years old (10.6%). The 10 to 14 year-old group was also the most important group among males at 53.3%, with 34.9% and 11.8% corresponding to 15 to 17 and 5 to 9 year-old groups respectively. Among females, those 15 to 17 years of age were the most prevalent with 51.8%; these were followed by those 10 to 14 years of age (41.4%) and those 5 to 9 (6.8%).

By areas, the distribution of working male and female minors who also attended school according to the ages at which they began working is quite heterogeneous: in rural areas ages 4 to 9 years and 10 to 14 years both surpassed 45.0%, with proportions between 5% and 6% for those aged 15 to 17 years, whereas in urban areas it was ages between 10 and 17 years that predominated. This highlights the greater precociousness of labour force insertion in rural areas.

It is possible to infer from the foregoing results that in spite of the fact that rural labour force insertion occurs at earlier ages –corresponding to rural and indigenous cultural patterns–, the value that they place on formal education cannot be ignored, in view of the large percentage of occupied children and adolescents in the educational system in contrast to urban areas.

Obviously, this is not an encouraging panorama when contrasted with an analysis of the employed child and adolescent population concerning school non-attendance, which reached 75.8%. Nevertheless, the fact that Panama province, characterized by being primarily urban, and with greater opportunities, concentrates the highest proportion of minors not attending school and who are gainfully employed (28.2%), also leads one to consider possible deficiencies inside the educational system with respect to coverage, availability, proximity of school

Employed population between 5 and 17 years of age, by sex and school attendance, according to area and age group of initiation in the labour force (Year 2000)

Table 35

Area and age groups at initiation in labour force	Employed population 5 to 17 years of age								
	Total			Attend			Does not attend		
	Total	Males	Females	Total	Males	Females	Total	Males	Females
Total	47,976	36,882	11,094	20,137	15,385	4,752	27,839	21,497	6,342
4-9	9,325	7,720	1,605	6,686	5,567	1,119	2,639	2,153	486
10-14	25,853	20,657	5,196	9,753	7,669	2,084	16,100	12,988	3,112
15-17	12,515	8,287	4,228	3,658	2,109	1,549	8,857	6,178	2,679
Not stated	283	218	65	40	40	-	243	178	65
Urban areas	14,991	10,065	4,926	8,247	5,295	2,952	6,744	4,770	1,974
4-9	1,485	1,220	265	1,225	960	265	260	260	-
10-14	6,788	4,899	1,889	4,029	2,775	1,254	2,759	2,124	635
15-17	6,718	3,946	2,772	2,993	1,560	1,433	3,725	2,386	1,339
Not stated	-	-	-	-	-	-	-	-	-
Rural areas	32,985	26,817	6,168	11,890	10,090	1,800	21,095	16,727	4,368
4-9	7,840	6,500	1,340	5,461	4,607	854	2,379	1,893	486
10-14	19,065	15,758	3,307	5,724	4,894	830	13,341	10,864	2,477
15-17	5,797	4,341	1,456	665	549	116	5,132	3,792	1,340
Not stated	283	218	65	40	40	-	243	178	65
Indigenous areas	9,777	6,690	3,087	4,058	3,231	827	5,719	3,459	2,260
4-9	3,757	3,006	751	2,328	1,878	450	1,429	1,128	301
10-14	5,044	3,158	1,886	1,730	1,353	377	3,314	1,805	1,509
15-17	901	451	450	-	-	-	901	451	450
Not stated	75	75	-	-	-	-	75	75	-

Source: CGR/DEC, Child Labour Survey, October 2000

infrastructure, and indirect costs of education that they must assume and are unable to.

In synthesis, the fact that 7.6% (57,524) of the population between 5 and 17 years of age (755,032) formed a part of the nation's labour force and that 83.4% of the child and adolescent labour force was effectively working (47,976 employed), constitute a reality that demands and should demand the attention of society as a whole, due to the many sequelae affecting this population group.

At this point is it worth reflecting that a minor's first contact with the working milieu should be expected during the initial years of his/her adulthood (from age 18 onward). However, since this expectation is not

met under appropriate norms, there are other signs that lead us to affirm that the situation of these minors contradicts the supposed benchmark; that their entry into the labour market is also a significant indication of their entry in to the world of adulthood. Insertion into economic-productive life by minors between 5 and 17 years of age inexorably leads to deterioration in their educational involvement or their continuance under satisfactory conditions within an educational milieu.

5.C.2.1.3 Unemployed male and female minors

On examining the figures corresponding to the population of unemployed minors, the relative importance of those that are not attending school (67.7%) is comparatively higher than that observed

both within the labour force as a whole (59.1%) and among employed minors (58%).

The situation is more critical among females (79.5%) than among males (62.0%). Non-attendance of school among the unemployed is more acute in rural areas (79.3%) than in urban areas (62.3%). In indigenous areas, only unoccupied females are found (75) and none of them are attending school (see table 36). Colón province has the highest proportion of unemployed not attending school (83.7%), where all unemployed females are non-attendees; the lowest proportion is found in Darién (13.3%).

The 15 to 17 year old age group is the one where unemployed minors usually initiate their labour experience. Non-attendance of school may have a critical impact on the unemployed (out of work) population.

Unemployment implies the exclusion of minors from the labour market, which, in turn, generates serious restrictions for them where they cease to perceive monetary resources to satisfy their own basic necessities as well as those of their family group.

Loss of employment, in the case of a minor, should be interpreted differently than in the case of young adults or adults.

Unemployed population between 5 and 17 years of age, by sex and school attendance, according to area and age groups at which they began to work (Year 2000) Table 36

Area and age group at initiation in labour force	Unemployed population between 5 and 17 years of age								
	Total			Attend			Does not attend		
	Total	Males	Females	Total	Males	Females	Total	Males	Females
Total	5,824	3,919	1,905	1,881	1,491	390	3,943	2,428	1,515
4-9	301	301	-	279	279	-	22	22	-
10-14	2,347	1,523	824	861	682	179	1,486	841	645
15-17	3,176	2,095	1,081	741	530	211	2,435	1,565	870
Not stated	-	-	-	-	-	-	-	-	-
Urban areas	3,981	2,665	1,316	1,499	1,196	303	2,482	1,469	1,013
4-9	157	157	-	157	157	-	-	-	-
10-14	1,364	799	565	668	576	92	696	223	473
15-17	2,460	1,709	751	674	463	211	1,786	1,246	540
Not stated	-	-	-	-	-	-	-	-	-
Rural areas	1,843	1,254	589	382	295	87	1,461	959	502
4-9	144	144	-	122	122	-	22	22	-
10-14	983	724	259	193	106	87	790	618	172
15-17	716	386	330	67	67	-	649	319	330
Not stated	-	-	-	-	-	-	-	-	-
Indigenous areas	75	-	75	-	-	-	75	-	75
4-9	-	-	-	-	-	-	-	-	-
10-14	-	-	-	-	-	-	-	-	-
15-17	75	-	75	-	-	-	75	-	75
Not stated	-	-	-	-	-	-	-	-	-

Source: CGR/DEC, Child Labour Survey, 2000.

School attendance of the population between 5 and 17 years of age, by area and employment status, according to sex (Year 2000) Table 37

Area and status	School attendance								
	Total			Males			Females		
	Total	Yes	No	Total	Yes	No	Total	Yes	No
Total	755,032	640,735	114,297	389,389	328,605	60,784	365,643	312,130	53,513
Economically active 1/ Employed	53,800	22,018	31,782	40,801	16,876	23,925	12,999	5,142	7,857
Unemployed	47,976	20,137	27,839	36,882	15,385	21,497	11,094	4,752	6,342
	5,824	1,881	3,943	3,919	1,491	2,428	1,905	390	1,515
Not economically active Worked at some point during last 12 months Carries out household chores	697,508	617,546	79,962	346,307	311,166	35,141	351,201	306,380	44,821
	19,499	16,879	2,620	13,683	12,315	1,368	5,816	4,564	1,252
	490,919	445,492	45,427	224,680	208,341	16,339	266,239	237,151	29,088
Urban areas	428,720	389,991	38,729	218,284	197,510	20,774	210,436	192,481	17,955
Economically active 1/ Employed	18,972	9,746	9,226	12,730	6,491	6,239	6,242	3,255	2,987
Unemployed	14,991	8,247	6,744	10,065	5,295	4,770	4,926	2,962	1,974
	3,981	1,499	2,482	2,665	1,196	1,469	1,316	303	1,013
Not economically active Worked at some point during last 12 months Carries out household chores	407,505	379,348	28,157	204,264	190,532	13,732	203,241	188,816	14,425
	10,057	9,025	1,032	7,008	6,256	752	3,049	2,769	280
	283,228	269,279	13,949	131,098	125,200	5,898	152,130	144,079	8,051
Rural areas	326,312	250,744	75,568	171,105	131,095	40,010	155,207	119,649	35,558
Economically active 1/ Employed	34,828	12,272	22,556	28,071	10,385	17,686	6,757	1,887	4,870
Unemployed	32,985	11,890	21,095	26,817	10,090	16,727	6,168	1,800	4,368
	1,843	382	1,461	1,254	295	959	589	87	502
Not economically active Worked at some point during last 12 months Carries out household chores	290,003	238,198	51,805	142,043	120,634	21,409	147,960	117,564	30,396
	9,442	7,854	1,588	6,675	6,059	616	2,767	1,795	972
	207,691	176,213	31,478	93,582	83,141	10,441	114,109	93,072	21,037
Indigenous areas	71,843	48,288	23,555	35,569	24,660	10,909	36,274	23,628	12,646
Economically active 1/ Employed	9,852	4,058	5,794	6,690	3,231	3,459	3,162	827	2,335
Unemployed	9,777	4,058	5,719	6,690	3,231	3,459	3,087	827	2,260
	75	-	75	-	-	-	75	-	75
Not economically active Worked at some point during last 12 months Carries out household chores	61,539	44,079	17,460	28,502	21,353	7,149	33,037	22,726	10,311
	975	900	75	825	750	75	150	150	-
	42,354	31,216	11,138	17,446	13,835	3,611	24,908	17,381	7,527

1/ Excludes new workers (those seeking work for the first time). Source: CGR/DEC, Child Labour Survey, October 2000.

The possibility exists that the pressures caused by their impossibility of active labour force insertion may induce these minors to become involved in illicit activities, in order to obtain resources that are indispensable, and that free time may turn into delinquency, drug addiction, or other pitfalls.

The search for educational alternatives, for the population in these conditions is an arena for defining policies and putting into practice focused actions to rescue these minors from a vicious circle, often irreversible, if effective action is not taken, of low or no educational and productive qualification.

With regards to the adolescent population segment, which represents 80.0% of all of the unemployed population, important considerations arise.

At the age of 15 to 17 years, on the average, more than one-half of those unemployed began their excursion into the world of work, and to a great extent are outside the educational system.

If one considers that these ages, 15 to 17 years, coincide with reproductive ages, the combination of precocious labour force entry, separation from studies and exclusion from the work force, provides a space for distortion of adequate life styles for their development, with much more reason if at these ages children are produced (although the Survey does not offer information in this regard).

Thus, the conjugation of labour force and educational exclusion leads to the creation of a group of minors that does not study, nor does it work, nor demand employment, representing in consequence a group at high social risk.

Table 37 synthesizes school attendance or non-attendance by employment condition.

With regards to the inactive population, it is important to add that in line with the undeniable existence of gender and cultural pattern differentiations, it is to be expected that among girls and adolescents attending school, they will require a greater effort to co-ordinate their domestic activities with the time dedicated to studies.

At the same time, due to the same gender role differentiation, males may tend to enter the labour force, even if only temporarily, as has been seen here, as well as dropping out of the school system in greater numbers than females.

School attendance is, without a doubt, a variable that indicates the temporal compatibility of the periods

that minors must dedicate to studies and gainful or household activities (by number of hours), which may have a deleterious effect on their school performance.

Non-attendance of school and full-time dedication to the above-mentioned activities harms the full enjoyment that minors should have of their education and further reduces, one could say tragically, their options for accumulating a core human capital that would grant them access to better opportunities.

5.C.2.2 Perceptions of educational aspects referred to the employed population

It is important to reiterate that among the reasons for dropping out of school for much of the population between 5 and 17 years of age are educational reasons related to the availability of educational centres near or convenient to their needs, learning difficulties leading to low performance or failure, indisposition or lack of interest in studies and fear of the teaching personnel; although the Survey did not delve more deeply into aspects that would provide an objective view of the failings of the educational system itself.

In rural areas, as was seen in table 33, more than one-quarter of minors between 5 and 17 years of age dropped out of school for reasons related to educational aspects, while in urban areas, the relative importance climbs to almost 50% of the dropouts. Notwithstanding, aside from the relative values, in absolute terms the situation is clearer: the number is larger in rural areas (11,084) than in urban areas (7,260). In the case of employed minors it could be assumed that they would adopt a behaviour similar to that indicated

Of the 20,137 employed minors that attend school, 17,933 (89.1%) indicated that their work did not affect their studies. Among males (89.3%), it appears that the double function of working and studying affects them slightly less than the females (88.2%), as can be seen in table 38.

Their behaviour is differentiated by sex and age groups: among employed male children aged 5 to 9 years (25.5%) gainful employment affects their studies more than among females (8.6%). In rural areas there is a similar pattern, although with less relative weight (11.3% males and 9.9% females), while in urban areas this proportion reaches 89.4% among males and there is no counterpart among females, as there is no record of employed girls affected in this age group; something similar occurs in indigenous areas, where only boys are affected (12.5%).

Among 10 to 14 year-olds and 15 to 17 year-olds, it is the females that report a greater negative incidence with regards to a double function of worker and student, at 15.1% and 9.5%, respectively, versus 10.3% and 6.2% among males.

By areas, rural female adolescents feel the impact of work on their studies (31.3%) more than males (4.5%). In indigenous areas, only women indicate an impact (50.0%), since none of the male adolescents stated that they felt an impact from working and studying.

From the point of view of the parents or guardians of working children, the reasons why they allow them to work related to educational aspects, such as the lack of an adequate school programme and the distance to school, are not seen as relevant. This is the case in different geographic divisions.

To the contrary, parental permissiveness regarding gainful employment by minors is overwhelmingly explained by economic reasons (98.4%), when considering only the categorical responses, i.e., excluding diverse and heterogeneous reasons grouped in "other".

This endorsement by parents or employed minors who also attend school, when broken down by response, shows the most important response as aiding a household enterprise, business or farm (53.1%), and in the case of employed minors not attending school, the need to add to household income (53.5%).

For all gainfully employed minors by area, independent of whether they attend school or not, the two reasons mentioned are of different priority: the former is typical of rural areas (54.3%) the latter of urban areas (75.3%).

Employed population between 5 and 17 years of age, whose studies are affected or not by work, by area and age groups, according to sex (Year 2000)

Table 38

Area and age groups	Does your work affect your studies?								
	Total			Males			Females		
	Total	Yes	No	Total	Yes	No	Total	Yes	No
Total	20,137	2,204	17,933	15,385	1,645	13,740	4,752	559	4,193
5-9	2,143	491	1,652	1,819	463	1,356	324	28	296
10-14	10,168	1,144	9,024	8,202	847	7,355	1,966	297	1,669
15-17	7,826	569	7,257	5,364	335	5,029	2,462	234	2,228
Urban	8,247	1,094	7,153	5,295	855	4,440	2,952	239	2,713
5-9	371	294	77	329	294	35	42	-	42
10-14	3,207	525	2,682	2,194	343	1,851	1,013	182	831
15-17	4,669	275	4,394	2,772	218	2,554	1,897	57	1,840
Rural	11,890	1,110	10,780	10,090	790	9,300	1,800	320	1,480
5-9	1,772	197	1,575	1,490	169	1,321	282	28	254
10-14	6,961	619	6,342	6,008	504	5,504	953	115	838
15-17	3,157	294	2,863	2,592	117	2,475	565	177	388
Indigenous	4,058	600	3,458	3,231	375	2,856	827	225	602
5-9	750	75	675	600	75	525	150	-	150
10-14	2,256	375	1,881	1,879	300	1,579	377	75	302
15-17	1,052	150	902	752	-	752	300	150	150

Source: CGR/DEC, Child Labour Survey, 2000.

By gender, working to complement family income is the most important reason for both males and females. Although its relative importance among females is slightly higher (50.6%), while helping out in a family business or enterprise is proportionally higher, although minimally so, among males (47.7%).

In indigenous areas, minors work in response to a need to help out the household enterprise, business or farm, with this reason voiced by about 70%, whether males or females, and without discriminating for school attendance.

The need within the family milieu for minors to support income levels while impairing their incorporation in educational activities is evident in the case of those not attending school when surveyed.

This reality leads us to reflect on the future of those not attending, since by not improving the economic-monetary conditions of their parents, it is to be expected that this condition will make them dedicate their time only to their work activities. Thus, dropping out of school becomes a latent and potential deed, as a function of the fact that in general, in these circumstances it isn't exactly education that holds sway over labour force involvement, but just the contrary.

As the parents or the persons closest to them stated on the survey, the child and adolescent population in gainful employment in productive activities, has as their future vision preferences primarily related to their interest in education.

Indeed, 30.9% would prefer to complete their education and begin working and 20.8% would dedicate full-time to studies, adding both, they cover 51.7% of the preferences among the minors. Also in favour of education, but without ceasing to aid the household productive and economically, there is another 11.6% that would be inclined to attend school half-time and work the rest to provide income as well as 0.6% that would be inclined to work part-time for the household enterprise. The preferential attraction towards education presents larger proportions among those between 5 and 9 years of age (63%) and 10 to 14 years of age (58.2%); among adolescents aged 15 to 17 years it drops to 46.8%.

Among females, their guardians perceive in them a greater propensity for education (58.8%), than among males (49.5%).

Overall, 26.1% of employed minors desire future options related to continuity in work, full-

time work for income (13.1%), part-time work in a family enterprise (0.9%), and finding better jobs than their current one (8.7%).

By areas, the preferences for work activities are higher in rural areas (34.6%) than urban areas (14.9%), therefore, aspects related to full-time school work and completing general basic education are, overall, of less interest to the former than the latter.

It is worth keeping in mind that, on the one hand, cultural patterns rooted in the rural milieu with regards to minors helping out in the family's productive activities, and on the other, the subjectivity that can surround responses from an adult point of view.

The Survey provides results on perceptions of adults responsible for employed minors related to what they do for fun when not working. This research was based on multiple choices, thus, they are not limited to a single response but to several, or even all nine categories.

In general terms, the categories associated with play, entertainment and studies, are the ones with the highest relative importance, and to a lesser degree, there is time spent reading.

By gender, females are proportionally more dedicated to studies (17.7%) and reading (4.9%), as a means of diversion, compared to males (10.9% and 3.7%, respectively).

By age groups, the occupied population dedicates more time to studies when not working, the lower their ages, primarily among those 5 to 14 years of age, ages that are conceived as a time of fantasy for them, when school becomes an important point of reference for them. Similarly, it is worth noting that the smallest children aged 5 to 9 years dedicate time to play whether with friends, siblings or alone at home, in view of the positive repercussions of recreational activities at these ages for their physical, psychic and psychological development and their socialisation, already limited by the combination of this time with their work.

5.C.2.3 Educational level of the child and adolescent labour force

About 36,700 working children, equivalent to 63.8% of the economically active population between 5 and 17 years of age, have, as their sole educational capital, some grade of primary education, and of these 33.3% have completed primary school. At this level, and with a duration of 6 years, the students are expected to receive a solid basic education, after which they should be able to read,

write, carry out basic calculations and have elementary knowledge of different disciplines.

This relationship varies in the economically active population by their actual status in the labour force. Those with completed primary constitute 34.5% (16,527) of the gainfully employed population, with 86.2% of employment; 27.7% (2,643) of the unemployed population with an unemployment rate of 13.8%; 30.1% (1,751) of the out of work population and 24.0% (892) of the new workers (see table 39).

Secondary education³⁰ is oriented towards deepening the integral formation of the students, and completing their acquisition of basic knowledge as well as acquiring specific competencies, which will allow them access to higher education and the world of work.

Completion of secondary school (which means accumulating a minimum of 12 years of schooling, or 14 years, if they also completed the initial 2 years of pre-school) broadens the perspectives for minors to opt for or get involved in more advantageous and better-paid occupations. These benefits are not limited only to the world of work, including as well better welfare, a more rational and productive use of resources, better prevention and health care and higher cultural levels, among others.

A little more than 2.0% of the child and adolescent labour force has completed secondary education. The occupied population amounts to 1.2% (572) with an employment rate of 58.3%, the unemployed segment constitutes 4.2% (403) with an unemployment rate of 41.3%, those out of work are 0.9% (55), and those aspiring entry to the labour market 9.3% (348).

The proportion of working minors with any year of higher education (270), whether university or not, and vocational (334) is minimal, when taken together do not even represent 1.0%. Within the occupied population, those without any grade passed signify 5.5% (2,657) and have an employment rate of 96.5%.

The panorama of the educational level of the child and adolescent labour force is not very encouraging at the national level, but a study of the situation by areas is nothing less than dramatic.

The child and adolescent labour force without any grade passed in urban areas (0.7%) is, in percentage terms, below the national average (4.8%); but in rural (7.2%) and indigenous areas (16.8%) it is far above the average.

A similar situation is encountered when comparing this ratio in the occupied population. In urban

areas, there are no unemployed without schooling. This is also true among males in indigenous areas; thus, all of those out of work in this area are only females.

More than 40% of the child and adolescent labour force in rural areas, both employed and unemployed, has completed primary education, while this proportion drops to about 20% in urban areas, which is below the national average. In indigenous areas, this proportion reaches 26.4% for employed and 14.2% for unemployed.

Indeed, this is so, as generally in urban areas there are higher proportions of the labour force with completed secondary education than in rural areas, while in indigenous areas, the survey did not find population that has completed secondary education.

Behaviour by gender is somewhat heterogeneous. However, in an attempt to distinguish characteristics, the following stand out: among working female minors, overall and in rural and indigenous areas those with no schooling prevail in comparison to males; the males that make up the economically active population and the employed population have completed primary to a greater extent than the females nationally and in rural areas, while the opposite is true in urban and indigenous areas; on average, unemployed females present, nationally and in rural areas, greater advances insofar as they have finished 6 years of primary, in contrast, in urban areas, this relationship favours males and in indigenous areas only males appear. The relative importance of completed primary schooling overall and in urban areas is higher among out of work females than among males; in rural areas, first time female workers have completed primary more than males, whereas the contrary is true in urban areas and as a national average.

With regards to completed secondary, although some occupational statuses do not record females in certain areas, generally females have higher proportions than males. It is worth noting that overall, the number of males and females with some university education is equal (132), however, there are females with some non-university higher education (6) and a greater quantity of them with vocational education (261) than among males (73).

From the foregoing, we can infer that it is probable that females have fewer opportunities for schooling at their disposition, due to role differentiation, but that their stay during the course of the educational period is more favourable to them than males, who have a higher tendency to dropout and join the labour market earlier.

Economically active population between 5 and 17 years of age, by area and level of education, according to sex and occupational status (Year 2000, percentages)

Table 39

Area and level of education (Highest grade passed)	Total			Males			Females		
	Total	Employed	Un-employed	Total	Employed	Un-employed	Total	Employed	Un-employed
Total	100	100	100	100	100	100	100	100	100
Without schooling	4.8	5.5	1	4.4	5	0.3	6.1	7.2	2.2
Pre-school	0	0	-	0	0	-	-	-	-
Special education	0.4	0.4	0.3	0.5	0.6	0.5	-	-	-
Incomplete primary	30.5	33.1	17.1	33.8	36	21.2	20.5	23.8	9.4
Completed primary	33.3	34.5	27.7	34.4	35.6	27.3	30.2	30.8	28.3
Incomplete secondary	28.2	24.6	46.6	25.7	22.1	47.2	35.8	32.7	45.8
Completed secondary	1.7	1.2	4.2	0.7	0.6	0.9	4.7	3	10.4
University, 1 to 3 years	0.5	0.3	1.4	0.3	-	2.1	0.9	1.2	-
Higher non-university	0	0	-	-	-	-	0	0.1	-
Vocational	0.6	0.4	1.7	0.2	0.1	0.5	1.8	1.2	3.9
Urban areas	100	100	100	100	100	100	100	100	100
Without schooling	0.7	1	-	0.9	1.3	-	0.2	0.2	-
Pre-school	-	0	-	0	0	-	-	-	-
Special education	1	1.2	0.5	1.5	1.8	0.8	-	-	-
Incomplete primary	24.1	26.9	17.6	29.2	31.7	22.7	14.4	17	8.8
Completed primary	21.5	22.2	19.9	20.7	21.6	18.4	23	23.3	22.4
Incomplete secondary	46.4	43.6	52.6	45.4	42	54	48.2	47.3	50
Completed secondary	3.7	3.3	4.7	1.1	1.6	-	8.7	6.8	13
University, 1 to 3 years	1.2	0.9	2.1	0.9	-	3.3	1.8	2.7	-
Higher non-university	-	0	-	-	-	-	0.1	0.1	-
Vocational	1.4	0.9	2.6	0.3	0	0.8	3.6	2.6	5.8
Rural areas	100	100	100	100	100	100	100	100	100
Without schooling	7.2	7.6	2.9	6	6.4	0.9	11.9	12.8	7
Pre-school	-	-	-	-	0	-	-	-	-
Special education	0.1	0.1	-	0.1	0.1	-	-	-	-
Incomplete primary	34.2	36	16	36.1	37.5	18.5	26.5	29.3	10.7
Completed primary	40.2	40.1	42.2	40.9	40.9	43.1	37.4	36.7	40.7
Incomplete secondary	17.7	15.9	35.6	16.3	14.7	35.1	23.4	21.2	36.5
Completed secondary	0.5	0.2	3.3	0.5	0.3	2.4	0.8	-	5.1
University, 1 to 3 years	-	-	-	-	-	-	-	-	-
Higher non-university	-	-	-	-	-	-	-	-	-
Vocational	0.1	0.1	-	0.1	0.1	-	-	-	-
Indigenous areas	100	100	100	100	100	100	100	100	100
Without schooling	16.8	16.9	14.2	15	15.8	-	20.9	19.5	50
Pre-school	-	-	-	-	-	-	-	-	-
Special education	-	-	-	-	-	-	-	-	-
Incomplete primary	46.7	47.7	28.7	52.1	53.9	20.2	34.9	34.1	50
Completed primary	24.1	24.6	14.2	22.3	22.5	19.9	27.9	29.3	-
Incomplete secondary	12.4	10.8	42.9	10.6	7.8	59.9	16.3	17.1	-

Source: CGR/DEC, Child Labour Survey, October 2000.

Bocas del Toro province has the highest percentage of economically active population with no schooling (13.6%), followed by Darién (8.1%), Veraguas (5.5%), Panama (3.0%) and Herrera (2.6%), while in Chiriquí and Coclé provinces it is less than 1.0% and in Colón and Las Santos there is no data recorded in this regard.

occupational status is a core topic, allowing inferences about risks to which they are exposed, degrees of vulnerability related to type of work performed by minors, given the nature and place it is carried out, as well as the conditions under which it is performed.

5.D.1 The main occupations

As a result, the child and adolescent labour force in Bocas del Toro province presents a very preoccupying situation in terms of educational levels, insofar as it has an activity rate close to 8.0% and more than 90.0% are employed. In comparison with the rest of the provinces, it has the largest proportion of working minors with no schooling, there are no adolescents that have completed secondary education and it has the lowest proportion of the working population with completed primary education.

Upon analysing the distribution of the child and adolescent labour force by occupation, it is clear that one half of it, 50.0%, is employed as workers in agricultural, forestry, fisheries and hunting, 26,886 minors of a total numbering 53,800 members of the economically active population, excluding those that never worked from among the unemployed. This is congruent with the employment rate seen by areas, which was higher in rural areas, placing it above the national average (see table 40).

In summary, on observing the gainfully employed population between 5 and 17 years of age, according to their different employment statuses, levels of education achieved, and corresponding rates of employment and unemployment, we can propose a hypothesis that work and education are not compatible, since labour insertion is an obstacle to remaining in the school system so that these minors could reach higher levels of instruction and opt for employment in the formal labour market.

Street hawkers, service workers not classified in other groups, day labourers and peons hold the second level of importance in occupations among the child and adolescent working population (24.5%, 13,191).

To the contrary, the greater frequency of school non-attendance in the child and adolescent labour force to which we have referred, together with lower instructional levels, leads to the inference that the lower the level of schooling, the greater the tendency to abandon studies or interrupt them, and these lower educational levels, together with dropping out, means that these minors find but a precarious place in the world of work.

In third place we find occupations as service workers and salespersons in trade and markets (16.1%, 8,686).

Artisans and workers in mines, construction, manufacturing industries, mechanics and related occupations hold fourth place (5.4%, 2,927).

The educational wealth of the working population between 5 and 17 years of age is clearly insufficient and limited. A serious reality at ages whose priority should be an inclination to education to find better opportunities allowing them to break out of the circle of so many shortages associated with ignorance, discrimination, social marginality and poverty, among others.

Occupations as office employees holds fifth place in relative importance (2.1%, 1,127).

Another occupation which, although only groups 304 minors, is no less important due to its inherent hazards, related to operators of fixed machinery and installations, assemblers, drivers and operators of mobile equipment (1.1%, 592). "Other occupations" groups those whose relative weights were less than 1.0%, which are indicated in the note to table 40.

5.D Labour force insertion of the child and adolescent workers by occupation, sector and industry and occupational status

It is important to emphasise that the child and adolescent labour force repeats the same pattern found in the economically active population 5 or more years of age, regarding the relative importance of the major occupations.

With regards to the child and adolescent labour force, an analysis of labour force insertion by main occupations, occupational category and

On examining the occupational insertion of minors by area, occupational status and gender, the findings are particularly interesting for designing policies and measures focused on reducing and regulating child workers and protecting their integral development.

Overall, males (57.7%, 23,553) are primordial-ly involved as workers within agriculture and relat-ed sectors, while females are employed as street hawkers (30.2%, 3,291).

In rural areas, employment as agricultural labourers is the main occupation for the whole population (73.6%, 25,647), although to a greater extent among males (79.5%, 22,325) than females (49.2%, 3,322). Occupations as service workers (10.5%, 3,666) and hawkers (10.2%, 3,548) follow in importance in rural areas, with the former of greater import among males (9.0%, 2,513) and the latter among females (20.2%, 1,362).

In urban areas, occupations as hawkers (50.9%, 9,643), service workers and salespersons in trade and markets (26.5%, 5,020), and artisans and relat-ed (7.7%, 1,467) predominate. This same order of importance is found among males: 55.7% (7,084), 17.9% (2,270) and 10.4% (1,329), respectively. Among urban females work in personal services (44.0%, 2,750) and hawking (41.0%, 2,559) hold clearly predominant positions, followed by office employment at much lower levels (9.5%, 590) with regard to males and the area average.

Agricultural labour predominates in indigenous areas (82.4%, 8,122), more so than rural areas. Employment as artisans, miners and other related jobs is in second place but with a much lower pro-portion (7.6%), not comparable to the former and whose work force is less than a thousand (752).

Almost one hundred percent of indigenous males (92.2%, 5,637) are agricultural labourers, while among females 62.0% (1,959) are; a signifi-cant group of females are employed as artisans 21.4% (677), as second ranking occupation.

In general, the employed child and adolescent labour force presents behaviour similar to the labour force as a whole. Overall, 54.6% (26,205) of employed minors are agricultural labourers, which is valid for both males (62.2%, 22,926) as well as females (29.6%, 3,279).

By gender, second and third ranking employ-ments are street hawking and service work, where women present proportions higher than males. Thus, 29.3% (3,253) of the females are employed in hawking and 18.5% (6,838) of the males; and as service workers, 26.5% (2,936) of the employed females versus 11.4% (4,218) of the males.

By area, in urban areas 48.4% (7,253) of the gainfully employed are found in street hawking,

27.1% (4,065) as service workers, 8.5% (1,275) as artisans, and 6.9% (1,032) are employed in agricul-tural labour and related jobs. Males present a sim-ilar pattern: 50.3%, 20.6%, 11.3% and 10.1%, respectively. Among females, the order is similar for the first two occupations (44.5%, 2,193 and 40.4%, 1,988), but third and fourth rank are office work (9.3%, 468) and as artisans (2.8%, 138).

In rural areas, the occupational hierarchy among child labourers varies in favour of agricul-tural labour (76.3%, 25,173), a situation occurring among both males (81.7%, 21,906) and females (53.0%, 3,268). Although among all rural working children service occupations occupy second place (9.4%, 3,089), by gender this is valid only for males (8.0%, 2,141), insofar as among females hawking moves into second place (17.2%, 1,060), although the proportion as service workers, ranking third, is also quite significant (15.4%, 948).

In indigenous areas, 82.4% (8,122) of occupied minors are employed in agriculture, with 92.1% (6,163) males and 63.5% (1,959) females. Artisans constitute 8.1% (752) of all the employed, 21.9% (677) of the females but only 1.2% (75) of the males, given the greater importance of service work for this gender (5.6%, 376), which occupies second place for males and third place for females (7.3%, 225).

Among unemployed minors, the predomi-nance of agricultural labour declines (11.7%, 681), ceding to occupations such as hawking (53.2%, 3,100) and service workers (26.3%, 1,532). This hierarchical arrangement, as mentioned above, is coherent with the higher unemployment rate in urban (29.3%) than rural areas (9.2%), in view of the fact that these occupations are more character-istic of the former. Thus, this same order of importance is found among unemployed minors in urban areas, with proportions exceeding national averages. Indeed, as urban street hawkers there are 60.0% (2,390) of the total unemployed, 75.9% (2,024) of the males and 27.8% (366) of the females; and 24.0% (955) as service workers, an occupation that is the most important among unemployed females, at 57.9% (762) versus 7.2% (193) males. Among the latter, agricultural labour is second most important with 7.8% (207).

Street hawking is the main occupation among unemployed rural minors (38.5%, 710), followed in order by service work (31.3%, 577) and agricul-tural labour (25.7%, 474). Among females the same order is maintained with the following pro-portions 51.3% (302), 34.8% (205) and 9.2% (54). Among males, rural unemployment occurs in the

agricultural sector (33.5%, 420), street hawking (32.5%, 408) and service work (29.7%, 372).

The unemployed indigenous child and adolescent population declare as sole occupation service workers and salespersons in trade and markets (100%, 75), which is associated solely with females, we reiterate

that among indigenous male minors there was no unemployment.

By age groups, the occupational structure of the working population between 5 and 17 years of age presents very interesting variations.

Economically active population between 5 and 17 years of age, by area, sex and employment status, according to occupation
(Year 2000, percentages)

Table 40

Area, sex and employment status for employed	Total	Office workers	Service workers and salespersons and in markets	Agricultural labourers and related	Artisans and workers in mining, construction, industry, mechanics, and related	Operators of fixed machines and installations and related	Street hawkers	Others 1/
Total	100	2.1	16.1	50.1	5.4	1.1	24.5	0.7
Males	100	1.1	11.7	57.8	4.9	1.5	22.7	0.3
Females	100	5.1	30	25.7	7	-	30.2	2
Employed	100	2	14.9	54.7	5.6	1.2	21	0.6
Males	100	1.1	11.4	62.2	4.8	1.6	18.5	0.4
Females	100	4.8	26.5	29.5	8.3	-	29.3	1.6
Urban	100	5.5	26.5	6.5	7.7	1.6	50.9	1.3
Males	100	3.6	17.9	9.6	10.4	2.4	55.7	0.4
Females	100	9.5	44	0.2	2.2	-	41	3.1
Employed	100	5.8	27.1	6.9	8.5	2	48.4	1.3
Males	100	4.1	20.6	10.1	11.3	3	50.4	0.5
Females	100	9.3	40.4	0.2	2.8	-	44.5	2.8
Rural	100	0.2	10.5	73.7	4.2	0.8	10.2	0.4
Males	100	-	9	79.5	2.4	1	7.8	0.3
Females	100	1.1	17.1	49.1	11.5	-	20.2	1
Employed	100	0.2	9.4	76.2	4.3	0.9	8.6	0.4
Males	100	-	8	81.7	2.3	1.1	6.6	0.3
Females	100	1.1	15.4	53.1	12.6	-	17.2	0.6
Indigenous	100	0.8	6.9	82.4	7.6	-	2.3	-
Males	100	-	5.6	92.2	1.1	-	1.1	-
Females	100	2.4	9.5	61.9	21.4	-	4.8	-
Employed	100	0.8	6.1	83.1	7.7	-	2.3	-
Males	100	-	5.6	92.2	1.1	-	1.1	-
Females	100	2.4	7.3	63.5	21.9	-	4.9	-

1/ Includes the following occupations: workers in armed forces and unidentifiable occupations; members of executive and legislative branch; directive personnel in public administration, private enterprise and social interest organisations; professionals, scientists and other intellectuals; middle-level technicians and professionals.
Source: CGR/DEC, Child Labour Survey, October 2000

Overall, 86.1% of minors 5 to 9 years of age are involved in agricultural labour, with a higher proportion among males (86.6%) than females (82.9%). This relationship reaches 94.4% in rural areas, among working children, also in a larger proportion among males (95.1%) and females (93.8%). The situation in indigenous areas is striking, insofar as one hundred percent of male and female children in this early age group are involved in agriculture or related activities. In urban areas, there is a prevalence of street hawkers (59.9%), among both males (55.2%) and females (100%), and in second place, agricultural labour (33.9%) these being only male.

The impact of agricultural labour is, in relative terms, less among the groups aged 10 to 14 years (61.8%) and 15 to 17 years (40.5%), in comparison with the 5 to 9 year-old group, as a result of their broader dispersion in labour markets, as hawkers (19.6% and 28.2%, respectively) and as service workers (14.3% and 18.3%).

This pattern is similar in rural areas, although with quantitatively significant differences, since 82.9% of adolescents between 10 and 14 years of age and 65.0% of those 15 to 17 years of age are in agricultural sectors; and in indigenous areas, these percentages climb to 93.9% and 68.3%, respectively. In urban areas, to the contrary, the figures are broadly lower: 9.6% at ages 10 to 14 years and 4.5% in the 15 to 17 year-old group, among whom hawking predominates (55.6% and 48.7%, respectively) together with service industries (30.7% and 25.4%).

By gender, there is significant variation in the 10 to 14 and 15 to 17 year-old groups. Males aged 10 to 14 years were proportionally more involved in agriculture (68.1%) than females (32.4%), which is also the case among those 15 to 17 years old: 48.3% versus 21.2%, respectively. In service industries, males in both age groups have lower proportions than females: at age 10 to 14 years, 10.0% versus 34.6% for females and 13.8% at ages 15 to 17 years versus 29.5% for females. In the case of street hawking, the proportions by gender for those ages 10 to 14 years are very close: 19.6% males and 19.9% females; in those aged 15 to 17 years, female presence surpasses that of the males, (34.2% versus 25.9%).

In urban areas, among males 10 to 14 years of age, occupation as street hawkers predominates (63.9%) to a greater extent than among females (34.2%), among whom service employment prevails (55.4%) over that of males (21.1%). In this population group, 13% of males are in agricultural labours, while among females this is insignificant (0.8%). It is worth noting that 9.6% of

females aged 10 to 14 are found in office tasks, an employment where only 1.3% of males are found.

More than half (52.1%) of the male working population in urban areas, aged 15 to 17 years is employed in street hawking, followed by the service sector (16.9%), artisans and related (15.1%), agricultural workers (7.0%), office workers (4.8%) and operators (3.5%). Among females this varies, with 42.5% in hawking, 41.0% as service workers, 9.5% in office work and 2.9% as artisans.

In rural areas, among males 10 to 14 years old agricultural employment is primordial (86.6%) as it is also among those 15 to 17 years old (72.1%), female proportions are lower (58.9% and 42.6%, respectively). Females aged 10 to 14 years are more involved in service industries (17.2%) than males (6.3%), which also occurs among those aged 15 to 17 years (18.0% and 12.0%, respectively).

Females aged 10 to 14 and 15 to 19 years are more involved as street hawkers (7.9% and 25.8%, respectively) than males (4.7% and 10.6%, respectively). In these age groups, females are also employed more as artisans and related labourers (15.3% and 10.9%) than males (1.2% and 3.7%, respectively).

In indigenous areas, large proportions of both males and females in the 10 to 14 and 15 to 17 age groups are involved in agricultural labour, although with greater relative importance among males in the younger group, insofar as males 10 to 14 years of age are fully dedicated to agricultural labours (100%), while among females this drops to 66.8% with the remaining 33.2% working as artisans. Among those 15 to 17 years of age, 78.8% of males and 58.1% of females are in agriculture, 15.1% of males and 9.6% of females are in service labours.

In general terms, from another perspective, the percentage distribution of all minors by each occupation analysed, the 15 to 17 year old group has larger proportions than the other two groups, by total, gender, area and employment status.

However, there are exceptions. In the distribution of all economically active minors by age groups involved in different occupations, the 10 to 14 year old group constitutes a larger proportion in comparison with the 15 to 17 year old group, in the following cases.

First of all, overall, this occurs among unemployed male service sector workers (53.3% vs. 46.7% for females).

Second, among all females employed as agricultural workers in urban areas (100%).

There is a third exception in urban areas among unemployed agricultural workers (87.9% vs. 12.1% for those 15 to 17 years of age) which corresponds solely to males; in indigenous areas, the same is seen among all those involved in agricultural labours (45.5% vs. 42.6%), particularly among males (53.0% vs. 33.4%), which refers only to those employed since there are no unemployed in that occupation.

One final observation derived from a careful study of the occupations, and in particular those grouped as “other”, this refers here to cases of minors who indicate that they are working as “directive personnel in public administration, private enterprise and social interest organisations”, “professionals, scientists and other intellectuals” and “middle level technicians and professionals”, which correspond solely to working minors 15 to 17 years of age. Furthermore, among office workers, this group is the most representative; although there are also adolescents aged 10 to 14 years old. These observations are in agreement with the indication that to access these positions a higher level of education is required.

In summary, the study illustrates some outstanding traits indicated as follows.

The occupational “face” of the child and adolescent labour force is eminently linked to agricultural and related work. This is, needless to say, more characteristic in rural, and particularly indigenous, areas, among both the population as a whole and by gender (with a higher male proportion), among those employed, and by age groups, where it is of note that almost all of those aged 5 to 9 years are dedicated to these occupations.

Street hawkers and service workers are occupations that are next in importance after agricultural labour at the national level, and are characteristic principally in urban areas, and within these areas, at any level of disaggregation (total, by status, by gender and age groups).

In urban areas, artisan, manufacturing, construction, mechanics and related employments are also more common among males, equipment operators, only among males, agricultural workers (probably in suburban areas), and as office workers, where females predominate. Similarly, there are other occupations requiring higher educational levels, where females predominate. Thus, urban areas show a greater diversity of occupations, and thus, more varied risks, in which minors are preferentially employed.

5.D.2 Sector and industry of economic activity

In congruence with the occupational structure already seen, the primary sector dominates the employment of the working population aged 5 to 17 years (49.3%, 26,509), primordially among males (56.8%, 23,174), as can be seen in table 41.

This sector also shows primacy among employed children (53.9%, 25,871), with a particular concentration of males (61.2%, 22,590).

With regards to sectorial structure, the study population does not follow the pattern followed by the population aged 5 or more years, as can be seen in the structure by occupational type. In the national labour force 5 or more years of age recorded in the Survey, the Tertiary population predominated (59.0%), followed by the primary sector (23.0%) and in third place the secondary sector (17.9%), with non-specified activities having little significance (0.1%).

Agriculture, livestock, hunting and forestry stand out in the primary sector, representing 25,273 working youths, who represent 95.3% of all of the members of this sector.

In the child and adolescent labour force, overall, we find that the younger the age group, the greater the proportion of the age group concentrated in the primary sector. This sector absorbs 82.1% of the 5 to 9 year old group, 61.2% of those 10 to 14 years of age and 40.0% of the 15 to 17 year old group (see table 42).

Statistical evidence indicates that minors aged 5 to 9 years are primordially involved in the primary sector, whether one is dealing with the whole economically active population, or those employed or unemployed, or of males or females (with the exception of unemployed females, which provides no information).

In rural areas, the proportional values for minors between 5 and 9 years of age concentrated in the primary sector are higher, varying from over 90% to 100%, when analysing information by gender or employment status. In indigenous areas, this relationship reaches 100% of minors in this age group in the primary sector, except for the case or unemployed females, with no children in that condition).

Among males in the rural primary sector (primordially in agriculture and related occupations), there is a visibly greater relative importance at any status, which even exceeds the corresponding averages. Females in this sector, in contrast to their

lower overall participation, present significant relative weights: holding 49.2% of the female labour force and 53.0% of those employed, although in the case of those unemployed, it has a relatively minimal percentage, 9.2%, coming primarily from those 15 to 17 years of age.

In indigenous areas, concentration in the primary sector is much more relevant. Among the whole male child and adolescent labour force, more than 90% are in this sector, as well as those minors

employed in it (there are no unemployed in this sector). Female indigenous labourers belong to this sector in greater proportions than their counterparts in rural areas (above 60%).

In urban areas, to the contrary, the primary sector falls to last place in importance, holding a mere 5.0% of the child and adolescent labour force, and slightly more than 7.0% of the males, overall and by employment status.

Economic category among the child and adolescent labour force, by sector and industry, according to area (Year 2000, percentages)

Table 41

Sector and industry	Total			Urban areas			Rural areas			Indigenous areas		
	Total	Male	Fem.	Total	Male	Fem.	Total	Male	Fem.	Total	Male	Fem.
Total	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Primary sector	49.3	56.8	25.8	4.9	7.2	0.2	73.5	79.3	49.6	82.4	92.1	62.0
Agriculture and related	47.0	54.0	25.1	3.8	5.6	0.2	70.5	75.9	48.4	77.1	84.3	62.0
Fisheries	2.3	2.8	0.7	1.1	1.6	-	3.0	3.4	1.2	5.3	7.8	-
Secondary sector	6.9	6.5	8.1	8.4	10.3	4.5	6.1	4.8	11.5	8.4	2.3	21.4
Mining	0.2	0.2	-	0.4	0.6	-	-	-	-	-	-	-
Manufacturing industries	3.5	2.5	7.1	3.3	3.8	2.4	3.8	1.9	11.5	6.9	-	21.4
Electricity, gas and water	0.1	0.1	-	-	-	-	0.1	0.1	-	-	-	-
Construction	3.1	3.7	1.0	4.7	5.9	2.1	2.2	2.8	-	1.5	2.3	-
Tertiary sector	43.8	36.7	66.1	86.7	82.5	95.3	20.4	15.9	38.9	9.2	5.6	16.6
Wholesale and retail trade	16.6	16.3	18.0	34.0	38.5	24.9	7.2	6.4	11.5	4.6	2.2	9.5
Hotels and restaurants	2.3	1.4	5.1	4.9	3.0	8.7	0.8	0.6	1.8	0.8	1.1	-
Transportation, storage and communications	3.7	4.6	1.0	6.2	8.8	0.8	2.4	2.7	1.1	1.5	1.1	2.4
Financial intermediation	0.3	-	1.0	0.7	-	2.1	-	-	-	-	-	-
Real estate activities	1.3	1.0	2.0	3.2	2.7	4.2	0.2	0.2	-	-	-	-
Public administration and defence	0.1	-	0.4	0.3	-	0.9	-	-	-	-	-	-
Teaching	0.4	0.2	1.0	1.1	0.5	2.1	-	-	-	-	-	-
Social services and health	0.1	0.1	-	0.3	0.4	-	-	-	-	-	-	-
Other community, social and personal services	11.1	12.2	7.9	21.3	26.6	11.0	5.6	5.6	5.1	1.5	1.1	2.4
Private homes with domestic help	7.8	0.9	29.5	14.7	2.0	40.6	4.1	0.4	19.0	0.8	-	2.4
Activities not clearly specified	0.1	-	0.2	-	-	-	0.1	-	0.4	-	-	-

Source: CGR/DEC, Child Labour Survey, October 2000.

Overall, the tertiary sector is next in importance after the primary sector, holding 43.7% of young workers. Among females, insertion into this sector predominates in any status, far above the average, which absorbs 95.7% even among unemployed females.

Contrariwise to what was seen in the primary sector, overall in the tertiary sector there is a direct correlation between age and participation by minors; thus, as the age group increases so does the proportional concentration of the youthful population in this sector. The 15 to 17 year old group has higher proportions than the other two groups, by occupational status, emphasising the fact that those of the females are higher than males the respective averages, and by labour status.

For the purposes of this analysis, it is worth the effort to examine tertiary sector heterogeneity, with

regards to how the working population between 5 and 17 years of age is distributed by industry.

Three industries stand out with regards to child and adolescent workers in the tertiary sector: first wholesale and retail trade (16.6%), second, personal service activities (11.1%) and finally domestic service (7.8%).

In the first, overall, there is a greater proportion of female than male workers (18.0% vs. 16.3%, respectively); which is also true by gender among those occupied (18.3% vs. 13.6%, respectively). Among the unemployed, the proportion of males is larger (41.2%) that that of females (16.4%).

In the second industry, "other community, social and personal service activities", relative weights among males are greater than females; the unemployed are exclusively male.

Sector of employment of the economically active population between 5 and 17 years of age, by area and sector, according to gender and age groups (Year 2000, percentages)

Table 42

Area and sector	Total				Males				Females			
	Total	5-9	10-14	15-17	Total	5-9	10-14	15-17	Total	5-9	10-14	15-17
Total	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Primary	49.3	82.1	61.2	40.0	56.8	81.9	67.4	47.6	25.7	82.9	56.8	25.7
Secondary	6.9	-	3.0	9.6	6.5	-	1.8	10.1	8.1	-	6.5	8.1
Tertiary	43.7	17.9	35.8	50.3	36.7	18.1	30.8	42.3	66.0	17.1	36.7	66.0
Not stated	0.1	-	-	0.1	-	-	-	-	0.2	-	-	0.2
Urban	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Primary	4.9	1.2	7.1	4.2	7.3	1.4	9.5	6.5	0.2	-	0.8	-
Secondary	8.4	-	0.7	11.6	10.3	-	0.9	14.7	4.5	-	-	5.9
Tertiary	86.7	98.8	92.2	84.2	82.4	98.6	89.6	78.8	95.3	100.0	99.2	94.1
Rural	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Primary	73.4	95.7	83.1	64.5	79.3	96.0	86.7	71.4	49.2	93.7	59.0	42.6
Secondary	6.1	-	3.9	8.3	4.8	-	2.2	7.4	11.5	-	15.3	10.9
Tertiary	20.4	4.3	13.0	27.1	15.9	4.0	11.1	21.2	38.9	6.3	25.7	45.9
Not stated	0.1	-	-	0.1	-	-	-	-	0.4	-	-	0.6
Indigenous	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Primary	82.4	100.0	94.3	68.8	92.1	100.0	100.0	78.8	62.0	100.0	66.8	58.1
Secondary	8.4	-	5.7	12.5	2.3	-	-	6.1	21.4	-	33.2	19.3
Tertiary	9.2	-	-	18.7	5.6	-	-	15.1	16.6	-	-	22.6

Source: CGR/DEC, Child Labour Survey, October 2000.

In the third, domestic service, we find a greater concentration among females, outdistancing by far its manifestations among males, among whom no unemployed were recorded. Similarly, among females between 15 and 17 years of age, we find the highest percentages of insertion in this industry.

The tertiary sector of the economy is characteristic of urban areas, where it concentrates 86.7% of the child and adolescent labour force, as opposed to 20.4% in rural and 9.7% in indigenous areas.

Females are more commonly employed in the tertiary sector than males, with proportions surpassing 90% and up to 100%, among the unemployed, which vary by age group in inverse order, since in the total and employed economically active population, children between 5 and 9 years are the ones with highest proportions of the three age groups, reaching 100%.

It is worth mentioning here the impact of domestic service in urban areas, where females have relative weights that far outstrip those of males. Where 14.7% of the total labour force is dedicated to household service, this is only 2.0% among males, but of the total of female workers they constitute 40.6%, a figure that reaches 33.5% among the employed females and 66.9% among those unemployed. Another aspect worth mentioning is that a majority are adolescents between 15 and 17 years of age who constitute the largest percentages among gainfully employed females (except in the case of those unemployed, which includes 100% of female minors between 10 and 14 years of age, versus 63.1% of those 15 to 17 years of age).

In rural areas there was a similar situation, though numerically speaking less severe with regards to the female population between 5 and 17 years of age, which is related to their greater concentration in the primary sector. In indigenous areas the pattern is similar.

In trade, in urban areas, contrary to what was observed overall and in rural areas, the proportion of males (38.5%) is of greater import than that of females (24.9%). Males aged 10 to 14 years stand out as being more concentrated in trade (42.2%) than other age groups of males. Among females, the 5 to 9 year old group has greater concentrations in this industry than other groups, overall and as employed, since there are no unemployed in this industry, the adolescent females 15 to 17 years of age hold first place in this occupational status

The relative importance of males in other community, social and personal service activities (26.6%) exceeds that of females (11.0%) in urban areas, and it

is the children 5 to 9 years of age that have the highest percentages, in contrast to the other groups in the whole and occupied labour force. In rural areas, the inverse in the case, insofar as the 15 to 17 year old group has the largest proportion.

The secondary sector, which is in third place, absorbs 6.9% of the total economically active child and adolescent population, 6.5% of the males and 8.1% of the females. These figures increase slightly with regards to the employed population: 7.1%, 6.4% and 9.5%, respectively.

Manufacturing industries (3.6%) and construction (3.1%) are the two industries that stand out in this sector with regards to a concentration of the child and adolescent labour force. In the former, the concentration of females (7.1%) outstrips that of males (2.5%), in the latter, there are relatively more males (3.7%) than females (1.0%).

In indigenous areas, this sector holds 8.4% of the economically active population between 5 and 17 years of age, with greater weight going to the manufacturing industries (6.9%), primordially among females (21.4%), while males are employed in construction (2.3%). In urban areas, 9.7% of economically active males are in this sector, particularly in construction (5.9%) and manufacturing industries (3.8%), and in slightly larger proportions than females (2.1% and 2.4% respectively in each industry). Children from 5 to 9 years of age are not involved in this sector, while those aged 10 to 14 years have scant representation (both genders), so that 15 to 17 year olds stand out, especially the males.

The secondary sector in rural areas (6.1%) shows behaviour not very different from other areas. The two industries mentioned are also the most important here. In contrast to urban areas, females have a larger proportion in industry (11.5%) than males (1.9%), while only males are involved in construction (2.8%) and females are absent.

With regards to the relative importance of the child and adolescent labour force, according to sectorial structure by province, in table 43 it can be seen that the primary sector predominates in Darién, Veraguas, Coclé, Herrera, Los Santos, Bocas del Toro and Chiriquí, while the tertiary sector predominates in Panama and Colón.

The secondary sector is in third place in all of the provinces, standing out due to higher proportions in the following provinces: Colón, with 11.8% and the sole influence of construction; Herrera with 9.9% emphasising equally construction and manufacturing;

Sector of occupation of the child and adolescent labour force, by area and province (Year 2000, percentages)

Table 43

Area and province	Total			Employed			Unemployed		
	Primary sector	Secondary sector	Tertiary sector	Primary sector	Secondary sector	Tertiary sector	Primary sector	Secondary sector	Tertiary sector
Total	49.3	6.9	43.8	53.9	7.1	39.0	11.0	5.3	83.7
Males	56.8	6.5	36.7	61.2	6.4	32.4	14.9	7.9	77.0
Females	25.8	8.1	66.1	29.6	9.5	60.9	2.8	-	97.2
Urban areas	4.9	8.4	86.7	4.8	9.3	85.9	5.2	4.9	89.9
Males	7.2	10.3	82.5	7.1	11.1	81.8	7.8	7.4	84.8
Females	0.2	4.5	95.3	0.2	5.7	94.1	-	-	100.0
Rural areas	73.5	6.1	20.4	76.2	6.1	17.7	23.4	6.1	70.5
Males	79.3	4.8	15.9	81.6	4.6	13.8	30.1	9.0	60.9
Females	49.4	11.5	39.1	53.0	12.6	34.4	9.2	-	90.8
Bocas del Toro	54.3	4.7	41.0	56.2	4.8	39.0	-	-	100.0
Coclé	62.2	6.2	31.6	66.3	6.1	27.6	13.3	6.9	79.8
Colón	32.5	11.8	55.7	38.6	11.3	50.1	-	14.7	85.3
Chiriquí	48.9	5.8	45.3	53.9	5.9	40.2	26.2	5.1	68.7
Darién	76.9	6.7	16.4	76.7	6.8	16.5	86.7	-	13.3
Herrera	62.2	9.9	27.9	65.8	8.3	25.9	17.3	28.7	54.0
Los Santos	57.6	8.7	33.7	59.0	8.3	32.7	19.6	19.6	60.8
Panama	13.6	6.9	79.4	15.7	8.2	76.1	5.0	2.0	93.0
Veraguas	72.9	4.1	23.0	74.9	3.5	21.6	28.9	14.9	56.2
Indigenous areas	82.4	8.4	9.2	83.0	8.5	8.5	-	-	100.0

Note: Table does not include proportion corresponding to "Not stated". Source: CGR/DEC, Child Labour Survey, October 2000.

Los Santos with 8.7% also due to the weight of manufacturing and construction; and Panama, with 6.9%, adding mines and quarry exploitation (which was also found in Coclé) to construction and manufacturing.

This analysis allows us to state that the child and adolescent labour force is primarily concentrated in the primary sector of the economy, primordially males and those between 5 and 9 years, which is even more characteristic in rural and indigenous areas.

The tertiary sector is pre-eminent among working urban youths, with significant participation among all age groups, but with a larger representation among the youngest ages (except for those unemployed). Females stand out in this sector due to their participation in domestic service, principally among those 15 to 17 years of age. In this sector, it is clear that in those industries that require greater educational preparation, the working children have less access, while the adolescents between 15 and 17 have greater options.

5.D.3 Employment category

A categorical analysis of occupations illustrates employment or job quality for the employed child and adolescent labour force. At these ages, years of schooling are still insufficient for access to better paid, higher quality jobs in better conditions, together with their lesser degree of experience and maturity, to seek a more adequate fulfilment of duties and the exercise of their rights.

Aware of these restrictions, the population of working minors may find itself surrounded by an unavoidable barrier that is ever-more difficult for them to overcome and emerge to take other paths that would allow them to develop better and more decently as human beings, avoiding discrimination, exclusion and exploitation, access their inalienable right to study, even in combination with work, and to be direct participants in the monetary resources generated with their efforts and tremendous sacrifices.

On analysing the occupational category of the employed population between 5 and 17 years of age, it is clear that a majority have found employment as family workers.³¹

This occupational category is not reprehensible in and of itself. Support by minors of those economic activities that sustain the family becomes in many cases irreplaceable for survival of household members. The harmful part is found in the conditions under which family labour is carried out and the child's possibilities for attending school (extending, missing or dropping out of school, physical risks, lack of remuneration, or suitability due to their immediate responsibilities, among others).

Of the total employed population (47,976), 43.9% (21,085) perform as family workers, which is more common in rural areas (59.1%, 19,507) than urban areas (10.5%, 1,578), and especially in indigenous areas (78.5%, 7,673), as can be seen in table 44. From this it can be inferred that family labour has a great deal of a rural aspect involved in it, generally associated with agricultural labours.

The family worker occupational category has overall primacy, both among males (45.0%, 16,607) as well as females (40.6%, 4,504), although with greater importance among the former.

A similar pattern can be seen in rural and indigenous areas. However, the percentage values are much higher than the national average, in rural areas 59.0% of males and females both are family workers, while in indigenous areas this climbs to 82.0% and 70.8%, respectively. In urban areas, to the contrary, it is the females who surpass the males in relative weight in this category, 17.5% versus 7.1%.

Participation by gender is also seen on examining individuals employed within this category at the national level, of all employed in this category, 78.7% are males and 21.3% are females; in urban areas these proportions are 45.3% and 54.7%; in rural areas, 81.3% and 18.7%; and in indigenous areas, 71.5% and 28.5%.

Generally, in the employed population in the occupational category in question, when we study it by age group, there is a clear majority among children 5 to 9 years of age, with proportions exceeding 60% overall and by sex. Of all minors 10 to 14 years of age and by sex, the value exceeds 50%, and among those 15 to 17 years of age, the proportion averages 35.0%.

A second important occupational category in child and adolescent labour are independent workers or the self-employed. There were 11,813 minors

between 5 and 17 years of age occupied in this category, representing 24.6% of the total, with a larger proportion among males (27.2%) than females (16.2%). This category blankets 40.0% of the occupied urban population, 51.7% of males and 16% of females from this area. In rural areas, 17.6% of the minors in the labour force do so as self-employed workers, with more matched proportions with regards to participation by sex, although it is slightly higher among males.

In indigenous areas, this category represents 15.4% of those employed, with a certain degree of primacy among females (17.1%) versus males (14.6%), in relative terms.

In the 5 to 9 year old age group greater import is found than among the other age groups, reaching almost 100% overall and by sex (among females it was 100%); in other areas, this population group also showed a greater proportion than the other age groups. This fact provides a focus for directed policies and measures, insofar as these early ages provide particular relevance for active incorporation into the school system, especially considering that this occupational category is constructed on precariousness and subsistence, added to the hazards of working on the street.

When looking at the distribution of all minors working as self-employed, those minors aged 15 to 17 years (53.5%) predominate, particularly among male independent workers (54.3% vs. 49.3% for females).

A third important occupational category worth noting, due to the conditions that reign within it, is domestic or household service. There were 2,950 minors involved as domestic help, signifying 6.1% of the employed child and adolescent labour force. The profile of the population between 5 and 17 years of age employed in domestic service corresponds to girls and adolescents (23.2% of females are involved in this category vs. 1.0% of males), particularly in urban areas (33.5% vs. 2.5% for males), female adolescents 15 to 17 years of age constitute the principal group (88.0% of females 5 to 17 years of age employed as domestic workers, at both overall and urban levels, belong to this age group).

The statistical evidence by occupational category for working minors 5 to 17 years of age indicates to some degree, an insertion into better quality jobs. The private sector provided employment for 24.6% (11,812) of all employed minors. Similarly, we can see that the public sector offers very few job openings to this population segment,

Occupational category of the employed population between 5 and 17 years of age, by area, gender and age groups (Year 2000, percentages)

Table 44

Area, gender and age groups	Total occupied population	Employees				Independent or self-employed	Family worker
		Total	Public sector	Private enterprise	Domestic service		
Total	47,976	31.4	0.7	24.6	6.1	6.1	43.9
5-9	2,755	0.2	-	0.2	-	-	63.1
10-14	16,804	17.9	0.3	14.6	2.9	2.9	55.5
15-17	28,417	42.5	0.9	32.9	8.7	8.7	35.3
Males	36,882	27.9	0.3	26.5	1.0	1.0	45.0
5-9	2,393	0.2	-	0.2	-	-	62.8
10-14	13,827	16.7	0.4	15.0	1.3	1.3	56.5
15-17	20,662	38.6	0.4	37.3	1.0	1.0	35.1
Females	11,094	43.2	1.7	18.4	23.2	23.2	40.6
5-9	362	-	-	-	-	-	64.9
10-14	2,977	23.2	-	12.9	10.3	10.3	50.5
15-17	7,755	52.9	2.4	21.3	29.2	29.2	35.7
Urban areas	14,991	49.5	1.7	35.0	12.7	12.7	10.5
5-9	404	1.2	-	1.2	-	-	-
10-14	4,335	27.2	-	18.7	8.5	8.5	18.3
15-17	10,252	60.8	2.5	43.3	15.0	15.0	7.6
Males	10,065	41.2	0.7	37.9	2.5	2.5	7.1
5-9	362	1.4	-	1.4	-	-	-
10-14	3,034	23.8	-	17.8	6.0	6.0	12.1
15-17	6,669	51.2	1.1	49.0	1.1	1.1	5.2
Females	4,926	66.5	3.8	29.2	33.5	33.5	17.5
5-9	42	-	-	-	-	-	-
10-14	1,301	35.3	-	20.8	14.5	14.5	32.9
15-17	3,583	78.6	5.2	32.6	40.8	40.8	12.1
Rural areas	32,985	23.2	0.2	19.9	3.2	3.2	59.1
5-9	2,351	-	-	-	-	-	74.0
10-14	12,469	14.6	0.4	13.2	1.0	1.0	68.4
15-17	18,165	32.1	-	27.1	5.1	5.1	50.9
Males	26,817	22.9	0.2	22.2	0.5	0.5	59.2
5-9	2,031	-	-	-	-	-	74.1
10-14	10,793	14.7	0.5	14.2	-	-	69.0
15-17	13,993	32.5	-	31.6	0.9	0.9	49.4
Females	6,168	24.6	-	9.7	14.9	14.9	59.0
5-9	320	-	-	-	-	-	73.4
10-14	1,676	13.8	-	6.7	7.1	7.1	64.1
15-17	4,172	30.8	-	11.6	19.2	19.2	55.9
Indigenous areas	9,777	6.1	-	5.4	0.8	0.8	78.5
5-9	1,052	-	-	-	-	-	78.6
10-14	3,985	-	-	-	-	-	84.9
15-17	4,740	12.7	-	11.1	1.6	1.6	73.0
Males	6,690	3.4	-	3.4	-	-	82.0
5-9	902	-	-	-	-	-	83.4
10-14	3,305	-	-	-	-	-	86.4
15-17	2,483	9.1	-	9.1	-	-	75.8
Females	3,087	12.1	-	9.7	2.4	2.4	70.8
5-9	150	-	-	-	-	-	50.0
10-14	680	-	-	-	-	-	77.8
15-17	2,257	16.6	-	13.3	3.3	3.3	70.1

Source: CGR/DEC, Child Labour Survey, October 2000.

given that there were only 0.7% (316) from the total employed labour force in this sector.

In both categories -employees of private and government enterprise-, which can be considered as the formal employment sector, larger proportions will be found among adolescents 15 to 17 years of age than from the other two age groups. Of the total population employed in the private sector, the oldest group absorbs 79.2% (9,350), as well as 82.6% (261) in the public sector. These proportions are higher in urban areas 84.5% (4,436) and 100% (261), respectively, while in rural and indigenous areas the corresponding figures are 75.2% (4,914) and 100% (526) in private enterprise. There are no government employees in either of these areas.

The influence of merely chronological factors is important in this adolescent group. These factors are related to higher levels of schooling in comparison with minors 10 to 14 years of age (the Survey is coherent insofar as no children 5 to 9 years of age were reported in these categories), for whom, on a similar basis, for legal and age reasons, there is less probability of their having access to the formal sector.

Nevertheless, it is worth noting that even labour insertion in the private sector cannot be considered fully stable. Private enterprise, within the context of the profound transformations brought by competitiveness and globalisation requires more qualified human resources and continuously introduces more modern technology (labour-saving at times). Under these conditions, the educational levels achieved by minors in the formal sector can be expected to be lower than those of employed young adults or those entering the labour force. Added to this is the fact that 40.1% of the employed population over age 5 years is in the private sector, thus factors such as competence, stability, experience, productivity, among others will have an impact on access to this sector. These factors lead to the supposition of a weakness in the labour ties binding child workers to employment in the formal sector.

A review of the statistics produced by the Survey allows us to infer that a great deal more than half of the employed population between 5 and 17 years of age (74.7%, 35,848) carry out activities of an informal or semi-formal nature, i.e., they are self-employed, family workers or workers in domestic service. Thus, there are 35,848 workers involved in informal or semi-formal occupations, categories characterized by their precarious and unstable conditions, and the perspective worsens if they are school dropouts and have developed a

routine of working instead of studying, in view of their precocious labour force insertion.

Informal occupational insertion outside the educational system implies serious consequences for minors, as has been mentioned. Informal or semi-formal occupations do not provide the benefits and advantages available to those occupied in the formal sector, such as, access to social security, trade union support, health assistance, enjoyment of vacations and conventional shifts, access to on-the-job training to develop and increase their abilities, talents and capabilities for better labour mobility, among others.

5.D.4 Place of work of male and female child workers

The analysis carried out of occupations, sectors and industries, as well as the occupational categories of the economically active population between 5 and 17 years of age, may indicate at least four major places of work: farms or agricultural units and related places, the street, private enterprise or governmental institutions and private homes.

The first place of work, agricultural farms or units, is based on the fact that more than one half of the child and adolescent labour force is occupied in "agricultural, forestry, fisheries workers and hunting" (50.0%). In addition, the primary sector, constituted by "agriculture, livestock, hunting and forestry" and "fisheries" concentrates almost one half of these young workers (49.3%), primarily in the first industry. Another aspect that corroborated the foregoing is the importance of family workers within the context of occupational categories (43.9%). An analysis by gender shows that this worksite has greater import among males. By age groups, the fact that practically all of the youngest workers (5 to 9 years of age) are working on agricultural exploitations stands out.

The street is considered as another predominant place of work among working minors. It can be identified by taking into consideration that one of every four members of the economically active population between 5 and 17 years of age is occupied as "street hawker, service worker not classified in another group, day labourers and peons"; and furthermore, of every four employed child labourers, one works in the "independent or self-employed" category. Males stand out in the distribution by sex of the economically active population aged 5 to 17 years, involved in both these cases. Notwithstanding, in a distribution of working minors by sex, among those dedicated to street hawking, females have a greater prevalence. By age groups, those 15 to 17 years predominate in both

cases, according to the distribution of the whole economically active population involved in these occupations. However, it is of concern to find somewhat more than one thousand minors aged 5 to 9 years in the "independent or self-employed" category.

One of every four economically active minors between 5 and 17 years of age was occupied in workplaces associated with governmental institutions or private enterprise. Minors aged 15 to 17 years occupy these sites more. Among the employed in private enterprise are males who predominate in these jobs, while females appear more among those employed in public institutions.

The fourth work place considered, private homes, is related to domestic service (regardless of whether they sleep in their place or work or not). This place of work is the most important one among employed females between 5 and 17 years of age, being much more common among the oldest age group, 15 to 17 years. The largest relative weight for industry among the economically active female population aged 5 to 17 years falls to "private households with domestic service", and confirms the foregoing proposition. It is encouraging to find that there are no girls 5 to 9 years of age reporting this workplace.

The vulnerability of the male and female child workers extends to any of the above work sites. Danger, lack of protection (including health care), abuse, and different types of exploitation, physical deformations, psychological distortions and exclusion, among others, are some of the risks faced by the child labour force on a day by day basis, with all the imagined and unimaginable consequences that may last for their whole lives.

5.E Work arrangements among the occupied child and adolescent labour force

5.E.1 The work shift

Work shifts are extremely important for analysing the job situation of employed working minors. The type of shift and number of weekly hours that the population between 5 and 17 years of age uses for their productive activities, is correlative to a reduction or conflict of hours available to dedicate to or access studies, and moreover, makes for an inadequate interval for school performance for those working and studying, as well as for their socialisation and the experiences typical of their age.

Limited compatibility between work and study in the case of employed minors is manifested by the scant flexibility of working hours, as a function of the fact

that double sessions in educational centres are less common, particularly in rural and indigenous areas.

The largest majority of the employed population, whether by gender, age groups, area or province, worked the day shift. Of a total of 47,976 employed minors, 39,299 (81.9%) worked the day shift, 12.4% (5,948) the swing or evening shift, 3.4% (1,633) a rotating shift and 2.3% (1,096) the night shift.

5.E.1.1 Day shift

The day shift represents 83.2% (30,680) among males and 77.7% (8,619) among females. By age groups, among the employed with this type of shift, the adolescent segment 15 to 17 years of age predominates (62.5%), with greater relative weight among females (75.7%) than males (58.8%).

Among the youngest age group (5 to 9 years), the proportion employed on day shift is high (72.6%). The proportion is higher among males (73.6%) than females (66.3%) overall. However, urban areas have a lower proportion on this shift (59.7%) than rural (74.9%) or indigenous areas (78.6%). The proportion among males is approximately one half (55.0%) that of females (100%)

At the national level, minors 10 to 14 years of age also present a high occurrence (75.8%), which is higher among males (78.7%) than females (62.3%). This pattern by gender is similar in the different areas, i.e., larger proportions of male minors in this shift than females. But, in urban areas, the difference exceeds 20 points in favour of males; while in other areas the difference is between 7 or 8 percentage points.

The day shift has a greater impact among employed minors in rural (86.4%) and indigenous areas (79.2%), than on those in urban areas (72.1%). A gender-based breakdown provides a similar pattern by area.

The provincial ranking of the day shift is as follows: Coclé (98.3%), Chiriquí (90.9%), Los Santos (87.5%), Darién (85.8%), Herrera (85.7%), Colón (83.7%), Veraguas (81.9%), Panama (74.5%) and Bocas del Toro (73.9%).

5.E.1.2 Swing shift

The swing or evening shift has greater impact on employed female minors (13.7%) than males (12.0%). Similar behaviour is found in indigenous areas (17.1% of females and 14.6% of males) and rural areas (12.5% and 9.8%). Urban areas present an inverted situation, where 18% of males are

employed in jobs with this kind of shift, while among females the proportion is slightly less, 15.2%.

Occurrence of the swing shift among employed minors 5 to 9 years old (26.6%) follows the day shift in importance, among both males (25.6%) and females (33.7%). In rural and indigenous areas the proportion among employed women with this type of shift is above that for males (in urban areas there are no girls in this age group in the swing shift).

Likewise, occurrence among this group of minors surpasses that found in the other age groups in this type of shift, where adolescents 15 to 19 years of age have the lowest proportional representation.

Nevertheless, overall, a distribution of all employed minors in the swing shift by age groups and in each sex places the most significant proportions in the employed population aged 10 to 14 years, particularly females. In rural and indigenous areas the relationship is repeated by age and sex groupings, but with larger proportions among males. In urban areas, this group (10 to 14 years of age) holds the largest part of employed females in this shift, since in urban areas and among males, adolescents 15 to 17 years of age are the most important.

Day and evening shifts for employed minors aged 5 to 14 years (ages below the legal minimum) are of particular interest due to the possibilities for these minors to alternately work and attend school, given the availability of school schedules.

5.E.1.3 Rotating shifts

There may be instability related to this kind of shift, insofar as it limits time organisation to seek compatibility between work and studies or other social milieus, while at the same time does not eliminate the possibility of a night shift in the rotation.

This type of shift is held by 3.4% of the employed minors. Among females there is a higher proportional representation (5.8%) than among males (2.7%). In indigenous areas, these relations are higher than in urban and rural areas, maintaining female primacy in all three areas, but without any girls 5 to 9 years old being recorded. With regard to this age group by areas, there are no cases reported among males in indigenous or urban areas, only rural areas with a very low presence (1.0%).

In the distribution of the employed population working with this type of shift, the 15 to 17 year old group has the greatest relative importance over all, by gender and by areas.

5.E.1.4 Night shift

Daytime and evening work imply physical wear and tear and the loss of valuable opportunities (education). Working night shifts is even more tiring, especially if one takes into account that free time may be used by these minors to carry out other income generating activities, thus intensifying their work and physical burdens. Along with this, we can also mention household service work, more characteristic among females, where those sleeping in their places of work must face day, evening and night shifts.

The incidence of night shifts among the employed population 5 to 17 years of age is relatively low (2.3%, 1,096), and is the least frequent among the four shifts examined. However, this “low” incidence among employed minors acquires a dramatic relativity when we take into consideration that the incidence of night shifts in the employed population 5 or more years of age is merely 1.8%, i.e., less than that found among minors. Furthermore, in the female population 5 or more years of age, the incidence is 1.2%, implying a 1.7 percentage point difference below that of females 5 to 17 years of age (2.9%); among males in both populations the difference is minimal (half a percentage point), but it is higher among minors.

Females present a higher proportion (2.9%) than males (2.1%), particularly among minors 10 to 14 years of age (6.3%), which reaches a significant proportion in urban areas (14.5% vs. 5.7% for males).

One encouraging statistical indicator is the lack of this shift among children 5 to 17 years of age in indigenous areas and females in rural areas. Similarly encouraging is the fact that no employed children aged 5 to 9 years are found anywhere with this shift.

Of all occupied minors on night shifts, more than 50% are found in the 15 to 17 year old group, which reaches 65.0% among all males, while among females the 10 to 14 year old group absorbs almost 60%, which is representative for this sex in urban areas.

The Survey revealed that, at the province level, the employed population working the day shift can be found in Panama (25.0%), Veraguas (15.4%), Coclé (11.8%) and Chiriquí (10.5%). With regard to the swing shift, the provinces with the largest proportions of employed minors are Panama (35.3%), Veraguas (20.6%) and Chiriquí (5.2%), while the rest do not reach 5%. The tendency for employed minors to work the night shift is more characteristic in Panama (82.2%) and Colón (5.7%), since the rest have less than 5% of all of the minors on this shift. The provinces of Panama

(29.2%), Colón (9.6%), Chiriquí (6.4%) and Bocas del Toro (5.6%) absorb the largest proportions of employed minors on rotating shifts.

The foregoing reflects provincial heterogeneity. Panama province concentrates the largest number of employed minors between 5 and 17 years of age in all of the shifts examined, which could allow us to infer that the very diversity allows less rigidity of options, which also is related to the occupational structure of the working minors. The high relative concentration of those employed in night jobs is particularly noteworthy in this province, a fact that is undeniably tied to household workers, who probably have come to a large extent from rural origins, although the demographic component of migration is not analysed here.

5.E.2 Length of the work shift

The number of hours employed by the child and adolescent population between 5 and 17 years of age for their jobs is an indicator that points out the intensity with which they must meet the demands of their jobs. At the same time, this indicator provides a basis for inferring the compatibility of their dedication to economic activities and their educational involvement (and even their school performance).

5.E.2.1 Weekly hours worked by occupations and employment category

Of the 47,976 employed minors, 56.9% (27,278) worked less than 25 hours during the reference week for the survey, 26.3% (12,597) did so for 40 or more hours, 12.1% (5,824) worked 25 to 34 hours, and 4.7% (2,277) worked between 35 and 39 hours per week (see table 45).

By gender, the relationship holds with regards to the higher incidence of work for less than 25 hours, followed by 40 or more hours; however, in both cases the values are slightly higher among males than females. The proportion of females that worked between 25 and 34 hours per week (14.9%) exceeds that of males (11.3%), while the latter have a slightly higher relative weight (5.2%) than the females (3.2%) in shifts for 35 to 39 hours per week.

In urban areas, the relative importance of the population employed on jobs longer than 40 hours per week (28.8%) is higher than that found in rural (25.1%) and indigenous areas (12.3%).

At the urban level, there is a higher incidence among females of jobs extending more than 40 hours per week (33.6%) than among males (28.8%). At the opposite end, among males the

proportion working less than 25 hours per week (59.1%) is higher than among females (55.4%). The situation is inverted in rural areas. In shifts of more than 40 hours per week, it is among males that a higher incidence is found (26.4% vs. 19.5% among females).

In indigenous areas, a shift of less than 25 hours per week (60.7%) predominates, followed by lapses of 25 to 34 hours (21.6%) and 40 or more hours (21.3%). In the first case, among males, the relative weight is higher (62.9%) than that of the females (56.1%), and this relationship is also found in the third group (males 13.5% and females 9.8%). However the ratio is inverted in the second group, where females predominate (28.6%) over males (19.1%). The case of weekly shifts between 35 and 39 hours is more common among females (7.3%) than males (4.5%).

Work in longer shifts is more intense among the employed population between 5 and 17 years of age. In the category of employees (of government, private enterprise and domestic service) 45.0% of the working population have shifts of 40 or more hours per week. This is more characteristic in urban areas (45.4%), followed by rural areas (44.6%) and finally indigenous areas (37.6%). Similarly, those shifts with fewer weekly hours (less than 25) predominate in urban (43.3%), rural (40.8%) and indigenous (25.0%), with a national average of 42.0%.

Employment for more than 40 hours per week has a greater impact on females (48.7%) than males (43.3%). This pattern remains in each one of the areas analysed, although in rural areas the difference by gender is greater (females are 7.2 percentage points higher) than urban areas (4.4 points), and in indigenous areas (6.4 points). And in counterpoint, employment in shifts of less than 25 hours weekly there are fewer females than males (37.3% vs. 44.3%), which can be seen in all of the areas, principally rural areas (44.8% males vs. 24.7% females); while in indigenous areas, only males were recorded with this shift (66.4%), who, in turn, do not appear in the 35 to 39 hour shift, in which indigenous females predominate.

In terms of comparison, the higher incidence among occupied males 5 to 17 years old of weekly shifts lasting 40 or more hours is generally similar to that found in the active population 5 or more years of age, with a significant exception in urban areas. In fact, in urban areas the proportion of working females is higher than that of working males, which is not the case among all those 5 or more years of age.

A comparison between both populations with different age ranges, working as employees in shifts of 40 or more hours points specifically at the greater vulnerability of the population aged 5 to 17 years, and primordially with regard to the influence of domestic service with emphasis on female children and adolescents. The male employed population aged 5 or more years has greater incidence than the female, overall and in all of the reference areas. At the other extreme, the 40 or more hour shift has a more severe incidence on females than males from the population 5 to 17 years of age, which extends to all areas of analysis.

According to what has been analysed, agriculture and related industries, generally, hold the largest proportions of the occupied population in the different weekly shifts, particularly from 25 to 39 hours, which exceed 50%. By sex, more than half of the males are in agriculture in the different shifts, which is not seen among women, except in the 35 to 39 hour shift, which reaches 50.0% (see table 46).

As can be inferred, there is a greater concentration of males in this industry, with more hours per week. As can be expected, these values are even higher in indigenous and rural areas than urban areas. For example: 83.3% and 79.1% of the occupied male population working 40 or more hours per week from

indigenous and rural areas, respectively, fall in this industry, while in urban areas it is only 8.3%.

Wholesale and retail trade is another industry with significant concentrations of the child and adolescent labour force occupied in the different shifts, among which 35 to 39 hours stands out, especially among males, since among females the most important shift is 25 to 34 hours.

This economic activity is more characteristic of urban areas. Among males, 23.8% of those working more than 40 hours per week and 70.4% working 25 to 34 hours fall in commerce, while among females, the proportions are 6.8% and 67.8%, respectively. However, it is worth noting that 49.7% of indigenous females working 40 or more hours are also in this branch of economic activity, while there was no information on males. Of all male minors working 35 to 39 hours per week, 55.9% were in this industry, yet for females no cases were encountered.

The classification of other community, social and personal service activities (personal services) is next in hierarchical order with regards to the distribution of the employed population and according to the number of hours worked. The percent distribution of the male employed population is more important than that of females in

this industry for shifts between 35 and 39 hours per week (where there were no women) and at 40 or more hours.

Forty percent of the male population in urban areas in this industry falls in shifts of 35 to 39 hours per week and 21.8% is found in shifts of 40 or more hours.

Among minors employed 40 or more hours per week, 15.8% are found in domestic service in private households. Among females this proportion reaches 59.5%, dropping to 2.9% among males.

In urban areas, there is a high concentration of females in domestic service with more than 40 hours per week (72.0%) and at 35 to 39 hours (100%).

Distribution by major occupations of the employed population 5 to 17 years of age, according to the four weekly shift lengths from the survey is congruent with the previous results (see table 47).

Work shifts of more than 40 hours per week prevail in the child and adolescent labour force employed as agricultural and related workers

Active and employed population between 5 and 17 years of age, by hours worked, according to area and gender (Year 2000, percentages)

Table 45

Area and gender	Active population					Employed population				
	Total	Less than 25 hours	25 to 34 hours	35 to 39 hours	40 or more hours	Total	Less than 25 hours	25 to 34 hours	35 to 39 hours	40 or more hours
Total	100.0	56.9	12.1	4.7	26.3	100.0	42.0	9.6	3.4	45.0
Males	100.0	57.1	11.3	5.2	26.4	100.0	44.3	8.8	3.6	43.3
Females	100.0	56.0	14.9	3.2	25.9	100.0	37.3	11.1	2.9	48.7
Urban areas	100.0	57.9	9.1	4.2	28.8	100.0	43.3	9.3	2.0	45.4
Males	100.0	59.1	8.5	6.0	26.4	100.0	43.5	10.1	2.9	43.5
Females	100.0	55.4	10.5	0.5	33.6	100.0	43.0	8.3	0.8	47.9
Rural areas	100.0	56.4	13.5	5.0	25.1	100.0	40.8	9.8	4.8	44.6
Males	100.0	56.3	12.4	4.9	26.4	100.0	44.8	7.9	4.1	43.2
Females	100.0	56.6	18.5	5.4	19.5	100.0	24.7	17.3	7.6	50.4
Indigenous areas	100.0	60.7	21.6	5.4	12.3	100.0	25.0	25.0	12.4	37.6
Hombres	100.0	62.9	19.1	4.5	13.5	100.0	66.4	-	-	33.6
Females	100.0	56.1	26.8	7.3	9.8	100.0	-	40.0	20.0	40.0

Source: CGR/DEC, Child Labour Survey, October 2000.

Weekly hours worked by the employed population between 5 and 17 years of age, by areas and major industries of employment, according to gender (Year 2000, percentages)

Table 46

Major industries of employment and areas	Weekly hours worked														
	Total					Males					Females				
	Total	Less than 25	25-34	35-39	40 or more	Total	Less than 25	25-34	35-39	40 or more	Total	Less than 25	25-34	35-39	40 or more
Agriculture	51.4	50.3	60.5	53.6	49.1	58.2	56.2	66.5	54.3	59.8	28.8	30.6	45.3	50.0	13.0
Commerce	14.7	15.0	18.8	21.1	11.0	13.6	13.4	16.7	23.6	10.9	18.3	20.5	24.1	7.6	11.2
Personal services	10.5	13.6	6.5	10.7	5.6	10.9	13.5	6.4	12.6	6.7	9.3	13.9	6.6	-	2.0
Domestic service	6.1	2.3	4.1	4.0	15.8	1.0	0.4	-	1.3	2.9	23.2	9.0	14.4	18.3	59.5
Urban															
Agriculture	3.5	2.7	4.7	-	5.1	5.0	3.8	7.5	-	8.3	0.2	0.4	-	-	-
Commerce	32.5	32.6	69.4	53.7	17.3	34.7	32.3	70.4	55.9	23.8	27.9	33.4	67.8	-	6.8
Personal services	23.7	30.2	6.1	38.4	14.1	28.5	33.1	9.0	40.0	21.8	13.9	23.8	1.2	-	1.9
Domestic service	12.7	4.7	5.7	7.9	31.9	2.5	0.8	-	4.1	6.9	33.5	13.0	15.1	100.0	72.0
Rural															
Agriculture	73.2	72.5	77.7	74.3	72.0	78.1	76.8	81.7	79.4	79.1	51.7	54.1	65.9	53.8	30.7
Commerce	6.6	6.8	3.2	8.6	7.7	5.7	5.9	2.9	8.7	6.1	10.6	10.5	4.3	8.2	17.3
Personal services	4.5	5.9	6.6	-	1.2	4.2	5.8	5.7	-	1.1	5.6	6.2	9.1	-	2.1
Domestic service	3.2	1.2	3.6	2.4	7.3	0.5	0.2	-	-	1.4	14.9	5.9	14.1	12.1	42.4
Indigenous															
Agriculture	77.7	74.7	85.7	85.8	75.0	84.3	80.4	94.1	100.0	83.3	63.5	60.9	72.7	66.7	50.3
Commerce	3.8	3.8	-	-	12.5	2.2	3.6	-	-	-	7.3	4.3	-	-	49.7
Personal services	1.6	-	7.2	-	-	1.1	-	5.9	-	-	2.5	-	9.2	-	-
Domestic service	0.8	-	3.6	-	-	-	-	-	-	-	2.4	-	9.1	-	-

Source: CGR/DEC, Child Labour Survey, October 2000.

(52.0%), more particularly among males (63.4%) than females (13.3%). The overall proportion is 78.6%. In rural areas the ratio is even higher (74.5%), and among males as well (81.9%) more so than females (31.6%). In indigenous areas, the values climb even higher (75.0%) with males at 83.3% and females at 50.3%.

In general, this occupation holds a great deal more than 50% of the employed population in all the ranges established for weekly hours worked, this is also valid for males, but for females only those working 35 to 39 hours per week.

Slightly more than one-quarter (26%) of the employed population working 40 or more hours per week does so as street hawkers, while 34.6% does so between 35 and 39 hours. For females these values reach 51.8% and 18.3%, while for males they are 18.3% and 37.6%.

In urban areas, 54.6% of the minors with shifts over 40 hours per week are employed in street hawking; among females the situation is even worse (68.6%) while males fall below the average (45.9%). In the 35 to 39 hour weekly shift, the average of employed urban minors is 94.9%; by gender the proportions continue high, 100% of females and 94.7% of males in street hawking.

In rural areas, it is worth mentioning that 28.8% of females working more than 40 hours per week are employed as street hawkers, while among males this proportion is 8.0%. In indigenous areas, it is only significant among males (8.4%), since there are no females in this group.

Other occupations that are noteworthy with regard to hours worked are service workers and salespersons in trade and markets. Females are more significant, 20.8% of females working more than 40 hours per week do so in these occupations, rising to 49.7% in indigenous areas, 37.4% in rural areas and 8.7% urban. On the other hand, this relationship is more relevant for males in urban areas, representing 17.3% of employed minors, while in indigenous areas no cases are reported.

Weekly averages are higher for females than males in the following provinces: Bocas del Toro (40.8), Darién (62.4), Herrera (57.0), Los Santos (51.4) and Veraguas (42.6).

In view of the fact that so much female time is dedicated to domestic chores, it is difficult to visualize and quantify how much time is destined to productive effort, allowing the premise that females spend most of their time between these two activities. The question remains regarding an interval for healthy and culturally relevant school attendance, studies and play.

Indicators on average weekly hours worked by the occupied and employed population aged 5 to 17 years will be revisited when we examine income statistics for this population.

Weekly hours worked by the employed population between 5 and 17 years of age, by major occupations and areas, according to gender (Year 2000, percentages)

Table 47

Major occupational sectors and areas	Total					Weekly hours worked Males					Females				
	Total	Less than 25	25-34	35-39	40 or more	Total	Less than 25	25-34	35-39	40 or more	Total	Less than 25	25-34	35-39	40 or more
Total															
Service workers	14.9	17.1	16.2	4.5	11.6	11.4	13.0	12.9	3.9	8.8	26.5	30.7	24.5	7.6	20.8
Agricultural workers	54.6	54.1	63.2	52.9	52.0	62.2	60.8	70.3	53.4	63.4	29.6	31.7	45.3	50.0	13.3
Street hawkers	21.0	19.8	11.0	34.6	26.0	18.5	19.1	7.4	37.6	18.3	29.3	22.0	20.2	18.3	51.8
Urban															
Service workers	27.1	32.8	45.0	-	14.0	20.6	22.6	32.0	-	17.3	40.4	55.0	66.7	-	8.7
Agricultural workers	6.9	6.2	8.3	-	8.7	10.1	8.9	13.3	-	14.2	0.2	0.4	-	-	-
Street hawkers	48.4	45.0	28.9	94.9	54.6	50.3	50.1	33.6	94.7	45.9	44.5	33.8	21.1	100.0	68.6
Rural															
Service workers	9.4	9.7	7.3	6.2	10.3	8.0	9.3	7.9	5.7	5.7	15.4	11.7	5.4	8.2	37.4
Agricultural workers	76.3	76.5	80.1	73.2	74.5	81.7	81.2	85.0	78.1	81.9	53.0	56.1	65.9	53.8	31.6
Street hawkers	8.6	8.0	5.5	11.3	11.1	6.6	6.9	0.7	11.1	8.0	17.2	12.8	19.8	12.1	28.8
Indigenous															
Service workers	6.1	6.3	3.6	-	12.5	5.6	7.1	5.9	-	-	7.3	4.3	-	-	49.7
Agricultural workers	83.1	82.3	85.7	85.8	81.2	92.1	91.1	94.1	100.0	91.6	63.5	60.9	72.7	66.7	50.3
Street hawkers	2.3	-	7.2	-	6.3	1.1	-	-	-	8.4	4.9	-	18.2	-	-

Source: CGR/DEC, Child Labour Survey, October 2000.

5.E.2.2 Average weekly hours worked

The employed child and adolescent labour force worked on average 31 hours per week. Males dedicated an average of 30.6 hours and females 30.4 hours per week (see table 48). Average hours worked is slightly higher in urban (31.3) areas than rural (30.2) and indigenous (24.4) areas.

The behaviour of this indicator by gender shows significant differences. In urban areas, occupied females work more hours, on the average (33.4) than males (30.3). In rural and indigenous areas males work more hours per week than females, 30.7 versus 28.0 rural and 24.5 versus 24.4 indigenous.

When comparing this indicator in the total occupied population with those in the category of employees, there is a notable difference. The employed population works more hours than those occupied, i.e., 40.4 hours per week. Among the employed population, in contrast to what happens in the whole occupied population, the average weekly hours worked is higher in indigenous (41) and rural areas (40.6) than urban areas (40.2).

Overall, females dedicate an average of 42.6 hours, which is above the figure for males (39.4), a gender difference reversed from that seen among all occupied workers. Women have higher averages than men in all areas, 41.2 urban, 45.8 rural and 46.8 indigenous.

It is worth indicating that, in view of the fact that the employee category refers to government, private enterprise and domestic service, one can expect the latter to exercise a determining influence on the average number of hours per week for females, where frequently there is no time limit, without touching on the legality of the behaviour of employers in private households.

5.F Income, utilisation and savings

5.F.1 Income

In view of the fact that the flux of monetary resources received by the 5 to 17 year old population is directly or indirectly related to their living conditions, it is of extreme importance to ascertain and analyse not only availability in terms of quantity, but also the origin of these funds within this population segment. To wit, that some members of this age group receive an income, primordialy from the sale of their manpower or in exchange for their services (the working children), and other members receive income that they obtain partially or completely from other sources that in and of themselves imply that they need not work (assistance from family, other persons, public or private institu-

Average weekly hours worked by the occupied and employed population aged 5 to 17 years of age, by area, according to gender (Year 2000, percentages)

Table 48

Area	Occupied population			Employed population		
	Total	Males	Females	Total	Males	Females
Total	30.6	30.6	30.4	40.4	39.4	42.6
Urban areas	31.3	30.3	33.4	40.2	39.5	41.2
Rural areas	30.2	30.7	28.0	40.6	39.3	45.8
Indigenous areas	24.4	24.5	24.4	41.0	31.5	46.8

Source: CGR/DEC, Child Labour Survey, October 2000.

tions, whether this be in cash or in kind; scholarships or subsidies, earnings from lotteries or games of chance, among other benefits or income).

5.F.1.1 Income of the population aged 5 to 17 years old

More than three-quarters (559,508) of minors between 5 and 17 years of age (755,032) recorded in the Survey do not receive any income, this ratio is valid for both genders, as well as for each of the study areas. About one in every four persons in this age group received an income less than one hundred Balboas (B/.100) per month. Another 2.2% declared a monthly income in the range of B/.100 to B/.1,499, and 0.1% did not declare income.

Participation by the different age groups by monthly income range varies, the 15 to 17 year old group increases its proportion as income ranges increase. Thus, their median income is notably higher (B/.62.8) than that of the 5 to 9 year olds (B/.53.1) and 10 to 14 year olds (B/.53.2), where generally there is an inverse correlation as one climbs through the income groups (with the exception of 10 to 14 year olds in the B/.250 to B/.299 range). In other words, adolescents 15 to 17 constitute 20.0% of the population distribution of minors receiving less than B/.100 monthly, while above B/.125, they absorb 60.0% and the participation grows successively by range, B/.400 to B/.599 and B/.800 to B/.999 reach 91.6% and 100%, respectively.

Upon comparing median income by areas, the highest is found in urban areas (B/.57.6), followed by rural (B/.52.7) and indigenous areas (B/.51.5). Similarly, it is noteworthy that the highest median income is that of urban males (B/.59.7), the highest seen when analysing by gender or area, while the lowest corresponds to indigenous females (B/.51).

Looking at private households with minors between 5 and 17 years of age for the comparison, median monthly income is B/.290, while monthly expenses are B/.187. Highest median monthly income is found in urban areas (B/.424), which is also true for expenditures (B/.283), which exceed the averages. In contrast, indigenous areas have the lowest values (B/.77 and B/.66), followed by rural areas (B/.142 and B/.102), which allows us to make inferences on the critical situation in these areas in terms of resource availability.

In spite of the fact that in all areas and by gender, the population 5 to 17 years of age attending school exceeds the non-attending population, it is important to ascertain differences between households with

regards to income. Based on observing these indicators, whether the population aged 5 to 17 years attends school or not, we can corroborate economic factors in child and adolescent labour force insertion and its relation to the school system.

At the national level, households with non-attending children have a median monthly income of B/.166 and of B/.108 of monthly expenditures, while in household in which this population does attend school, these indicators climb to B/.317 and B/.205, respectively.

This behaviour is maintained by area, in the sense that household income and expenditure are higher in households where children attend school. These indicators have a less favourable repercussion on rural and indigenous areas than urban areas.

On analysing the two extremes, in indigenous areas, households with children in school have an average monthly income of B/.81, with family expenses of B/.66, and in those households with children out of school, these are B/.70 and B/.63. In urban areas, as the most advantageous extreme, these indicators correspond to B/.440 and B/.293 in the case of households with children in school and B/.325 and B/.213 in households where they do not attend.

Of the of the population 5 to 17 years of age not attending school, 34.1% lived in households whose monthly income was less than B/.100, and in general, 66.2% lived in households with less than B/.250. And its counterpart, 45.9% lived in households with monthly expenditures under B/.100, and 82.2% in households with monthly expenses under B/.250. In contrast, 40.1% and 58.9% of the population attending school lived in households with average monthly family income and expenditures under B/.250.

This indicates a more favourable situation in households with children between 5 and 17 years of age attending school, as compared to those where the minors did not attend.

In view of the fact that this part of the income analysis takes into account the population aged 5 to 17 years as a whole, i.e., it includes income flows coming from diverse sources, it would be appropriate to concentrate on income delivered by the child and adolescent labour force, arising from remunerations for their work, whether this be as employees, self-employed, additional work or "camarones" (occasional jobs), among others.

5.F.1.2 Income from the child and adolescent labour force

A total of 23,092 working minors received no income, representing 40.1% of the total 57,524 economically active minors (see table 49). This proportion rises to 45.8% among females and drops to 38.3% among males, for a percentage difference of 7.4 points.

By areas, the highest percentage of the economically active population between 5 and 17 years of age that does not earn an income was found in indigenous areas (65.4%), followed by rural areas (45.8%) and urban areas (30.5%).

The prevalence of working children without income is higher among females than males in the different areas as well as nationally. The highest values for females without income fall in the indigenous areas (67.5% vs. 67.0% for males). However, if we take into consideration the percentage difference, it is in rural areas where it is highest at 11.5 points, while in indigenous areas it is a mere half a point, reflecting greater homogeneity between the sexes concerning unpaid labour. Therefore, less gender heterogeneity among indigenous minors not perceiving income and their higher proportion overall, means that this

population of workers receives a lower income than the other areas under study.

Only 34.6% (3,383) of the indigenous child and adolescent labour force earned an income. Of these, 30.0% received an income of less than B/.100 per month, 1.5% between B/.125 and B/.174, and 3.1% did not state their income. A peculiarity in the income ranges by sex is the fact that although the proportion of females earning less than B/.100 per month (25.6%) is less than the males (32.2%), in the range between B/.125 and B/.174 is slightly larger, and this fact could influence the median monthly earnings, where females have a slightly higher median (B/.55) than males (B/.52.3) and the average indigenous total (B/.53). This also reveals that B/.174 is the upper limit for monthly income among indigenous children and adolescents.

In contrast, in other study areas, median monthly income for males exceeds averages and medians for females, and it is in rural areas where this differential in favour of males is sharper. Rural females have a median monthly income of B/.53.9, while males receive B/.60.7, therefore above the area average of B/.59.5. The range from B/.250 to B/.399 is the maximum found among males, while for females it is the B/.175 to B/.249 monthly income range.

Child and adolescent labour force, according to monthly income in Balboas (B/.), by area and gender (Year 2000, percentages)

Table 49

Area and gender	Total	Without income	Income (in Balboas)								NS	Median income
			Less than 100	100 to 124	125 to 174	175 to 249	250 to 399	400 to 599	800 to 999	1,000 to 1,499		
Total	100.0	40.2	43.4	5.1	4.2	2.5	2.0	0.7	0.2	0.0	1.7	67.5
Males	100.0	38.3	44.5	4.5	5.2	3.3	1.8	0.7	-	-	1.7	67.9
Females	100.0	45.8	39.9	6.8	1.4	0.2	2.7	0.4	0.9	0.0	1.9	66.1
Urban	100.0	30.5	42.3	10.1	6.9	3.4	3.7	1.8	0.6	0.0	0.7	80.7
Males	100.0	27.5	42.8	8.8	9.6	5.2	2.8	2.3	-	-	1.0	83.7
Females	100.0	36.2	41.0	12.7	1.7	-	5.5	0.8	1.8	0.1	0.2	77.7
Rural	100.0	45.8	44.0	2.2	2.6	2.0	1.1	-	-	-	2.3	59.5
Males	100.0	43.5	45.3	2.5	3.0	2.4	1.3	-	-	-	2.0	60.7
Females	100.0	55.0	38.8	1.0	1.2	0.4	-	-	-	-	3.6	53.9
Indigenous	100.0	67.1	28.5	-	1.5	-	-	-	-	-	2.9	53.0
Males	100.0	67.0	29.8	-	1.1	-	-	-	-	-	2.1	52.3
Females	100.0	67.5	25.6	-	2.3	-	-	-	-	-	4.6	55.0

NS: Not stated. Source: CGR/DEC, Child Labour Survey, October 2000

In urban areas, with a median income of B/.80.7 per month, the differential between males (B/.83.7) and females (B/.77.7) is six points in favour of the former. Females exceed males in only one income range with females at 12.7% and males at 8.8% in the B/.100 to B/.124 per month range.

At the national level, with a median income of B/67.5, the gender differential in favour of males is less than that seen in rural and urban areas, corresponding to B/.1.8 (males B/67.9, females B/.66.1).

The distribution of working minors by different monthly income ranges by age groups is ascending; thus, at one extreme those 5 to 9 years of age have the smallest proportions and at the other end those 15 to 17 years old have the highest, whether by area or gender.

In terms of incidence in working minors by each age group, more than one half of those 5 to 9 years old earn less than B/.100 per month (52.5%) or earn nothing (44.7%), the other income ranges from B/.100 to B/.124 and from B/.175 to B/.249, have percentages that are scarcely representative at 0.4%.

Among those 10 to 14 years old, the largest concentration fell in the less than B/.100 income group (49.5%), followed by those without income (40.5%), then those earning between B/.100 and B/.399 per month (7.5%); finally there was a minimum participation in the range B/.1000 to B/.1499 per month (0.1%), which represents 6 cases of urban females.

Inside the 15 to 17 year age group, there were 39.6% without income, 39.4% earning less than B/.100 per month, finally a more extensive representation that the other age groups in the other income ranges, which went from B/.100 to B/.124 (6.8%) to B/.800 to B/.999 (0.4%).

The pattern of incidence by areas among the working minors in each age group and by income range shows no significant variation from that found overall. Among the peculiarities that can be noted there is a concentration of urban children 5 to 9 years old receiving less than B/.100 per month (94.8%), yet there are no cases of those not earning any income. This situation applies to both genders in this area, with greater prevalence among females (100%).

As was already indicated, in indigenous and rural areas most young workers do not receive income, this situation holds true for each age group and gender, and if there is income it is predominantly less than B/.100 per month.

5.F.1.3 Type of income of the child and adolescent labour force

On analysing income earned or received by the child and adolescent labour force, according to type, we get a clearer notion of those coming from work or employment and with regards to those whose origin was other sources which may be family, personal or institutional (public or private) assistance among others.

As can be seen in table 50, 75.2% (43,241) of the economically active population aged 5 to 17 years reported no source of income, with a higher proportion among females (85.0%) than males (71.9%), and which stands out more among unemployed females than those employed (89.2% vs. 83.7%).

This situation is more striking in urban (82.1%) than rural (71.1%) and indigenous areas (75.9%). Overall, by areas and by gender this proportion continues to be higher among the unemployed working population than those employed.

Concentrating our analysis on working minors with an income, monthly income from work or employment is the most important among these minors (44.1%), which obviously is higher among the employed children (52.8%).

Within the male population, 43.5% enjoy monthly income from work or employment, for those employed it climbs to 50.8%. Among the females these proportions are 46.0% and 59.4% respectively, which exceed the male proportions.

Cash wages or salaries are the norm for monthly income from work or employment (26.4%), followed by income for independent labour (16.8%) and in kind (0.9%). Among employed minors, respective proportions increase to 31.6%, 20.1% and 1.1%.

Income for independent labour is greater among males (18.3%) than females (12.3%), which also includes those currently employed by gender (21.4% males and 15.5% females). On the other hand, among all females the impact of cash wages or salaries (33.1%) exceeds that of the males in question (24.1%), as well as in the case of those currently employed (43.1% females and 28.2% males).

With regards to income in kind, this type is more visible among males (1%) than among females (0.6%).

Among those unemployed, overall only income from self-employment is noted (0.6%) among females.

Minors reporting income from overtime work are few in number and proportion (277, 0.5%). The only thing worth mentioning is that among females the proportion is slightly higher than males.

In urban areas, 65.1% (21,215) of the working population receives monthly income as a result of their work or employment, and this proportion increases to 91.7% of the currently employed.

The same hierarchy of types of income is maintained in urban areas as overall. However in quantitative terms the proportions are much higher than the national averages.

In a comparison by gender in urban areas, there were variations favouring males (68.4%) over females (58.6%), in contrast to what was seen overall. Within the context of those employed, 95.2% of males receive earnings for their work versus 84.5% of females.

In indigenous (15.3%) and rural (31.9%) areas, the proportion of minors receiving income for work is very low as compared to urban areas. Relative weights among employed minors are similar to their averages,

contrary to what occurs nationally and in urban areas, where it was to be expected that proportions there would amply outstrip the averages. Also inverting the urban situation, in these areas females enjoy a greater relative importance in income for work than males.

Cash wages and salaries are more common among urban working children (35.6%), than among those in rural (21.0%) and indigenous (5.8%) areas. In order, these proportions by area among employed minors represent 50.4%, 23.1% and 6.5%.

This type of income predominated more among employed females in any of the areas, and particularly among those in urban areas: 66.5% versus 42.5% among males.

Monthly incomes from self-employment, on a comparative basis by area have a greater impact in urban workers (28.1%) than those in rural (10.2%) and indigenous (9.5%) areas. Among the employed population, the two latter areas show an increase, but it is not significantly different with regard to the averages, while the urban value does increase significantly, reaching 39.4%.

Main types of income in the child and adolescent labour force, by areas and gender (Year 2000, percentages)

Table 50

Area and gender	Monthly income from work			Overtime work	Other income during month			Without income
	Cash salary or wages	Income for independent work	In kind		Family assistance	Scholar-ships or subsidies	Agricultural income	
Total	26.4	16.8	0.9	0.5	14.6	2.1	2.9	75.2
Males	24.1	18.3	1.0	0.4	15.4	2.1	3.8	71.9
Females	33.1	12.3	0.6	0.7	12.2	2.0	0.3	85.0
Urban areas	35.6	28.1	1.4	1.3	14.5	1.4	0.1	82.1
Males	30.5	36.1	1.8	1.2	15.5	0.5	0.2	80.3
Females	45.5	12.6	0.4	1.5	12.6	3.0	-	85.8
Rural areas	21.0	10.2	0.6	-	14.7	2.5	4.5	71.1
Males	21.1	9.8	0.6	-	15.4	2.9	5.5	67.8
Females	20.8	12.0	0.7	-	11.9	1.1	0.5	84.2
Indigenous areas	5.8	9.5	-	-	16.1	1.1	1.5	75.9
Males	3.2	8.5	-	-	19.1	1.1	2.1	69.2
Females	11.6	11.6	-	-	9.3	-	-	90.7

Source: CGR/DEC, Child Labour Survey, October 2000.

In urban areas, this type of income is more important among males (36.1%) than females (12.6%), and the differences become more acute among those currently employed: 50.2% for males versus 17.3% among females. At the opposite extreme, in rural and indigenous areas, with regards to both the average and those currently employed, this type of income is more characteristic among females than males.

With respect to those monthly incomes received by the child and adolescent labour force coming from other sources, family assistance (14.6%), agricultural income (2.9%) and scholarships or subsidies (2.1%) all stand out.

As a type of monthly income, family assistance is more important among males (15.4%) than females (12.2%). A similar situation occurs by gender among both employed and unemployed. Furthermore, this type of income among all employed minors (15.3%) is above the observed average.

By gender there is behaviour similar to the national average in the rest of the areas, and within them according to both conditions, employed and unemployed, but it is worth mentioning that the average by gender in indigenous areas is significantly different (19.1% males vs. 9.3% females).

Agricultural income is more common among males than females, which is valid overall, in each area and by employment condition. As could be foreseen, it is more common in rural areas, and only for those employed (no unemployed were recorded), similar to indigenous areas where only male employed are recorded. Notwithstanding, the relative weight of family workers (who generally do not receive income) is higher among child workers in indigenous areas than those in rural areas, but both of which show greater relative importance within productive activities tied to the agricultural sector.

Scholarships or subsidies, a type of income that could mean a reduction in labour force insertion and increase in school retention and human capital development, revealed a low incidence at whatever level of analytical disaggregation. In order of greater to lesser relative importance, we have 2.5% (912) in rural areas, 1.4% (287) in urban areas and 1.1% (75) in indigenous areas.

Generally, in urban areas, females are more favoured in the child and adolescent labour force with this type of income. To the contrary, in rural areas males benefit more, and in rural areas only males enjoy this type of income, as no females were recorded.

A comparison of the occurrences by type of income among the whole economically active population (5 or more years of age), adults (18 or more years of age) and children and adolescents (5 to 17 years of age), there are conclusions of interest for this analysis.

The proportion of the labour force not receiving income is quite similar in all three segments considered, and is slightly more than 75%. When looking at the behaviour among these population groups by whether they receive income and what types, generally there is greater similarity between the whole economically active population and the adult one.

In the case of family workers, it is more characteristic among those 5 to 17 years of age since the adult (4.4%) and total (6.9%) groups have lower relative weights. In addition to family workers, the child and adolescent labour force shows notable differences from other population groups. In fact, their smaller proportions in cash wages and salaries, in kind, in overtime work, in income from lotteries or others, in agricultural income, in other income, in income from rents, annuities, interest or benefits is an insignificant percentage, as well as their larger proportions in family assistance and scholarships or subsidies. With regards to the incidence on independent work, although it is less in the child and adolescent labour force (16.8%), it is not diametrically so, when compared to that of the total labour force (18.5%) and the adult labour force (18.6%).

A final observation to mention refers to the distribution of minors by income type overall, according to their age groups. The higher relative weights associated with income from work or employment corresponds to those 15 to 17 years of age, and in particular the higher values fall to females.

With regards to income coming from other sources, the distribution by age groups is less homogeneous. Those types having to do with monthly income from “rent, annuities, interest or benefits” (100%), “lottery or others” (100%), “agricultural income” (77.7%) and “other income” (69.2%), the oldest age group constitutes the totality or majority among working minors. On the other hand, in types such as “family assistance” and “scholarships or subsidies” those minors aged 10 to 14 years have the largest proportions 60.0% and 55.0%, respectively.

Without a doubt, income received by the economically active population 5 to 17 years of age, is not merely a monetary or other type of resource for their own benefit, but is also an “ironically” valuable contribution, in many cases, to aid in raising material and living conditions in the households where

they reside. This is a given, in spite of the precariousness characterised by the income received, pursuant to the statistical evidence seen up to this point.

5.F.2 Utilisation of income by the employed child and adolescent labour force

5.F.2.1 Contribution of income to the household

By means of responses from employed minors to the question: “Do you give part or all of your income to parents/guardians with whom you normally live?”, in the survey form, we can ascertain the contribution of this age group to the household.

One response to this question by 41.6% (19,916) was that they were family workers, so that although there was no monetary contribution to the household, they aided family members to generate income (see table 51). Aware that this circumstance is more common in rural areas, given the influence of cultural factors and limited living conditions, this proportion is higher in indigenous (73.8%) and rural (56.7%) than urban areas (8.0%).

Nationally, by gender, among males, this proportion is higher (42.6%) than among females (37.8%), which also occurs in indigenous areas

(77.5% males and 65.9% females). However, in rural areas this relationship is slightly higher among the female population (57.4%) than males (56.6%), as well as in urban areas with a larger difference (13.3% females and 5.4% males).

Observing the relative incidence of contributions as family workers among working minors, it declines as age increases, due to the insertion of those at higher ages into remunerated jobs. Occurrence is visibly greater in children 5 to 9 years of age (75.2%) and particularly in indigenous areas (92.9%). When analysing by age groups and gender, an underlying heterogeneity can be seen. The girls in this age group show both overall and by areas, except for the urban areas (without cases), higher proportions than boys as contributors to the household with their direct labour in productive household activities, reaching 100% among the girls in indigenous areas and 96.9% in rural areas.

Complementing the foregoing, it is important to note that on revising the distribution by groups of age of all minors who declared that they were family workers, the population 10 to 14 years (44.9%) and those 15 to 17 years (44.7%) present, in this order greater concentrations nationally. This behaviour is also characteristic of rural and indigenous areas, but

Employed minors according to income use, by area and gender (Year 2000, percentages)

Table 51

Area and gender	Total	All is delivered to parents by employer	All is delivered to parents by self	Part is delivered to parents by employer	Part is delivered to parents by self	Does not contribute anything	Other response	Family worker
Total	100.0	1.2	9.7	1.2	29.6	13.3	3.4	41.6
Males	100.0	1.3	9.8	1.1	29.1	12.4	3.7	42.6
Females	100.0	0.8	9.4	1.6	31.3	16.6	2.5	37.8
Urban	100.0	2.0	13.5	0.6	45.3	26.8	3.8	8.0
Males	100.0	2.8	15.1	0.8	44.8	26.6	4.5	5.4
Females	100.0	0.2	10.2	0.1	46.6	27.2	2.4	13.3
Rural	100.0	0.8	8.0	1.5	22.5	7.2	3.2	56.7
Males	100.0	0.7	7.8	1.3	23.2	7.0	3.4	56.6
Females	100.0	1.3	8.8	2.7	19.1	8.1	2.5	57.4
Indigenous	100.0	0.8	6.9	1.5	10.8	2.3	3.8	73.8
Males	100.0	1.1	4.5	1.1	9.0	1.1	5.6	77.5
Females	100.0	-	12.2	2.4	14.6	4.9	-	65.9

Source: CGR/DEC, Child Labour Survey, October 2000.

not urban areas, where the 15 to 17 year olds concentrate more than one-half of family workers.

Age distribution by gender, overall, is greater among males from 10 to 14 years (46.3%) and females 15 to 17 years of age (52.6%), a pattern that does not change in rural and indigenous areas, but does in urban areas, where these groups change rank by gender.

It is important to point out that the number of family workers recorded by the question referred to here is not in agreement with that indicated above when looking at the occupational category of the working children. This relates, primordially, to the order of the possible responses, i.e., the minors interviewed, prior to reporting themselves as such have declared “do not contribute” or “other reason”.

Continuing with the statistical review by incidence of the contribution of income by employed minors to their parents or guardians with whom they live, 29.6% (14,218) hand part of these over themselves and 9.7% (4,662) hand over all of their income. Except in the rural areas, proportions among females are higher than males overall and in the rest of the areas regarding those handing over part of their income. With regards to surrendering all of their income to the household, overall and in urban areas males predominate, while in rural and indigenous areas females have a greater tendency to deliver all of what they earned as a product of their labour.

Thus, in indigenous areas, females contribute significantly to the household, which when added to the large proportion of household workers, implies that they work to maintain the family. The smaller proportions among males versus females does not mean that they present a differential behaviour in these areas regarding support for the family, to the contrary, to these two types of contribution of their income one must add that family work is much more representative. In indigenous areas, among all minors with both types of contribution, the 15 to 17 year old group stands out in both sexes, and even among all adolescents that contribute their full earnings.

Income from employed minors delivered to parents or guardians by their employers, whether all or part, shows minimal differences overall in favour of partial delivery. By areas, there are slight differences in both types insofar as this bears on the minors. The highest percentage of complete delivery by employer to parents is found in urban areas (2.0%). The higher occurrence in this area is among males, for both complete and partial delivery, and it is primordially among those 15 to 17 years of age, congruent with the age distribution.

In indigenous areas, complete delivery is characteristic only among adolescent males, since there are neither other age groups nor females; on the other hand, partial delivery is identified with females.

In rural areas, among the employed population, delivery of part of their earnings to parents by employers predominates slightly more than all earnings. In both cases the proportion is higher among females than males.

Among all occupied minors, 13.3% (6,394) do not contribute anything to the household, this percentage is notably higher in urban areas (26.8%) than rural (7.2%) or indigenous (2.3%) areas. By gender, females have higher percentages at any level of disaggregation. Similarly, among the occupied population not contributing to the household, by age groups, those 15 to 17 years old show the highest concentrations, which is also seen overall, by sex and in different areas, except for indigenous areas, where there are no females recorded.

Tabulating information on contribution of income to the household by school attendance or not allows us to argue that this population segment definitely is working to aid their parents and family members with a detrimental effect on their education.

Overall, as well as in all study areas, it is evident that a majority of occupied minors that do contribute, whether all or part of their income by themselves or through their employers, or work as family workers, do not attend school.

In the case of the employed child and adolescent population that contributes nothing to the household, we find at the national and urban levels that more than 50% do attend school, allowing us to infer that they may be working to support their studies and meet other needs they are unable to satisfy within the home. Were this so, it would be in a certain sense an indirect aid to their parents. In rural areas, this proportion does not reach 50%, in indigenous areas the situation is contrary, since occupied minors not contributing to the household do not attend school, so that we may surmise that they work for their own subsistence and that of their families.

5.F.2.2 Savings

Together with the contribution of their income to the household, some working minors also save part of their earnings, except for family workers who receive no income whatsoever.

Contingent on the above, the question: “Do you save any of your earnings?”, was asked of the contingent of 28,060 (58.5%) minors receiving income from among the 47,976 employed.

The Survey shows that of those occupied minors earning income. 43.4% do save, 17.5% (4,913) save regularly and 25.9% (7,261) do so occasionally. The rest, 56.6% (15,886) of the minors do not save.

By areas, those not saving tops 50% throughout, with higher proportion in rural (59.5%) and indigenous areas (58.6%), while in urban areas (52.4%) although it is higher than the aforementioned threshold, it is below the national average.

In terms of occurrence by sex, except in rural areas by a minimal difference, males have higher proportions than females with regards to those that do not save.

Of all minors that do not save any of their earnings, those 15 to 17 years old constitute the largest proportional group by age. This situation includes all ages and both sexes. As was seen above, this group, whether by area or by gender stands out among all minors that do not provide assistance to the household.

As was mentioned previously, 42.0% of employed minors attend school and 39.0% of those attending fall in the 15 to 17 year old group. Faced by this combination, we might infer that male and female adolescents, although they do not contribute to the household or save, encounter limits to their ability (or preference) for savings. This is related, at least in the case of those minors in this situation that do attend school, to their destining resources to aspects related to other indirect costs (transportation, school supplies, etc.) to sustain themselves within the school system; to satisfying the requirements of their survival and that of their families, especially if they are heads of household (the Survey encountered 186 households headed by minors 15 to 17 years of age), as well as activities typical of their stage of socialisation in adolescence.

Results related to occupied minors who do save show that females tend to save more, both regularly and occasionally, overall and by areas, except for rural areas in the case of occasional savings.

In urban areas, in particular, the relative importance of those who save is more significant, whether they do so occasionally or regularly. There may be more favourable differential conditions in these areas that have a bearing on the occupied population with income; besides aiding their

household, they are able to harmonize their final destination by their own means.

The answers obtained on the perceptions of the occupied minors with regards to “What is your main reason for saving?”, fell into a selection of three preset classifications; to begin a business, to go to school or other.

As usually happens, the open categories that lead to a multitude of responses, set limits when an attempt is made to group them into more homogeneous categories, which may reduce their significance for qualitative interpretation.

The “Other” category, which appears in table 52 is a sample of the foregoing, so that we will examine only the behaviour of the other two categories, which are also more relevant for the analysis.

Educational and productive activities predominate in the occupied child and adolescent labour force, as important goals that they set for themselves when they analyse the opportunity cost of their savings. The implicit value assigned to education is obvious from the fact that 22.6% (2,755) of the 12,174 occupied minors that save part of their earnings do so “to go to school”.

Main reason for savings among the occupied population 5 to 17 years of age, by area and gender (Year 2000, percentages) Table 52

Area and gender	Total	To begin own business	To go	Other to school
Total	100.0	12.3	22.6	65.1
Males	100.0	9.6	22.2	68.2
Females	100.0	19.9	23.9	56.2
Urban	100.0	11.7	22.8	65.5
Males	100.0	9.0	24.8	66.2
Females	100.0	17.1	18.9	64.0
Rural	100.0	12.1	21.5	66.4
Males	100.0	11.2	19.9	68.9
Females	100.0	17.9	32.0	50.1
Indigenous	100.0	18.1	27.4	54.5
Males	100.0	-	16.8	83.2
Females	100.0	39.9	40.2	19.9

Source: CGR/DEC, Child Labour Survey, October 2000.

It is particularly noteworthy that this proportion reaches 27.4% (the highest among the different areas) in indigenous areas, taking into consideration an oft-generalised tendency to assume that among the indigenous (and rural) populations, given the traditional and cultural patterns, formal education has a less positive valuation. In other words, working children and adolescents in these areas don't want to sacrifice their school development.

In rural areas, although the proportion in question is the lowest at the area level (21.5%), it is noteworthy that among children 5 to 9 years of age we find the highest proportion (52.8%) saving for schooling, with regard to the other areas in the study. Their option for studies may decline as their fantasy confronts growing obstacles that hinder it. Focusing educational opportunities and alternatives becomes a necessity, even in the ethical sense, for the different sectors and players in society as a whole.

Another relevant aspect is that, at the global level and in rural and indigenous areas, females have a greater propensity to save for studies. Contrariwise, in urban areas males are favoured.

With regard to savings to begin their own business, among the major findings was that the greatest incidence among employed minors was in indigenous areas, followed by rural areas and then urban areas. Furthermore, it also stood out in all areas that the greater interest in saving to start ones own business occurs among females. This relationship is valid in all areas and in the national average (except for the case of indigenous areas where no males were recorded as counterparts).

Based on the foregoing comments, several questions arise, among others: how significant is the income earned by these minors, towards satisfying their own basic needs? How irreplaceable is it for the sustenance of their households? How "justly and equitably" are they paid for their work or employment, in accord with the hours invested in carrying it out and how precarious is their employment? What priority does the full incorporation of this population segment into the school system have among decision-makers and opinion-makers in society, to provide sustainability to the development of the human capital the country needs?

5.F.3 Some comparative and evaluative considerations on income

The need to work to achieve income increases for a majority of the minors between 5 and 17 years of age according to the demographic, economic,

social and cultural conditions reigning in their homes. The unavoidable inclusion of this population segment into the labour force usually means a delay of their studies and their forced entrance into socialization in a primarily adult milieu. Thus there is a forced transfer from the sphere of studies to the world of work, in occupations and jobs that are generally characterised as being weak, precarious and unstable. As a consequence, their ties to work become the worst route for them to become a part of society as a whole; to the contrary, presenting difficulties and obstacles for them that with the unjust counterweight of family needs and requirements, end up in an conformist experience regarding aspects such as income, schedule, organisation, as well as distancing them from the possibility of building a life project.

Labour force insertion is a serious problem with high social costs, which in addition to difficulties finding a practical solution and appropriate management, becomes an ever more significant mechanism for social exclusion and heterogeneity within this population segment, with negative impacts on such diverse aspects as education, meeting their basic needs, and building positive images, which, to cite an example, has as its counterpart the appearance and deepening of conflict in their daily lives.

A comparison between those households with all minors between 5 and 17 years of age (391,004) and those with working minors of the same ages (43,259, 11.0% of the total) shows significant divergences. For this analysis these will be referred to as the first as second groups, respectively.

The average number of persons per household in the second group (6.3) is higher than the first group (5.1). In the first group of households, there were 695 households with a head of household between 15 and 17 years of age, with 1663 persons dwelling in them, an average of 2.4 members per household. This average increases to 3.2 in those households headed by 15 to 17 year olds with working minors, in a population of 586 persons. This is highlighted to show that in general regardless of the age of the head, in the second group of households the number of persons dwelling in them is greater than in the first group

This leads us to assume that in those households with working children, greater resources are required to cover the basic needs of a larger number of persons.

The statistical evidence discards the presumption of equity and emphasizes the situation of inequality

in income distribution. Median monthly income in the first group of households, B/.325, is almost double that of the second group B/.186, where the median income of the occupied children is, logically, the same: B/.170 monthly (see table 53).

In terms of comparative differences, the aforementioned table shows that overall, median income of female-headed households in the second group is higher than that corresponding to households headed by males, and even higher than the average, while in the first group, the situation reverses in favour of male-headed households.

By areas, the first group exceeds the second group with regards to average monthly income. The highest monthly income for both groups of households is found in urban areas B/.447 and B/.389, respectively. In indigenous areas we find very similar values for both groups (B/.79 and B/.75), which allows us to deduce the influence of the working children.

Median monthly income corresponding to the total population residing in the second group of households (B/.176) is below that found in the house-

holds in the first (nonworking) group (B/.316). This fact constitutes an element that aids us to understand why the second group must recur to child labour. Obviously, more explicative and solid reasons could be provided if we were to examine behaviours taking as a point of reference the differentiation by income of the adult population, particularly those actually employed. The income topic, as well as others arising from this Survey, may constitute a motive for further studies not included in this analysis.

An analysis of the figures referring to median monthly income of the household also show differences in favour of the first group, with regards to the whole population 5 to 17 years old living in either group. For the first group it is B/.290, and for the second B/.168. Similarly, for those currently unemployed there are variations less favourable to the second group, with a monthly median income of B/.163 versus B/.225 for the first group.

If we take as a reference the cost of the representative basic family food basket for the City of Panama,³² which was set at B/.225.43 for the year 2000, and its value is compared with the monthly

Median monthly income for all private households with a population between 5 and 17 years of age and households with working children from 5 to 17 years of age, by area and gender.
(Year 2000, en Balboas)

Table 53

Area and sex of head of household	Total private households with minors				Average persons per household	Private households with working minors				
	Total	Total population		Average persons per household		Total	Total population		Average persons per household	
		Total	Populations 5 to 17 year of age				Total	Populations 5 to 17 year of age		
		Total	Occupied			Total	Occupied			
Total	325	316	290	170	5.1	186	176	168	170	6.3
Males	340	324	301	165	5.2	183	168	161	165	6.5
Females	269	285	247	191	4.6	198	209	201	191	5.5
Urban	447	457	424	389	4.8	389	389	374	389	5.6
Males	485	484	462	445	4.9	448	444	423	445	5.8
Females	340	361	326	290	4.5	293	301	294	290	5.2
Rural	157	147	142	103	5.6	109	105	106	103	6.7
Males	161	148	144	103	5.7	110	105	105	103	6.8
Females	134	143	130	107	4.8	106	107	106	107	5.8
Indigenous	79	77	77	73	8.1	75	75	74	73	8.9
Males	80	77	78	75	8.2	78	77	76	75	8.9
Females	70	71	71	51	7.3	51	51	51	51	9.3

Source: CGR/DEC, Child Labour Survey, October 2000.

incomes for total households and in both groups, it remains clear that there is insufficient income in the second group of households, even to cover only their minimum nutritional requirements, since including other requirements would merely make the shortages worse. As was seen in table 38, this situation is dramatic in rural and indigenous areas.

In consequence, in those households with occupied children, there are neither sufficient resources to allow living a minimally decent life, nor the conditions to achieve integral human development. The lack of resources and their association with poverty constitute causes that goad the child and adolescent population to early labour force insertion continually increasing child and adolescent labour, harming their inalienable rights as set forth in international commitments ratified by the country, such as the Declaration of Human Rights, and specifically the Convention on the Rights of the Child and of Adolescents.

Another notable difference to point out exists between both groups of households regarding their distribution by monthly household income ranks. In the second group, 31.0% of the households have an income of less than B/.100 per month, 33.6% of the whole population and 33.9% of the population 5 to 17 years of age living in these households, these percentages are double the ones corresponding to the first group (see table 54).

By grouping the different ranges into incomes below B/.250 per month, from B/.250 to B/.999, and more than B/.1000, much more than half of the households in the second group (59.1%) and the total population dwelling therein (61.2%), fall into the first income range.

In the second income range, from B/.250 to B/.999, we find 33.8% of the households from the second group and 49.1% from the first group. And at the other extreme, the highest income group, we find 5.5% of the households from the second group while the first group is represented by 10.8%. In population terms, there are 167,037 persons from the second group living in households with income less than B/.250 (close to the cost of the basic family food basket), versus 814,634 persons from the first group.

Analysing the data by areas, in the indigenous areas, 90.7% of the households in the second group fall below B/.250 monthly income, not very distant from those in the first group at 85.9%, where a mere 0.4% fall in the group of B/.1000 or more per month, and among the second group there were no households recorded in this group. In rural areas, in the second group, 78.9% of the

households fall in the less than B/.250 range, versus 68.9% of the first group.

The proportions are inverted in urban areas, where the largest relative weight in the distribution corresponds to the B/.250 to B/.999 range, with 62.1% for the second group and 61.5% for the first, with a much more significant concentration in the last income group of B/.1000 or more, with 13.2% and 16.3% for the second and first groups, respectively. In the urban case, it is also worth noting that 3.0% of the households in the first group and 5.6% of the second group fall in the less than B/.100 range for monthly family income.

Overall, by gender of the head of household, in the second group headed by males, 32.5% fall in the category of less than B/.100 per month (almost duplicating the proportion in the first group, 14.0%), with 23.8% among those headed by females (13.0% in the first group).

In general terms, more than half of the households in the second group headed by either males (59.2%) or females (58.8%) fall in the range of less than B/.250 in monthly family income.

In the first group, there is greater gender disparity in earnings, 50.3% of the households with male heads fall in the B/.250 to B/.999 range, but 46.9% of households headed by women fall in the less than B/.250 income per month range.

In the case of occupied minors aged 5 to 17 years (47,976), it is worth noting that 34.5% (16,555) of them live in households whose income does not exceed B/.100 per month, there are 28.4% (13,614) between the ranges from B/.175 to B/.399 per month, while 5.0% (2,425) are found in the B/.1000 or more per month range.

In addition, it is important to indicate that 62.4% of the occupied children are concentrated in homes with a monthly income of less than B/.250 of family income. This relationship is above the average for male-headed households (63.0%) and below for female-headed households (59.2%).

In general, independent of the range of monthly family income in the corresponding category by area, the situation is obviously better in male-headed households than those with female heads.

In urban areas, employed children were found primarily (61.3%) in households with an average family income between B/.250 and B/.999, while in indigenous and rural areas, the concentration was

primordially in households with less than B/.250, with respective proportions of 93.1% and 80.1%.

The panorama described supports the thesis that the economic income privation of the households where the employed minors live is one of the main causes of the existence of child and adolescent labour

and their consequent reduced incorporation into the educational system or their dropping out of it.

The productive contribution of employed children becomes imperative in their homes as a means of providing economic assistance for the family group's subsistence, without this aid, the family

Distribution of all private households and those with occupied children and population dwelling therein, by area, gender of head of household and specific monthly household income ranges (Year 2000, percentages)

Table 54

Area, gender and monthly household incoming ranges (in Balboas)	Total private households				Private households with working children			
	Total	Total population			Total	Total population		
		Total	Population 5 to 17 years of age			Total	Population 5 to 17 years of age	
		Total	Occupied		Total	Occupied	Occupied	
Total								
Less than 100	13.8	15.9	17.0	34.5	31.0	33.6	33.9	34.5
Less than 250	39.2	40.8	44.1	62.4	59.1	61.2	62.5	62.4
250-999	49.1	47.8	45.6	30.8	33.8	32.3	30.7	30.8
1,000 or more	10.8	10.5	9.2	5.1	5.5	4.6	4.7	5.1
Males								
Less than 100	14.0	16.6	17.8	36.2	32.5	35.4	35.9	36.2
Less than 250	37.1	39.9	42.6	63.0	59.2	62.4	64.0	63.0
250-999	50.3	48.3	46.6	30.3	33.7	31.7	30.1	30.3
1,000 or more	11.8	11.0	9.8	5.4	5.9	4.8	4.9	5.4
Females								
Less than 100	13.0	12.5	13.9	25.3	23.8	23.2	23.2	25.3
Less than 250	46.9	44.6	49.9	59.2	58.8	53.9	54.9	59.2
250-999	44.6	45.6	41.7	33.4	33.9	35.4	33.8	33.4
1,000 or more	7.5	8.4	6.8	3.0	3.5	3.1	3.9	3.0
Urban								
Less than 100	3.0	3.0	3.5	5.3	5.6	5.8	7.0	5.3
Less than 250	21.4	20.5	23.0	23.4	23.4	22.7	25.8	23.4
250-999	61.5	62.1	60.7	61.3	62.1	63.8	60.0	61.3
1,000 or more	16.3	16.5	15.1	13.7	13.2	12.1	12.9	13.7
Rural								
Less than 100	31.7	34.3	34.8	47.8	45.0	46.5	46.4	47.8
Less than 250	68.9	69.9	71.8	80.1	78.9	79.1	79.6	80.1
250-999	28.5	27.3	25.7	16.9	18.1	17.6	17.1	16.9
1,000 or more	1.7	1.8	1.3	1.1	1.2	1.0	0.9	1.1
Indigenous								
Less than 100	62.5	63.9	63.4	67.7	65.1	65.6	65.4	67.7
Less than 250	85.9	86.9	87.3	93.1	90.7	89.3	90.7	93.1
250-999	12.0	10.8	10.4	5.4	7.0	7.0	5.8	5.4
1,000 or more	0.4	0.2	0.1	-	-	-	-	-

Note: Information of Income Not Stated is not included. Source: CGR/DEC, Child Labour Survey, October 2000.

budget would be leaner yet and would cover even less to supply “a part” (not even a minimum) of the nutritional requirements, a more critical aspect in relation to satisfying other basic needs.

In this context, the foregoing is not a justification of the existence of child and adolescent labour, indicating, in fact, that it is society’s lack of protection, reflecting a problem of greater complexity related to the conditions of impoverishment of their households, isolated from the benefits of progress and social and economic development.

Tied to the above indications, the statistical evidence compiled in the Survey points to the precariousness of remunerations and income for working minors, as was already seen, nevertheless, when making comparisons regarding the employed population aged 5 or more years, there are aspects and variations of importance.

According to Survey results, the monthly average wage or salary for employed minors is estimated at B/.68.24, which represents slightly more than one fourth (28%) of the respective wages for the whole employed population 5 or more years of age, B/.244.52. This ratio holds for urban areas, although slightly less (26.3%), nevertheless, in rural areas it represents more than half (54.1%) and in indigenous areas more than three-fourths (77.0%). By gender, 27.3% is the figure corresponding to males and 28.8% to females (see table 55).

Considering median monthly wages for occupied minors as a proportion of that of the total employed population by range of hours worked per week, participation by the former increases, reaching 73.4% for those working less than 25 hours, 42.5% between 25 and 34 hours, 67.6% between 35 and 39 hours and 35% in the range of 40 or more hours per week.

In indigenous areas, this relationship exceeds 80% in the first two intervals, 76.2% in the 40 or more hours range, and exceeds that of the 35 to 39 hour range ((B/.75.1 vs. B/.65.2 among the whole occupied group).

In rural areas, the ratio is also high, around 80.2% in the case of the first and third hourly ranges, 66.6% in the second range and 50% in the last range.

In urban areas, the proportions are not as high, with the highest in the less than 25 hours per week group, at 64.1%.

Seen from a perspective of sufficient wages to acquire the basic family food basket (B/.46.77 per person per month) and to satisfy basic needs

(B/.93.54, double the basic family market basket, the norm in ECLAC and ILO papers), a very significant part of working minors earns less than B/.100 per month (48.6%), which, without altering their relative importance, varies by their different weekly hours of work. Thus, we have the following, 55.9% of minors working less than 25 hours per week, 43.0% between 25 and 34 hours, 44.4% between 35 and 39 hours and 36.2% of those working 40 or more hours per week (see table 56).

In rural and indigenous areas, to the contrary, these proportions are lower, generally not reaching 50%, due to the tremendous weight of the occupied minors that do not receive income in the different intervals, primordialily in indigenous areas, given the incidence of family workers as mentioned above.

One final observation in the comparison of monthly income and weekly working shifts among employed minors and the total employed population refers to the average number of hours worked.

As could be expected, this indicator is higher in the total employed population (55.4 hours), while among employed minors it is lower (30.6 hours), for a total difference of 24.8 hours between the two populations, without further important variations by gender. However, taking as a reference the salary range of less than B/.100 per month, and the average number of hours worked per week, the difference drops to 12.5 hours between the two population segments, with a smaller difference worth highlighting among females, 4.7 hours.

The monthly wages of gainfully employed minors with respect to the total employed population (5 or more years of age) also represents slightly more than one quarter (27.6%). Among the 4 weekly shift ranges, the most representative proportion of employed minors with regard to the median wage per month for all employed workers at the national level is for those working less than 25 hours (72.9%) followed by 35 to 39 hours (42.6%).

The latter range is the most significant in urban areas (58.3%) with regards to relative participation, it can also be seen that the median monthly wage is less among employed minors (B/.67) than among the whole employed population (B/.112) in the less than 25 hours per week group, which also occurs in rural areas in the same group (B/.58 minors vs. B/.64 for all employed). In indigenous areas, monthly wages for employed children and youths (B/.150) is above that for all employees (B/.70) in the 35 to 39 hour shift, and represents 91.1% in the interval of less than 25 hours.

If 11.2% of all employees 5 or more years of age earn monthly wages of less than B/.100 and work an average 39.9 hours per week, among employed children, this proportion climbs to 61.9% with a 7.2-hour reduction in hours worked per week (32.7 hours) from that of the total worker population. This is another element sustaining

the precariousness in the employed population between 5 and 17 years of age.

In summary, the information analysed indicates that of those minors 5 to 17 years of age who are salaried employees, more than 60% earn wages less than B/.100, which, it is assumed would allow them

Median monthly wages earned by the active and employed population 5 or more years of age and that of minors aged 5 to 17 years, by areas and gender, according to hours worked per week (Year 2000, in Balboas)

Table 55

Area and gender	Population 5 or more years of age						Population 5 to 17 years of age					
	Total	Weekly hours worked				Average hours	Total	Weekly hours worked				Average hours
		Less than 25	25 to 34	35 to 39	40 or more			Less than 25	25 to 34	35 to 39	40 or more	
Active Population												
Total	244.5	80.0	141.0	103.4	294.6	55.4	68.2	58.7	59.9	69.8	103.0	30.6
Males	251.8	84.3	114.9	92.1	299.3	56.8	68.8	59.7	59.6	67.4	106.8	30.6
Females	230.6	75.0	274.5	123.3	284.1	52.7	66.4	55.3	60.8	99.4	97.4	30.4
Employed population												
Total	322.7	105.6	316.2	215.8	346.1	59.4	84.8	67.7	76.4	90.6	121.7	31.3
Males	348.3	121.5	244.3	241.6	366.6	61.1	87.6	71.9	79.9	94.0	153.1	30.3
Females	273.9	93.5	388.4	187.7	305.6	56.7	79.3	59.1	71.7	50.5	110.5	33.4
Active Population												
Rural	110.2	64.7	80.2	75.6	159.1	49.2	59.6	53.3	53.4	60.1	80.9	30.2
Males	116.8	68.9	81.4	74.8	157.8	51.4	60.9	53.9	53.4	55.1	88.3	30.7
females	92.7	58.3	76.6	80.6	170.7	41.7	53.7	50.5	53.5	133.0	55.6	28.0
Employed population												
Indigenous	69.0	57.0	62.6	65.2	82.7	41.4	53.1	50.5	50.5	75.1	63.0	24.4
Males	73.5	60.4	68.0	65.0	85.4	44.6	52.4	50.5	50.5	50.5	75.6	24.5
Females	58.2	53.7	50.5	66.7	70.8	32.9	55.0	50.5	50.5	150.0	50.5	24.4
Employed population												
Total	289	85	286	178	308	62	80	62	64	76	110	40.4
Males	299	82	150	208	319	62.9	83	64	60	68	123	39.4
Females	270	89	433	148	286	60.5	76	59	71	128	96	42.6
Employed population												
Urban	327	16	397	216	336	63.4	92	67	71	126	118	40.2
Males	348	28	273	284	355	65.1	95	72	61	134	145	39.5
Females	291	8	458	180	301	61.2	89	62	96	51	110	41.2
Employed population												
Rural	177	64	105	109	207	57.5	71	58	59	69	96	40.6
Males	180	66	102	114	208	57.7	76	59	60	55	113	39.3
Females	158	59	145	105	202	56.8	57	51	56	137	56	45.8
Employed population												
Indigenous	113	56	151	70	198	48.3	67	51	51	150	76	41
Males	178	62	212	51	213	51.7	76	51	-	-	150	31.5
Females	67	51	51	99	86	41.4	63	-	51	150	51	46.8

Source: CGR/DEC, Child Labour Survey, October 2000.

to meet their “own” minimum basic necessities (in terms of nutrition, housing, health, clothing and others). In this income range, the concentration of active minors by each range of hours worked varies from 66.0% to 79.0% and almost 42.0% in the case of 40 or more hours per week. Minors in this income range work an average of more than 32 hours per week, a lapse that does not necessarily make labour participation and school attendance compatible.

An unavoidable interpretation of the unfavourable situation in indigenous areas arises with the realisation

that 75.0% of the employed youths earn salaries of less than B/.100 per month with an average weekly shift of 37 hours. Probably, the situation would be seen as more critical if we were to breakdown the monthly wage range of less than B/.100.

The results continue to assume the influence exercised by domestic labour (more characteristic of urban areas), whose minimum legal wage was B/.105 for predominantly urban districts (Panama, Colón and San Miguelito) and B/.95 for the rest of the country's districts (according to Executive Decree No. 59,

July 2000, which set the minimum wages rates then in effect), as well as the fact that usually the work shift lasts more than 8 hours per day.

One characteristic that can be indicated in the case of the employed population aged 5 to 17 years, is that there is a possibility of legal control to ensure their labour rights and protection, while putting into effect more effective measures to stimulate their incorporation and retention in school, instead of their labour market insertion.

Finally, upon comparing income distributions between the economically active population aged 18 or more years and the 5 to 17 year old labour force, there is a clear disadvantage with regards to the earnings of the latter, whose largest concentration can be seen precisely in the lowest income ranges. Among the 5 to 17 year old labour force, 43.3% earn incomes of less than B/.100 per month, in comparison with 18.5% of the adult labour force. Similarly, average monthly income among the youths, B/.67.5, represents 28.5% of that obtained by the whole labour force age 5 or more nationwide (B/.236.8).

The foregoing analysis shows that, among others, the low productivity of the child and adolescent labour force: the low schooling prevalent at these ages that limits even further their access to better jobs and wages, which would permit more than a minimal subsistence; their lack of labour protection; the duration of working shifts that do not allow simultaneous work and studies; as well as a certain degree of abuse that they are submitted to, even in formal employment.

5.G Labour conditions and environment

According to the information analysed, most of child and adolescent labour is involved in agricultural occupations, the informal sector (especially urban: working on the street as hawkers and self-employed) and domestic service (also more characteristic of urban areas).

The conditions in which minors work constitute a very important aspect, in view of the risks that they may be exposed to, and whose identification provides information for input into programmes and measures for better child labourer protection.

Indicators related with the age at which the 5 to 17 year olds initiate work, the duration and type of work shift, main occupations that they assume, and major places of work, have been analysed above. Taken together, these are a reflection of the gravity surrounding child and adolescent labour and

their working situation, in terms of their vulnerability to physical and other kinds of hazards that have a bearing on them, as well as manifesting the precariousness of the places where they work, which affects them much more than the adult population.

We will delve further regarding harmful jobs, dangerousness and probable consequences below. In this section the analysis focuses with greater emphasis on identifying aspects that may be harmful to them from the psychosocial point of view, as a result of their relationship with the employer, the benefits received and the minimum personal safety equipment used when carrying out their jobs.

5.G.1 Relationship with the employer

Based on the responses by 32.7% (18,817) of the economically active minors aged 5 to 17 years (excluding the self-employed, family workers and new workers) to the question “How is or was your relationship with the employer?”, the Survey found that 80.4% (15,134) catalogued it as “good”, 19.3% as “normal” and 0.3% (52) as “bad”. This hierarchy holds throughout all the areas for those employed or unemployed, and by age groups, with the particularity that only the “good” category stands out, corresponding to minors between 15 and 17 years of age, especially those employed.

Similarly, in each sex, the responses show the same order, although among females the proportion considering the relationship with the employer “good” is higher than among males, which is repeated by area, age group and employment condition, except in the case of urban employed, where among males the proportion is slightly higher than among females.

Although the relative weight of the child and adolescent labour force scoring their relationship as “bad” was not very representative, equal to 52 youths in absolute numbers, the main reasons for this are worth highlighting. Thirty-eight minors indicated “bad pay”, corresponding to 15 to 17 year olds, particularly males (27); 14 females aged 10 to 14 years old reported “physical and verbal abuse”; and 2 females 10 to 14 years old considered the employer “wants them to do too much work”.

By employment condition, the 14 minors aged 10 to 14 years declaring physical and verbal abuse are unemployed, and are found primarily in rural areas (12) the rest in urban areas (2). The 27 males considering the employer pays poorly were employed rural adolescents, while the 11 females indicating the same were unemployed urban adolescents.

Distribution of the active and employed population 5 or more years of age and of minors 5 to 17 years of age, by area, specific monthly ranges for wages in Balboas (B/.), according to weekly hours worked (Year 2000, in Balboas) Table 56

Area and gender	Population 5 or more years of age						Population 5 to 17 years of age					
	Total	Weekly hours worked					Total	Weekly hours worked				
		Less than 25	25 to 34	35 to 39	40 or more	Average hours		Less than 25	25 to 34	35 to 39	40 or more	Average hours
Active population												
Total												
Without income	6.7	14.6	13.1	20.6	3.5	39.2	31.9	31.7	48	36.1	24.4	28.2
Less than 100	21	51.7	33.3	38.1	11.7	38.9	48.6	55.9	43	44.4	36.2	26.4
Urban												
Without income	1.1	2.9	2.4	2.9	0.8	45.5	8.9	10.5	20.3	-	3.4	22.2
Less than 100	9.8	44.7	15.8	18.4	3.9	33.1	53.2	65.7	51.8	50.9	28.8	23.8
Rural												
Without income	15.5	23.9	22.1	28.3	9.5	38.5	42.4	41.6	56.5	49.9	35.3	28.8
Less than 100	38.6	57.3	47.9	46.6	28.5	41.3	46.5	51.3	40.3	41.9	40	27.8
Indigenous												
Without income	36.6	45.2	39.5	39.4	28.1	36.6	66.2	63.3	75	57.1	68.8	25
Less than 100	44.7	45.5	47.8	45.3	42.9	40.7	29.2	31.6	25	28.7	24.9	22.9
Employed population												
Total												
Less than 100	11.2	58.2	24.7	24.4	5.7	39.9	61.9	79.3	78.6	66.3	41.7	32.6
Urban												
Less than 100	6.3	43.1	14.2	13.0	3.3	41.0	54.1	74.6	70.9	49.0	31.4	29.9
Rural												
Less than 100	26.3	77.5	46.7	44.0	14.3	39.1	69.4	84.1	85.8	73.3	51.9	34.7
Indigenous												
Less than 100	45.1	86.3	42.4	71.7	22.9	33.4	74.9	100.0	100.0	-	66.4	37.0

Source: CGR/DEC, Child Labour Survey, October 2000.

In general the relationship with the employer is an indicator that allows us to assume the state of human relations in the labour milieu, and the reasons these are not good provide parameters on the basic state of dissatisfaction with the different aspects and the possibility of making demands, as well as requirements for human and working rights

5.G.2 Benefits offered by the employer

Access to social security, labour benefits and other benefits offered by the employer allows us to ascertain labour law compliance, and at the same time the disposition of employers to provide conditions that favour their employees and contribute to productivity through a better working environment.

The results of the question “Which of the following benefits are or were offered by the employer?”, with multiple responses, indicate that these benefits are not widespread.

Of the 18,791 economically active minors, 73.8% (13,868) declared that they did not receive any benefits from their employer (see table 57). This proportion reached 84.0% among males and 54.2% among females. In indigenous and rural areas, this proportion is close to 78% and in urban areas around 70%. Behaviour by gender is similar to the national average in the different areas, except for indigenous areas, where the female proportion is higher.

By employment condition, overall this relation was higher among the unemployed (80.8%), holding true in urban (85.1%) and indigenous areas (100%); the contrary was true for rural areas, where it occurred among the employed (79.6%), who indicated a higher incidence of lack of benefits.

In general, it was the minors from 15 to 17 years of age who were affected most by the lack of benefits, representing 80.2% of all minors who indicated they had not received any benefit.

With regards to aspects related to social security, 5.3% (1,001) of the working minors had access to social security, 8.7% (1,642) had paid vacations, 5.7% (1,079) had paid sick leave and 2.2% (407) had frequent benefits or bonuses.

When dealing with working minors as employees, it is to be expected that they would receive social security benefits through their employer, which was one of the aspects this Survey was looking for, given that in general minors may have access to social security as beneficiaries under their parents, if the latter are contributors.

The incidence of social security through the employer was higher in urban (7.6%) than rural areas (2.7%), being inexistent in indigenous zones. By employment condition, as could be expected, this benefit was more common among the employed. By gender, overall and at the urban level, including by condition, females reported higher coverage of this benefit than males, while in rural areas, social security coverage was higher among males. A similar pattern, in general terms, can be found in the cases of paid vacations, paid sick leave and frequent benefits or bonuses.

Among other benefits, the following stand out in order of magnitude, 18.2% (3,411) of the youths received free meals, 6.2% (1,141) free housing, 4.5% (843) free transportation, 2.8% (526) other benefits, 1.4% free uniforms, and 0.1% (11) subsidised housing.

It is important to note that free room and/or free board is more common among females than males, which may be related to domestic service, which is more characteristic of females. These proportions were higher in urban than rural areas, which strengthens the relationship with domestic service.

Analysis of indigenous areas must be carried out separately, since it varied from the other areas. In the former, youths only declared that they have received free meals (22.2%) as a benefit provided by the employer, and the incidence is lower among females than males.

An analysis of the distribution of economically active minors, according to the benefits received from the employer by category of economic activity, confirms the relative importance of household service, and reveals the degree of compliance of those under legal protection in the more formal industries.

The highest concentrations of working youths by industry occurred in the private household category, with regards to paid vacations (50.7%); frequent benefits or bonuses (49.9%); uniforms (35.2%); free food (64.9%); transportation (35.7%) and housing (96.4%); and, various other benefits (81.9%), as can be seen in table 58. These proportions are preferentially higher among females than males.

These relations by areas do not vary significantly. Nevertheless, indicating the differences found, in urban areas, free uniforms were received to by a larger proportion of youths in manufacturing industries (52.8%); and in rural areas, free transportation was offered to a larger proportion of minors in the industrial category of transportation, warehousing and communications (38.0%); other benefits were received by

100% of the youths in agriculture and related occupations. In indigenous areas, as mentioned, the only benefit was free food, with is distributed equitably in the categories related to agriculture and household service.

The teaching category includes the largest proportion of the child and adolescent labour force with access to social security (18.9%) and paid sick leave (17.5%), followed by trade (16.6% and 17.4%, respectively for each benefit). The relative weights were higher among females, according to the benefits and industries in question, than for males.

By areas, the pattern with regard to the above mentioned categories does not change in urban areas, but does in rural areas, where minors found greater access to social security in agriculture and related occupations, and paid sick leave in real estate, entrepreneurial and leasing activities.

One hundred percent of the youths exclusively concentrated in transportation, warehousing and communications received subsidised housing, corresponding to males in urban areas.

The agriculture, livestock, hunting and forestry (30.5%); wholesale and retail trade (27.7%); and pri-

vate households with domestic service industries are the ones with the highest proportions of youths that declared not receiving any benefit from the employer. The first two industries predominate more among males and the last among females.

A final important point, in order to have a more correct image of the benefits offered by employers, looking for compliance of labour rights of the economically active minors, reference is made to the distribution of the minors according to their insertion in each one of the different economic categories and the benefits they receive from them.

The statistical evidence indicates that in a majority of the industries, the rights of the minors suffer and they are offered limited benefits, given this high incidence of “no benefits” where the proportions vary from a little more than 70% to 100% in some cases (fisheries, exploitation of mines and quarries and electricity, gas and water distribution). The exceptions are in teaching, public administration and defence, with obligatory affiliation social security plans; and in financial intermediation, in which benefits are offered, concentrated on access to social security, and paid vacations and sick leave. In the first two categories, it is to be expected that legal compliance

Benefits offered by the employer to the economically active population aged 5 to 17 years, by area and gender (Year 2000, percentages)

Table 57

Area and gender	Social security	Paid vacations	Paid sick leave	Benefits offered by employer				Housing		None	Other
				Frequent benefits or bonuses	Free uniform	Free meals	Free transportation	Free	Subsidised		
Total	5.3	8.7	5.7	2.2	1.4	18.1	4.5	6.2	0.1	73.8	2.8
Males	3.7	3.3	3.3	1.2	1.0	10.1	4.7	2.1	0.1	84.0	1.0
Females	8.5	19.2	10.4	3.9	2.2	33.6	4.0	14.1	-	54.2	6.3
Urban	7.6	12.2	8.6	2.3	1.1	19.0	5.5	7.6	0.1	69.8	4.7
Males	4.3	2.7	3.7	1.6	1.0	9.4	6.0	2.3	0.2	84.2	1.2
Females	11.7	24.3	15.0	3.3	1.1	31.1	5.0	14.3	-	51.4	9.2
Rural	2.8	4.8	2.4	2.0	1.8	17.2	3.3	4.7	-	78.4	0.6
Males	3.2	3.7	3.0	1.0	1.0	10.7	3.7	2.0	-	83.8	0.8
Females	1.3	8.3	0.5	5.4	4.6	38.9	1.9	13.6	-	60.4	-
Indigenous	-	-	-	-	-	22.2	-	-	-	77.8	-
Males	-	-	-	-	-	33.2	-	-	-	66.8	-
Females	-	-	-	-	-	16.7	-	-	-	83.3	-

Source: CGR/DEC, Child Labour Survey, October 2000.

and control would exercise greater influence as a function of the stronger relationship of the employer with governmental institutions.

5.G.3 Job satisfaction among the child and adolescent labour force

The question “Are you satisfied with your current job?”, was asked of the employed minors seeking their perceptions in this regard. More than three-quarters of the 47,976 employed minors responded affirmatively to this question (32,217 vs. 10,709 that responded negatively), and this pattern holds throughout the

areas and by gender. Only two behaviours were at variance: among the children 5 to 9 years of age, particularly males, 77.7% declared their dissatisfaction with their current jobs; and in indigenous areas, among females, the degree of satisfaction is somewhat reduced (58.5%) from the area and national averages.

In the distribution of the employed minors, analysing whether they are satisfied or not with their current job, there is a direct correlation by age, so that adolescents 15 to 17 years of age have the highest proportions, at a substantial distance we find the group 10 to 14 years of age.

Although this pattern is valid for different areas and by sex, the indigenous areas do present a different situation. In the latter, among those expressing themselves as satisfied, the difference is not very large between the 15 to 17 and 10 to 14 year old groups (slightly more than 2 percentage points), due to the lower satisfaction among the adolescent males, among whom those 10 to 14 years of age are the ones with greater relative job satisfaction.

Job aspects, such as those referred to remuneration received or earnings obtained, intensity of work, and employer’s attitude during the job or other reasons, are the ones that stand out as the determinants of job satisfaction.

Of the 10,759 employed youths dissatisfied with their current jobs, 27.2% (2,939) said that the main reason was that the job was tiring and very hard; 24.3% (2,617) responded that there was another (various) reason; 20.9% (2,244) that the wages were too low; 17.3% (1,856) that the income from self-employment was very low; and, 10.3% (1,103) that the employer was very hard on them and demanding (see table 59).

Upon observing these proportions by area, excluding the reasons gathered together as “other” in order to achieve better significance with the statistics, we find that in order of importance, in urban areas, low wages, a demanding employer, insufficient earnings from self-employment, and tiresome work prevail. In rural areas, tiresome work, low wages, low earnings from self-employment, and demanding

employers stand out. In indigenous areas, the prototypical problems are tiresome and very hard work, low income from self-employment, wages too low, and the demanding attitude of the employer.

The hierarchical order of the reason for job dissatisfaction among the employed minors attending or not attending school provides interesting considerations.

Overall, tiresome and vary hard labour arises as the main reason, both among those employed youths attending school, and those outside the school system.

This reason also stands out in rural areas among minors, whether they attend school or not. In indigenous areas, this reasons stands out as the main reason among the minors attending school, while among those not attending, the primary reason refers to the very low income obtained from self-employment. This latter reason also stands out in urban areas but among the employed minors attending school, contrariwise, among those not attending, low wages constitute the fundamental factor.

In summary, tiresome and very hard work stands out among employed youths in rural areas, with implications related to the intensity and exhaustion produced by their insertion in primordially agricultural activities. Something similar occurs in indigenous areas.

To the contrary, in urban areas, where minors tend more to be working as employees within a more

Distribution of the economically active population, aged 5 to 17 years, according to benefits offered by the employer, by categories of economic activity (Year 2000, percentages) Table 58

Industry	Benefits offered by employer										
	Social security	Paid vacations	Paid sick leave	Frequent benefits or bonuses	Free uniform	Free meals	Free transportation	Housing		None	Other
								Free	Subsidised		
Total	100	100	100	100	100	100	100	100	100	100	100
Agriculture and related Fisheries	9.5	5.1	5.5	-	-	12.2	16.0	1.1	-	30.5	10.3
Exploitation of mines and quarries	-	-	-	-	-	-	-	-	-	0.6	-
Manufacturing industries	8.4	4.8	6.4	16.7	21.2	1.2	8.1	-	-	3.6	1.9
Electricity, gas and water supply	-	-	-	-	-	-	-	-	-	0.2	-
Construction	1.2	-	-	-	-	7.3	15.7	-	-	6.4	-
Wholesale and retail trade	16.6	11.8	17.4	7.9	-	6.0	4.4	1.0	-	27.7	-
Hotels and restaurants	5.0	-	4.6	12.3	16.9	3.7	-	-	-	3.2	-
Transportation warehousing and communications	-	-	5.1	-	-	4.5	16.6	-	100.0	7.9	5.9
Financial intermediation	13.2	8.0	12.2	-	-	-	1.5	-	-	-	-
Real estate, entrepreneurial and leasing activities	6.4	3.9	5.9	13.3	20.5	-	-	-	-	3.2	-
Public administration and defence	6.9	4.2	5.2	-	-	-	-	-	-	-	-
Teaching	18.8	11.5	17.5	-	-	-	-	-	-	-	-
Social service and health activities	-	-	-	-	-	-	-	-	-	0.4	-
Other community, social and personal service activities	4.9	-	4.5	-	4.2	0.2	2.0	1.5	-	3.1	-
Private homes with domestic service	9.1	50.7	15.6	49.8	37.2	64.9	35.7	96.4	-	11.8	81.9

Source: CGR/DEC, Child Labour Survey, October 2000.

Distribution of the employed population 5 to 17 years of age dissatisfied with their current jobs, by reasons, according to school attendance and gender (Year 2000, percentages) Table 59

Reasons for job dissatisfaction	School attendance									
	Total	Attends			Does not attend			Total	Males	Females
		Total	Males	Females	Total	Males	Females			
Total	100	100	100	100	100	100	100	100	100	
Wages too low	20.9	20.3	22.3	17.8	17.2	19.4	22.5	22.0	23.9	
Tiresome / very hard work	27.2	27.1	28.0	26.4	22.2	38.3	27.8	29.6	22.6	
Employer hard / demanding	10.3	6.9	19.3	8.5	4.5	19.7	11.2	8.3	19.0	
Very low income from self-employment	17.3	18.5	13.8	20.3	24.4	8.7	15.6	15.3	16.5	
Other	24.3	27.2	16.6	27.0	31.7	13.9	22.9	24.8	17.9	

Source: CGR/DEC, Child Labour Survey, October 2000.

formal sector (government, private enterprise, private homes) and as independent workers, the amount earned in wages or income constitutes the factor given greater relevance for their job satisfaction.

In terms of the importance of different reasons by gender, very low wages, tiresome and hard labour and low earnings for the self-employed bear more heavily on the dissatisfaction of young males than females. In the case of the hard and demanding employer, the incidence is almost equal, although slightly higher among females, which is associated with household work, more characteristic for them.

This last observation is confirmed by the greater occurrence of this factor among urban females, more than doubling the incidence among males. This is coherent with the greater concentration of domestic workers in this area, in addition to the well known fact of the demands frequently placed on many of them, in terms of their long working shift, at times without a schedule, the obstacles for attending school, the distance from their families and their limited leave time, responsibilities regarding child care and even aiding or supervising their schoolwork, expectations regarding impeccable cleanliness, order and food preparation, beyond the skills they may have and the reduced options to acquire them, among others.

5.G.4 Use of personal safety equipment by the employed child and adolescent labour force

The multiple responses provided by the employed youths when asked: “Do you and your companions use any of the following equipment

when working?” provide a clear view of the precarious safety conditions to which they are exposed when working.

The immense majority, 85.6% (41,091) responded that they use no safety equipment. Of those that do use, 8.7% use “other equipment” (diverse equipment or categories); 5.6% use special footwear; 1.2% safety glasses; 0.4% helmets; and, 0.4% earplugs. Their companions at work followed the same order for use.

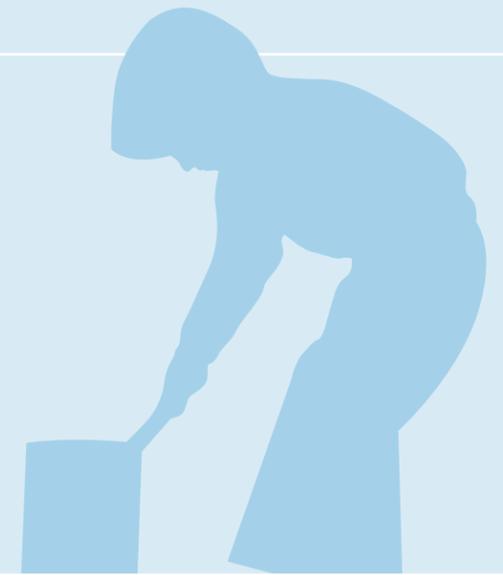
The greatest incidence of non-use of safety equipment occurred in urban areas (91.7%), followed by rural (82.9%) and indigenous areas (78.5%). Generally, the incidence of this category is higher among females than males, at the level of the national average and in all of the areas. In the distribution of this category by age groups, adolescents 15 to 17 years of age stand out with the largest proportion not making use of safety equipment.

In spite of the fact that the categories established do not allow us to reach more specific conjectures with regard to occupations (except, in part and indirectly, for occupations in manufacturing industries, construction and mines, among others) and norms protecting the physical health of minors in the workplace, the information analysed illustrates the harm to which the economically active population between 5 and 17 years of age is exposed, with respect to their health and safety.

The effects on health and safety, and other areas, derived from the adverse working conditions and from child and adolescent labour itself, will be approached in the analysis in the coming chapters.

CHAPTER 6

Effects of work on children



6.A Education

Incorporation and permanence within the educational system of minors between 5 and 17 years of age have positive effects. The effective influence of such an endeavour is obvious at the macro-collective level with the development of human capital for society, which in turn increases productivity, competitiveness, economic growth and social wellbeing. At the micro-individual level, one must consider the right to full enjoyment of education and the proper recreational activities for this age as necessary for integral development.

The data analysed reveal that 84.9% of the population between 5 and 17 years of age participate in educational activities and 15.1% are outside the school system. School dropouts constitute 59.3% of minors in this age group who do not attend school. Among the main causes for abandoning the school system, economic reasons stood out, followed by educational motives.

When comparing some educational indicators, in addition to attendance and dropouts, that can be calculated from Survey data, such as proportion of overage students, between children who are dedicated exclusively to their studies and those who are trying to balance school and work, very important elements were found for the combined population of children between 5 and 17 years of age.

Chapter VII, titled “Educational Characteristics” in the child labour survey questionnaire, collected information on school attendance, main reason for not attending school, length of time without schooling, regularity of attendance and educational level of

minors between 5 and 17 years of age. All of the above-mentioned indicators have been analysed in the preceding chapter. The survey does not provide information with direct evidence on school performance. However, in this chapter, an attempt is made to infer the educational effects of early labour insertion of children between 5 and 17 years of age.

By crossing data obtained from educational characteristics in the survey, in particular with respect to the highest school year passed by minors between 5 and 17 years of age and information derived from economic aspects, particularly the employed category within the specific ages in this population segment, the proportion of overage students or students who are behind the grade that corresponds to their age (the relationship between age and school year passed) can be calculated and comparisons can be made.

Therefore, for the purposes of the current analysis, the starting point is to accept grade-age distortions as a representative indicator of the effect that child labour has on the education of minors.

Before analysing the statistics, some considerations must be emphasised.

To begin with, two groups of minors have been disaggregated for the analysis: the first one refers to the population of children between 5 and 17 years of age who go to school and do not work; the second one includes only the working population within this age group, those who go to school and work. It is possible to distinguish the problem of the effect of work on the education of minors inserted in the labour market from how serious this effect

may be when comparing both groups, as parameters of differentiation, under the “assumption” that the situation is more favourable for the first group.

Secondly, in order to assure a precise interpretation of the results, we must mention those suppositions supporting calculations for overage students. This indicator was calculated for primary school and secondary levels. After his/her sixth birthday, a child should be studying in the first grade of primary school. However, based upon the survey question which asks about the last school year passed and the timing of the survey, which was in the month of October, months after the beginning of the school year, one can assume that children declaring having passed their first grade of schooling could only do so if they were more than 7 years of age (excepting those children who were under-age). This criterion was successively applied according to the passed school year and age at the time the child was surveyed, assuming an additional one-year margin.

The first population group tested was that composed of 620,598 children between 5 and 17 years of age attending school and not working and the second group included 20,137 minors who worked and simultaneously attended classes in an educational centre (see table 60).

Urban areas concentrate 61.5% of minors in the first group, whereas in the second group, 59% are in rural areas (including indigenous areas). In the first group, indigenous minors represent 7% of the total and 18.3% of the rural total, whereas these numbers increase in the second group, to 20.2% and 34.1%, respectively.

Distribution by gender in both groups contrasts strongly in favour of male labour force participation. In the first group, 50.5% of minors are male, 76.4% in the second group. By area, distribution by gender is practically equal in the first group, while in the second group, there is a marked difference that is sharper in the rural area.

In the first group, 18.3% of minors have passed no grade, whereas the corresponding percentage for the second group is 3.5%. Aside from a different population size which in turn influences proportions, such a situation may also be explained by the presence of 7 year-old minors who were in first grade when surveyed, considering that a child must have had his or her sixth birthday before being admitted to first grade (with some exceptions). In the first group, 89.7% of minors with no passed grade are between 5 and 7 years of age, whereas in the second group, the percentage is 50.1%.

In the second group, mean passed grades is 5.4 and for the first group, 3.9. This difference is influenced by the higher relative weight of older minors in the second group. Thus in this group, 38.8% of minors are between 15 and 17 years of age, a percentage that is more than twice the number in the first group (16.5%). This indicator, mean passed grades, is higher in females than in males in both groups and by areas, except for indigenous areas in the first group.

In the first group, 57.9% and 23.5% go to primary and secondary school, respectively. The corresponding values for the second group are 62.2% and 33.5%. It is interesting that although in both groups the proportion of males attending primary school is greater than the proportion of females, the situation is reversed during secondary school, a fact that can also contribute towards explaining the higher mean for passed grades among females than males.

Corresponding to the greater value females give to education, it must be stressed that while among those females attending an educational institution and working, 2.8% have passed at least one year at the university level and 0.1% have passed at least one year of vocational studies, while among the males, these relationships are null, that is, no information was registered for either category. From this fact one might infer that females in this group are older.

When age groups are studied separately, it is eloquent that in fact these are 17 year-old women. While their peers in the first group tended to choose higher education at the non-university level, in this group, in spite of having to distribute their time between studies and work, and probably helping at home as well, they prioritised higher education. The survey does not offer information with respect to whether the minors have children; i.e., data that would allow a consideration of the greater responsibility and other differential conditions when rearing and upkeep of children is added.

After revising and comparing indicators associated with overage students, the most serious differences are evident at the primary level in both groups studied.

Among minors in primary school, 40.2% y el 14.5% for the first and second groups respectively were not overage for their grade, which means a difference of 25.7 points between them in favour of the first group. The percent difference is the same for overage students at this level but with higher values for the indicator in each group (59.8% and 85.5%, respectively).

At the secondary school level there is a difference of 9.7 percentage points between both groups with respect to school attendance with and without lag. Notwithstanding the above, in the first group non-overage students are equal to 50.8%, reaching only 41.1% in

the second group. Overage students during secondary school are prototypical in the second group. In the second group, 58.9% of the minors work and attend school but are delayed with respect to their age and grades passed, while in the first group the value is 49.2%.

Overage students in the population of children between 5 and 17 years of age who worked or did not work, by area and gender (Year 2000, percentages)

Table 60

Area and gender	Population (absolute value)	No school year passed	Benefits offered by employer						Other 2/	School years passed, mean
			Not behind Total	Behind corresponding grade Primary	Behind corresponding grade Secondary	Behind corresponding grade Total	Behind corresponding grade Primary	Behind corresponding grade Secondary		
First group: Population aged 5 to 17 years attending school and not working										
Total	620,598	18.3	35.3	40.2	50.8	46.2	59.8	49.2	0.3	3.9
Males	313,220	19.2	32.9	38.8	46.4	47.6	61.2	53.6	0.4	3.8
Females	307,378	17.4	37.7	41.7	54.6	44.8	58.3	45.4	0.2	4.1
Urban	381,744	17.2	38.7	44.2	52.5	43.7	55.8	47.5	0.4	4.3
Males	192,215	18.1	36.5	43.5	47.7	44.9	56.5	52.3	0.5	4.1
Females	189,529	16.4	41.0	44.9	56.5	42.4	55.1	43.5	0.2	4.5
Rural	238,854	19.9	29.8	34.8	46.3	50.3	65.2	53.7	0.1	3.4
Males	121,005	20.8	27.2	32.4	42.9	51.9	67.6	57.1	0.1	3.3
Females	117,849	19.0	32.4	37.3	49.2	48.6	62.7	50.8	-	3.5
Indigenous	43,628	22.2	22.9	28.0	39.6	54.8	72.0	60.4	-	2.7
Males	21,053	21.4	21.4	25.7	37.9	57.1	74.3	62.1	-	2.8
Females	22,575	23.0	24.3	30.2	41.4	52.7	69.8	58.6	-	2.6
Second group: Population aged 5 to 17 years who work and attend school										
Total	20,137	3.5	22.8	14.5	41.1	72.9	85.5	58.9	0.8	5.4
Males	15,385	4.4	19.6	15.5	32.3	75.9	84.5	67.7	0.2	4.9
Females	4,752	0.6	33.2	9.9	57.4	63.3	90.1	42.6	2.9	7.0
Urban	8,247	2.4	31.4	16.1	45.3	64.6	83.9	54.7	1.7	7.0
Males	5,295	3.7	25.0	19.7	32.0	71.4	80.3	68.0	-	6.2
Females	2,952	-	42.9	5.7	63.0	52.4	94.3	37.0	4.7	8.4
Rural	11,890	4.3	16.8	13.9	32.6	78.7	86.1	67.4	0.2	4.4
Males	10,090	4.7	16.7	14.1	32.7	78.3	85.9	67.3	0.2	4.3
Females	1,800	1.6	17.3	12.7	32.5	81.2	87.3	67.5	-	4.9
Indigenous	4,058	3.7	5.5	4.2	20.0	90.8	95.8	80.0	-	3.4
Males	3,231	4.6	7.0	5.4	25.0	88.4	94.6	75.0	-	3.3
Females	827	-	-	-	-	100.0	100.0	100.0	-	4.1

Note: Indigenous areas are included in rural areas. They are presented separately for comparative analysis.

1/ Total has been calculated based upon the whole corresponding population. Percentages for primary and secondary levels have been calculated based upon the whole population in each of these levels. 2/ This refers to attendees who have passed any year at university, vocational or non-university higher education levels. Source: CGR/DEC, Child Labour Survey, October 2000.

Among working urban minors in the second group 16.1% attending primary education do so without lag, a proportion which is greater than in rural (13.9%) and indigenous areas (4.2%). A similar pattern may be seen in the first group, although with values more than twice those for the second group in urban and rural areas, and almost seven-fold higher in the case of indigenous areas.

The percent difference between genders in primary school attendance without grade-age distortions in schooling is greater in the second group (5.6) than in the first (2.9).

Significant variations are visible among areas with respect to attendance without lag in schooling at the primary level. Attention is drawn to the variation by gender in the second group in urban areas, which is 14 percentage points higher for males. In indigenous areas in this group, no females attending without lag were registered, which means that all females that attend school are overage. In the first group, gender differences favour females both in the total and in all areas, where the greatest difference occurred in rural areas.

At the primary level, overage students among minors is greater in the second group (85.5%) than in the first (59.8%). In general, in all areas, this indicator is above 80% in former group; however, in indigenous areas the situation of minors who study and work is dramatic, since 95.8% of them are overage and, as already mentioned, 100% of females attending school are behind the grade that corresponds to their age.

A more favourable view may be expected in the first group of minors who attend school and do not work. However, this expectation is countered by statistical evidence revealing that grade-age distortions are seen in more than 50% of all minors. The total indicator is 59.8% and only urban areas are under this value (55.8%). The values for indigenous and rural areas are 72% and 65.2%, respectively. In the first group, grade-age distortions at the primary level affect males more than females, whereas in the second group, the situation is more acute in females.

Secondary grade-age distortions in minors in the second group are less common in urban areas (54.7%), whereas in indigenous areas, this indicator is clearly higher (80%), followed by rural areas (67.4%). Thus, more than half the minors in this group that studies and works suffer a marked lag in their schooling, which can reasonably be assumed to be a result of their early labour force participation.

Although there are fewer minors behind the corresponding grade at the secondary level in the first group than in the second group, it must be emphasised that this fact does not imply a favourable result for the Indicator. Statistical evidence contradicts expected results, since overall and in urban areas, almost 50% (49.2% and 47.5%, respectively) are behind the corresponding grade with respect to their age grade, an indicator which climbs further in rural (53.7%) and indigenous areas (60.4%).

In the first group, females attending secondary educational centres are behind their corresponding grade less frequently than males, both overall as well as by areas; while in the second group, such a pattern can be seen only overall and in urban areas, since males have less grade lag in rural areas, albeit slightly, and particularly in indigenous areas, where 100% of females attend school with grade-age distortion.

The proportion adolescents who are not behind the corresponding grade at the secondary level and by area is higher in the first group, as compared with the second. Females predominate in attendance without lag in the first group and in all areas, as compared to males. In the second group, this is seen only overall and in urban areas, while in other areas, the ratio favours males over females, particularly in indigenous areas where only males are represented.

By province, primary school grade-age distortions in the second group are as follows, in descending order: Darién (100%), Herrera (94.5%), Coclé (90.9%), Colón (83.9%), Los Santos (82.8%), Chiriquí (82.5%), Panama (81.5%), Bocas del Toro (80.4%) and Veraguas (75.7%). Furthermore, with respect to secondary education, the provinces are listed as follows: Darién (97.3%), Herrera (75.5%), Bocas del Toro (66.7%), Los Santos (66%), Chiriquí (62.5%), Coclé (62.5%), Colón (61.3%), Panama (54%) and Veraguas (52.9%).

As can be inferred from the above, at both educational levels Darién and Herrera provinces are the ones with the highest grade-age distortions. It is worth noting that in the first group, Darién province also occupies first place, due to its elevated degree of students behind the corresponding grade at both educational levels: 72.5% in primary and 64.6% in secondary school.

To conclude, in spite of the fact that 89% of working minors declared that their work did not interfere with their studies, the analysis confirms that minors who study and work have a worse educational situation as compared with those minors

who attend school and do not work, according to the above-cited indicators. Furthermore, the information that is available and has been analysed reveals that an early labour force insertion, together with current school attendance, has unfavourable repercussions on the minors, under circumstances where not even a full-time dedication to studies presents an encouraging perspective.

In spite of the stark contrast between both groups, the marked differences by area and within each group reveal that in urban areas, minors between 5 and 17 years of age seem to have greater opportunities influencing an improved situation. Moreover, it is worth emphasising the positive assessment conferred on higher formal education by females who routinely alternate work and study.

Aside from the two groups that have been analysed, there is other statistical information which seems to be relevant and must be mentioned and considered when designing policies, plans and programmes for minors aged 5 to 17 years. The survey detected that 1,389 minors do not attend school or work; 616,157 only study; 27,839 only work and do not study; 20,137 work and study; 3,052 study and are looking for work and 6,496 are looking for work and do not study.

Without demeaning the harmful impact of early labour market insertion on educational advancement and schooling in minors between 5 and 17 years of age, this is not an unequivocal effect in the sense that, as has mentioned above, unfavourable educational situations in working minors follow on from a cumulus of factors associated with economic conditions at home, family size, prevalent educational level at home, occupation, compensation and income, type and length of work shift, access to school infrastructure and available school levels at or near the different places of residence.

Finally, what has been stated in multiple documents and reports with relation to jobs and the work of minors should be re-emphasised: educational inclusion and retention of minors between 5 and 17 years of age, as well as their desirable full time dedication to study, aside from the positive effects on their future possibilities, may contribute to the reduction of adult unemployment, in particular among those who are close in age, that is, young adults.

6.B Health

Accidents and occupational illnesses not only are problematic for workers and their families but imply high expenditures for the productive sector

and society in general. These are determinant factors for sustainable socio-economic growth.

Among those factors contributing to injuries, accidents and occupational illnesses, the following is significant: insufficient capacity for recognising, evaluating and controlling occupational risk factors in the workplace by workers, business boards of directors and the community. This reveals a lack of knowledge with respect to potential risks and prevention strategies, both by employees and employers.

Globalisation and the changing nature of work dramatically impact the labour force and worker health. Novel technologies have contributed towards economic development, but they in turn generate new health risks, including occupational stress, exposure to harmful agents and work practices, as well as environmental deterioration.

Further consideration must be given to the fact that, due to the country's difficult economic situation, a considerable number of minors are entering the labour market. Because of their inexperience, stress and lack of use of appropriate equipment, or perhaps due merely to their desire to do things more rapidly, minors are more likely to be injured.

In this sense, the Child Labour Survey results reveal that of 47,976 working minors aged 5 to 17 years, 3,148 (representing 6.6% of all working minors) had suffered work related injuries or illnesses. Of these, only 55.3% (1,741) received medical attention.

It is appropriate to note the effect that the differential participation of boys and girls in the labour market has on the incidence of lesions by age and gender. One would expect that there would be a direct correlation between a greater participation and a greater tendency to be injured.

The largest number of lesions and illnesses occurred in the 15 to 17 year-old group, which, as was noted in preceding chapters, has the greatest participation in the labour market. This age group concentrates 57.8% of all injuries in the 5 to 17 year-old population. Minors between 10 and 14 years of age suffered 38.3% of all lesions, and 3.9% occurred in minors aged 5 to 9 years.

When analysing lesions by gender, these predominate in male working minors, with 91.1% of all lesions in the 5 to 17 year-old population, in contrast to 8.9% among females.

By province, Panama (20.8%), Coclé (19.4%) and Veraguas (16%) provinces and Indigenous

Working population aged 5 to 17 years who have suffered lesions, by age groups according to gender Table 61

Age groups	Have suffered lesions					
	Total	Males	Females	Total	Males	Females
Total	3,148	2,867	281	100.0	91.1	8.9
5-9	124	124	-	3.9	100.0	-
10-14	1,204	1,035	169	38.3	86.0	14.0
15-17	1,820	1,708	112	57.8	93.8	6.2

Working population aged 5 to 17 years who have suffered or have not suffered any type of lesion as a work-related consequence, by province Table 62

Province	Have suffered lesions					
	Total	Yes	No	Total	Yes	No
Total	47,976	3,148	44,828	100	6.6	93.4
Bocas del Toro	1,569	100	1,469	3.3	3.2	3.3
Coclé	4,701	611	4,090	9.8	19.4	9.1
Colón	2,083	85	1,998	4.3	2.7	4.5
Chiriquí	4,525	268	4,257	9.4	8.5	9.5
Darién	1,032	118	914	2.2	3.7	2
Herrera	1,729	268	1,461	3.6	8.5	3.3
Los Santos	1,509	91	1,418	3.2	2.9	3.2
Panama	13,645	654	12,991	28.4	20.8	29
Veraguas	7,406	503	6,903	15.4	16	15.4
Indigenous Areas	9,777	450	9,327	20.4	14.3	20.8

Source: CGR/DEC, Child Labour Survey, October 2000.

Frequency of lesions or illness in the 5 to 17 year-old working population Table 63

Age groups	Total	Number			Percentage			
		Frequently	On occasion	Rarely	Total	Frequently	On occasion	Rarely
Total	3,148	60	137	2,951	100.0	1.9	4.4	93.7
5 - 9	124	10	48	66	100.0	8.1	38.7	53.2
10 - 14	1,204	23	25	1,156	100.0	1.9	2.1	96.0
15 -17	1,820	27	64	1,729	100.0	1.5	3.5	95.0
Males	2,867	21	137	2,709	100.0	0.7	4.8	94.5
5 - 9	124	10	48	66	100.0	8.1	38.7	53.2
10 - 14	1,035	11	25	999	100.0	1.1	2.4	96.5
15 -17	1,708	-	64	1,644	100.0	-	3.7	96.3
Females	281	39	-	242	100.0	13.9	-	86.1
5 - 9	-	-	-	-	-	-	-	-
10 - 14	169	12	-	157	100.0	7.1	-	92.9
15 -17	112	27	-	85	100.0	24.1	-	75.9

Source: CGR/DEC, Child Labour Survey, October 2000.

Areas (14.3%), have registered the greatest number of lesions. The smallest numbers of lesions are registered in the Colón (2.7%), Los Santos (2.9%), Bocas del Toro (3.2%) and Darién (3.7%) provinces.

Information on lesions disaggregated by gender reveals that in some provinces, females do not suffer work-related injuries, in spite of having registered important female employment rates in some provinces, such as Bocas del Toro, Colón, Chiriquí, Los Santos, Veraguas and Indigenous Areas.

6.B.1 Frequency and type of injuries in working males and females

According to the survey, 1.9% of working minors have suffered frequent injuries as a consequence of their work, 4.4% have suffered occasional injuries and 93.7% have rarely suffered injuries.

By age groups, we find that in the 5 to 9 year-old group injuries have been frequent in 8.1%, occasional in 38.7% and rare in 53.2%. As can be seen from the above, there are periodic injuries in a significant number of minors. It is noteworthy that female minors in this age group have not suffered lesions.

With respect to the 10 to 14 year-old group, injuries have been frequent in 1.9%, occasional in 2.1% and rare in 96%.

And in the 15 to 17 year-old group, a similar trend was seen, since injuries have been frequent in 1.5%, occasional in 3.5% and rare in 95%.

It is important to note that the most frequent lesions were wounds or cuts (62.4% of all injuries suffered); in second place were blows (15.8%) and in third place other types of lesions, which are not described individually due to their low significance.

Skin and back problems had a lower frequency (0.9%), as well as eye infections (1.1%), general illnesses such as fever and colds (1.6%), burns (2.6%) and fractures (4.1%).

As can be seen in the following table, 70% of burns happened in female working minors, while 100% and 98% of fractures and wounds, respectively, were seen in male working minors. This could be associated with domestic work in the case of females and agricultural work in males.

Internally within the country all provinces show wounds or cuts as the first cause of injury. The second place is not as homogeneous, since in

some provinces such as Bocas del Toro, Chiriquí, Darién, Panama and indigenous areas this position is occupied by blows; in the rest of the provinces, other lesions are in second place.

Only Bocas del Toro and Darién registered eye infections; in a similar fashion, skin problems and back problems were registered solely in Coclé.

6.B.2 Lesions seen in minors, by occupation and industry

Because of their greater physical vulnerability, minors have a greater probability of suffering various work related lesions and illnesses as compared to adults. Furthermore, due to the fact that they still have not achieved sufficient mental maturity, minors are less aware – or not aware at all – of the risks involved in certain tasks they carry out in the workplace.

The results of the Survey carried out by the Statistics and Census Bureau show that 71% of working minors were hurt while working as agricultural labourers, 14.9% as service workers and commercial salespeople, 10.6% as street hawkers and the rest (3.5%) in occupations such as artisans, miners, construction and industrial workers, fixed facility operators and other non-identifiable occupations.

Working population between 5 and 17 years of age, by injuries or illness according to gender Table 64

Type of lesion or illness	Number			Percentage		
	Total	Males	Females	Total	Males	Females
Total	3,148	2,867	281	100.0	100.0	100.0
General, such as fever, colds	49	49	-	1.6	1.7	-
Eye infection	36	23	13	1.1	0.8	4.6
Ear infection	-	-	-	-	-	-
Skin problems	27	-	27	0.9	-	9.6
Respiratory problems	-	-	-	-	-	-
Neck pain	-	-	-	-	-	-
Back problems	27	27	-	0.9	0.9	-
Anaemia	-	-	-	-	-	-
Fracture	133	133	-	4.1	4.7	-
Blows	497	497	-	15.8	17.4	-
Burns	81	24	57	2.6	0.8	20.4
Wounds (cuts)	1,963	1,921	42	62.4	67.0	14.9
Others	335	193	142	10.6	6.7	50.5

Source: CGR/DEC, Child Labour Survey, October 2000.

Working population between 5 and 17 years of age, by the occupation at the time of the injury, according to gender Table 65

Occupation	Number			Percent		
	Total	Males	Females	Total	Males	Females
Total	3,148	2,867	281	100.0	100.0	100.0
Members, Executive Branch	-	-	-	-	-	-
Professional, scientific	-	-	-	-	-	-
Technicians and mid-level professionals	-	-	-	-	-	-
Office workers	-	-	-	-	-	-
Service workers and commercial salespersons	470	255	215	14.9	8.9	76.5
Agricultural, farm, forestry, etc. workers	2,236	2,236	-	71.0	78.0	-
Artisans, workers in mining, construction and industry	24	24	-	0.8	0.9	-
Fixed facilities operators, etc.	10	10	-	0.3	0.3	-
Street hawkers	333	267	66	10.6	9.3	23.5
Armed forces and other non-identifiable occupations	75	75	-	2.4	2.6	-

Source: CGR/DEC, Child Labour Survey, October 2000.

In the case of female working minors, 100% of all lesions happened while they were working as street hawkers, service workers and salespersons; for male working minors, 78% suffered lesions while working on agriculture, farms or forestry.

6.B.3 Medical care received

As was mentioned above, 3,148 working minors suffered injuries and of these, 1,741 received medical care, 65% were seen by a medical doctor, 15.6% by an indigenous medicine man, 7.9% by a nurse, 7.1% by another person, and 4.4% by an auxiliary nurse. As has been seen, an important amount of injuries were not taken care of, in spite of being blows, wounds and eye infections.

Of those receiving medical care, 15% were at home, 0.7% in the workplace, 48.4% in a public hospital, 0.7% in a clinic and 35.1% in a health centre. No important differences are evident with respect to the place where medical care was received and gender and, for this reason, it cannot be concluded that there was discrimination with respect to quality of care.

In relation to medical care and age, it can be seen that all injuries to minors aged 5 to 9 years

were taken care of in a public hospital (84.8%) or a health centre (15.2%).

In the 10 to 14 year-old group, the survey revealed that 13.8% were seen at home, 54.9% in a public hospital and 31.3% in a health centre. In the 15 to 17 year-old group of injured minors, 16.7% were taken care of at home, 1.3% in the workplace, 41.6% in a public hospital and 39% in a health centre.

Of the 1,741 minors receiving medical care, 28.3% were admitted to the hospital and were mainly immersed in agricultural occupations, 25% were not hospitalised but needed to temporarily stop working as a consequence of their work-related lesion.

On the other hand, it is convenient to point out that 35.5% of injured minors stopped attending school as a consequence of the injury, which in most cases was a wound or cut.

An interesting fact was the response from 47,976 working minors who were asked if they were aware of any work related health problem; 14.9% were aware, versus 85% who were not aware. This is worrisome since it reveals what we mentioned initially, these minors tend to be

injured when working because they totally underestimate the effort they must exert.

6.C Family income

Child labour is related to the income asymmetry existing in the country. According to data from the Department of Economics and Finance (Ministerio de Economía y Finanzas), the mean per capita income is superior to that of other countries in the region; nonetheless, a high level of inequality is still present. The wealthiest 20% of the population concentrate 63% of total income, whereas the poorest 20% of the population receive 1.5% of the income. That is, the wealthiest 20% of the population has 15 times the income of the poorest 20%.³³

This asymmetry is also seen with respect to consumption. Annual mean national consumption per capita was B/.1,821.00 in 1997, with range from B/.320.00 for the poorest 20% of the population and B/.4,182.00 for the wealthiest 20%; thus the richest population has an overwhelmingly greater consumption capacity than the country's poorest.³⁴ During the same year, the Department of Economics and Finance estimated that 53% of children less than 5 years of age were living in poverty.

For children between 5 and 9 years of age, the poverty index was 50.4% at the time, while for those between 10 and 14 years of age, the number was 46%. This seems to indicate that as age increases, there is a relative decrease in the poverty index. Nevertheless, it is not clear what causes this relationship.

However, one thing is clear: endemic poverty is increasing to alarming and complex levels; in other words, there is an evolution from structural poverty to structural impoverishment. This leads to confusion between causes producing poverty and consequences of poverty. According to UNICEF, this occurs as a consequence of the precarious income levels and conditions of poverty

and indigence in which important segments of the country's population are immersed.

The above-mentioned problem tends to worsen gradually, as settings of exclusion increase and diversify. That is, as poverty conditions become truly closed circuits of poverty, where entire families and their future generations are condemned to be poor,³⁵ the barrier of a right to a dignified life for present and future generations is trespassed.

Within these circuits of poverty, most working minors will replicate their parents' history: working as children in order to survive.³⁶ At present, working children do so to help their parents and grandparents, as was the norm in the past. These minors are neither able to estimate nor understand the mid-term consequences of their labour market insertion for themselves, their families or society. These circuits of poverty gradually and gravitationally exclude and remove children from human development and a decent quality of life.

This quasi-cultural fact seems to establish an uncertain but consistent cycle of poverty that includes an important structural component with particularly deep roots in rural areas, where early inclusion of children into productive activity is considered "natural" so they can help their parents reduce costs associated with subsistence production and simple commercial activity. Rural to urban migration also impacts this process.

Migration reduces the adult labour force, which, as it becomes scarcer, increases its cost and must be replaced. Thus, this leads to rapid formal and informal hiring of children and females.

Generally, Panamanian male children will work in agricultural activities, while females will be hired mostly as domestic servants. In urban areas, street workers are also manifest with a parallel occurrence of violence and child sexual exploitation as a means for survival and income generation.³⁷

Working population that was injured or suffered any injury as a work related consequence by age groups and gender, according to place of care (Absolutes and percentages)

Table 66

Ages groups	Place of care											
	Total	At home	Work-place	Public hospital	Clinic	Health centre	Total	At home	Work-place	Public hospital	Clinic	Health centre
Total	1,871	281	14	905	14	657	100.0	100.0	100.0	100.0	100.0	100.0
5-9	66	-	-	56	-	10	3.5	-	-	6.2	-	1.5
10-14	736	102	-	404	-	230	39.4	36.3	-	44.6	-	35.0
15-17	1,069	179	14	445	14	417	57.1	63.7	100.0	49.2	100.0	63.5
Males	1,773	254	14	848	-	657	100.0	100.0	100.0	100.0	-	100.0
5-9	66	-	-	56	-	10	3.7	-	-	6.6	-	1.5
10-14	736	102	-	404	-	230	41.5	40.2	-	47.6	-	35.0
15-17	971	152	14	388	-	417	54.8	59.8	100.0	45.8	-	63.5
Females	98	27	-	57	14	-	100.0	100.0	-	100.0	100.0	-
5-9	-	-	-	-	-	-	-	-	-	-	-	-
10-14	-	-	-	-	-	-	-	-	-	-	-	-
15-17	98	27	-	57	14	-	100.0	100.0	-	100.0	100.0	-

Source: CGR/DEC, Child Labour Survey, October 2000. Note: Multiple responses were accepted.

Worst forms of child labour



7.A The worst forms of child labour and hazardous work

Article 3 of ILO Convention 182, which was ratified by Panama by means of Law 18 of June 15, 2000, established the following criteria for the identification of the worse forms of child labour:

- a) All forms of slavery or practices analogous to slavery, such as the sale and trafficking of children, debt servitude and the condition of servitude, forced or obligatory labour, including forced and obligatory recruitment of children for use in armed conflicts;
- b) The use, recruitment or supply of children for prostitution, production of pornography or pornographic acting;
- c) The use, recruitment or supply of children for illicit activities, in particular narcotic manufacture and trafficking, as is defined in the pertinent international treaties;
- d) All work that, by its nature or the conditions under which it is carried out, is likely to cause harm to the child's health, security or morals.

Article 4 of this same agreement states that the types of work mentioned in Article 3d) must be determined by national legislation or by the competent authority, after consultation with the interested worker and employer organizations.

To this end, a series of preparatory actions are being carried out in Panama during 2003 for an ample and participative consultation effort that will allow identification of dangerous types of

child labour in the country. Seminars in all nine provinces and indigenous areas have been organised, with the participation of government institutions, non-governmental organizations, and representatives from worker and employer organizations, in order to collect information and identify current dangerous jobs.

The Seminar on Child Labour in Central America³⁸ organised by ILO-IPEC presented the most relevant characteristics of the relationship between child labour and work conditions. Child labour and work conditions are mediated by job intensity, work environment, risk of accidents and work illnesses.

Some of the most relevant features of this relationship include those indicating that while risks are implicitly associated with the nature of jobs in agriculture and industry (characteristics of the implements and working conditions) in the service sector most hazards arise primordially from working conditions.

Such is the case with commercial child sexual exploitation that, by its very nature, is an affront to their psychological, moral and physical integrity and needs to be addressed particularly. The physical and mental risk surpasses the framework of "child labour" and the meaning of labour relations instruments and analysis.

Notwithstanding the above, these features reveal that when child labour is considered within the formal sector, it can be dealt with by laws establishing criteria for instruments and conditions; however, when child labour is carried out outside the formal sector,

Labour hazards and child activity, by economic sector

Table 67

Agriculture	Industry	Services and commerce
Support supposedly dangerous weight	Use of tools and equipment designed according to adult capacities (sharpness, concentration, strength, etc.)	Extensive working hours during the day and night, with long walks and physical exertion without rest for food.
Contact with agrochemical products	Carrying or bearing weights requiring great or disproportionate efforts	Exposure to alcohol and other drug consumption
Prolonged exposure to solar radiation	Use of scaffolds and work at insecure heights	States of prolonged tension due to possible aggression (denigrating treatment, including sexual abuse and aggression) and persecution (theft)
Exposure to sudden temperature variations and rain	Sexual abuse and harassment by adult workers	Exposure to high temperature and rain
Prolonged static posture	Lack of facilities for rest, meals and personal hygiene	Exposure to traffic, high-transit roads and, in particular, driver's carelessness
Use of heavy and/or cutting tools	Prolonged static posture related to routine and monotonous tasks	Permanence, living and/or working in unhealthy places
Work accidents due to inadequate use of agricultural and agro-industrial machinery and equipment	Overpopulated locales with precarious conditions (related to protection from, extreme temperatures in particular heat, ventilation, illumination, among others)	Carrying bundles and weights requiring efforts superior to those advised for children
	Demanding sustained performance in all types of work shifts, including holidays	Breathing residues from vehicles and respiratory illnesses. Exposure to sharp climate changes (sunstroke, colds, asthma, rheumatism)
	Contact with hazardous settings (venereal disease, drugs)	Inadequate health conditions (parasites)
	Deficient diet (fatigue, malnutrition)	

Source: ILO-IPEC, 1993, *El trabajo infantil en América Central*, Geneva: ILO, First Edition, Central American Seminar on Child Labour, Tegucigalpa, August 2-6, 168 pages.

mediation would be non-existent or would not be clearly defined. For this reason, knowledge of an instrument, an activity or working conditions would not go far towards guaranteeing, reducing or dealing with the impact of such exertion or action on the child's body.

7.B Child domestic work

Child domestic work in third-party homes implies such tasks as cleaning, cooking, washing,

ironing, running errands, and caring for sick, elderly or infant persons, among others. This occupation has implicit risks for boys, girls, and adolescents, including hazards such as burns, cuts, fatigue, depression, and exposure of child labourers to physical, sexual, and emotional abuse. Long working hours also negatively affect domestic child workers' schooling.

According to Child Labour Survey data, approximately 3,000 boys, girls, and adolescents are toiling in this kind of activity, mostly females.

A study³⁹ based on 250 domestic child workers revealed that 24% of this group are males and 76% are females. These child labourers come from Veraguas, Coclé, Herrera and Los Santos provinces, as well as from marginal areas in Panama province. Their ethnic origin is 80% Hispanic and 20% black or indigenous. These boys, girls, and adolescents are between 8 and 17 years of age but most started working between 10 and 12 years of age.

The negative effects of work on schooling are evident: 81% of these labourers do not attend school. Furthermore, 54% of the total sample live in the workplace, which distances them from their families and exposes them to greater abuse. Also, these minors work an average of 15 or more hours a day, causing fatigue. In 250 domestic child workers who were interviewed, 85% rested only one day a week. 76% received a salary below the legal minimum wage, 88% received a cash salary but 12% did so in kind, in exchange for room and board, and 69% did not enjoy paid vacations. According to survey results, 80% ignore their rights and the laws that protect them.

7.C Commercial sexual exploitation

ILO Convention 182, which was ratified in Panama by Law 18 on 15 June 2000, includes commercial sexual exploitation of boys, girls, and adolescents among the worst forms of child labour. However, the country still lacks a law that specifically typifies and sanctions commercial sexual exploitation of minors.

A recent study⁴⁰ on this subject interviewed 100 boys, girls, and adolescents who were victims of commercial sexual exploitation in Panama City and San Miguelito District. Among the boys, girls, and adolescents who were interviewed, 20% were male and 71% female, with ages ranging between 11 and 17 years and with an increase in incidence proportional to age. There were three foreigners in the sample, one from Dominican Republic and two from Colombia. Survey results revealed that more than half (51%) do not live with their families of origin, mostly due to "family problems". A total of 29% had been sexually abused before age 12, mostly by someone they knew and generally by a family member. Most victims (63%) were between 9 and 14 years of age when they fell victim to commercial sexual exploitation. More than 80% of males and females receive less than US\$50 per client and female income is lower.

Commercial sexual exploitation has very serious effects on minors. Most victims interviewed were illiterate and the incidence of school dropouts is high. School non-attendance reaches 67% and the percentage is higher in females. A significant number of cases reported that they or their abusers do not use condoms, and thus have a high infection and pregnancy risk. Furthermore, 49% of the female sample had been pregnant and 32% had had at least one child; 24% had been infected with a venereal disease, and 39% had been a victim of physical abuse. Commercial sexual exploitation is also linked to drug and alcohol abuse; the numbers in this sample are 31% and 49%, respectively.

Existing child labour intervention programmes⁴¹



8.A. Government programmes specifically for children and their families

In recent years, strategies, plans, programmes, and projects have increased substantially, a fact that reveals a significant perception and actions directed towards combating child labour. This national institutional concern reflects the seriousness of the gradual but consistent deterioration of material living conditions leading to child labour.

Government programmes destined to protect children are the result of public policies that have been structured according to international commitments after ratifying International Conventions sponsored by the United Nations Organisation (UN), ILO, OEI and the Organisation of American States (OAS). The Departments of Education, Health, Labour and Manpower Development, and Youth, Women, and Family are the principal entities in charge of implementing these policies and programmes.

8.A.1 Department of Health

The main role the Department of Health plays with respect to children refers to eradicating the consequences and repercussions of child labour affecting children's health; thus, the Department of Health's actions are carried out in prevention, rehabilitation, and healing, responding to its Constitutional mandate in the area of fundamental children's rights.

The Department of Health is carrying out an extension programme to cover integral health and

nutrition services for migrant populations. The Department of Health has two main objectives: to provide universal access to integrated health care and improve service quality. Its strategic interest resides in developing multi-sectorial actions in the area of child labour, to identify risk factors that may affect children's health, quality of life, education and psychosocial perspectives, focused on equality and human development.

Technical assistance, child labour prevention, training and project implementation are the activities carried out by the Department of Health. In the extension programme covering integral health and nutrition services for migrant populations, a basic health care team goes to coffee plantations during coffee-picking season to carry out promotion, prevention and health care activities for workers particularly those from indigenous populations.

Currently, the Department of Health is focusing its child labour related efforts on indigenous populations. Most of its resources and efforts are directed towards this group and actions are carried out with the support of international agencies such as the Inter-American Development Bank (IDB). The Department of Health promotes national policies related to child labour and its commitment to solve indigenous population problems in the areas of human rights, environment, education and health through its different divisions and regional coordination units in those provinces with agricultural activity. The Department of Health intends to extend its action programme to cover health and nutrition for inter-provincial migrant populations.

8.A.2 Department of Labour and Manpower Development

The Child Labour Division is being formed. This institutional unit will be in charge of inspecting working conditions for children. It will also process cases of children's rights violation as well as labour law and regulation infringement relating to minors. This unit will also be responsible for enforcing all dispositions in the Constitution, Legal Codes and Laws relating to right of child labourers. The Division will plan different actions to locate and combat offenders of current regulations in the area of child labour. Personnel in this division will routinely travel and carry out operations and inspections, as well as preventive actions.

Division approved training and research on child labour is planned for different areas of the country. This soon to be created division includes specialized staff requiring proper equipment for adequate performance, as well as the necessary budget to finance all tasks and activities covering the entire country's geography. This division plans to offer user services, data capture and statistical organisation related to child labour monitoring. All told, the Division will generate an information system on child labour in the Isthmus.

Child Labour Division objectives include vigilance and control of labour law compliance as related to child labour and receiving reports child labour rights violations. The Department is strategically interested in counselling minors, employers and the general public with respect to the best way to observe legal dispositions and will travel to agricultural areas to advise workers.

8.A.3 Department of Youth, Women, Children and the Family

This Department is responsible for creating and executing government policies for child protection. Founded in 1990, the Department has been participating actively in the process of ratification and implementation of ILO Conventions, which are aimed towards the progressive eradication of child labour, as well as the ratification of the United Nations Convention on the Rights of the Child. At present it is working on public policies on child labour, street children and sexually exploited children, among other activities. That is, the problem is being addressed from a social perspective. Such actions are focused on minors aged 0 to 18 years at social risk, including coffee and sugar cane workers and those in sanitary landfills in Panama province.

This Department has a division for childcare and protection. Its main objective is to monitor children's rights compliance as established in the Convention on the Rights of the Child, with a strategic interest in progressive eradication of all kinds and manifestations of child labour. The Department is active in the areas of health, education, food and nutrition, recreation, and promotion of artistic activities, the family, social development, child oriented violence, legislation, prevention, intervention, child labour, sexual exploitation and street children. Activities are carried out in research, technical assistance, child labour prevention, training, childcare, project execution, and intervention. The Department carries out plans and programmes in the areas of detection, prevention, care, and coordination for children and adolescents working or surviving on the street, as well as scholarship support for continuing education, monitoring of continuity within the school system, awareness of competent authorities and parents with regard to the hazards of child labour, and subsidies to support programme development by non-governmental institutions.

8.A.4 Department of Education

The Department of Education is a government institution that provides psychological, orientation, and psycho-pedagogical services to the school population. Its plans and strategies include actions in the following: a) programme for learning difficulties; b) programme for professional orientation; c) integral preventive education; d) orientation for parents; e) education for street children; f) education on population and family life. Geographic coverage is by district and areas of risk, particularly focused on street children and indigenous minors. The Department of Education produces and reproduces publications and materials within international agreements with government and non-government organizations, such as those related to eradication of child labour. It has also carried out research for curricular development of educational programmes for street children. The Department has an ample infrastructure for programmes on child labour including facilities, staff, adequate equipment, and an annual operation budget.

8.B Programmes in research institutions

8.B.1 University research institutions (Universidad del Istmo [UDI])

Among its objectives related to children, this private higher education institution includes information on the rights of minors through academic reinforcement programmes (primary

and secondary education) for street children and the orientation and co-existence with children, under the supervision of the Children's Court. These programmes are promoted in conjunction with other institutions, such as Casa Esperanza, the Children's Court and community boards.

This university has a community practice programme in Organisations for Social Development, which promotes integral professional education for future managers, administrators and lawyers. This practical programme in Organizations for Social Development supports different activities carried out by NGOs dealing with diverse social problems. Training support for professionals caring for groups at risk is also offered. Furthermore, direct social involvement is provided through student work plans.

8.B.2 Instituto de Estudios Nacionales (IDEN), Universidad de Panamá

This institute, which is part of the University of Panama, has carried out and communicated results from research on youth sub-employment in Panama City supermarkets, as well as on socio-economic and cultural aspects of child labour. This institution has followed integral policies for sustainable human development from different perspectives nationwide. Their activities and research are integrated and relate to knowledge fields and levels relative to national development.

8.B.3 Instituto de la Mujer, Universidad de Panamá (IMUP)

The institution that has contributed most systematically towards child labour knowledge is the Institute for Women. It is dedicated to research and seminars to promote research results, in order to communicate child mistreatment problems, particularly battered girls. Sponsored by international organisms for childhood affairs, the Institute for Women at the University of Panama has carried out a diagnosis of the schooling situation in female working adolescents, as well as another diagnosis on consequences of the current economic situation on women and girls. These studies provide a significant systematisation of data on the relationship of education and living conditions, which further corroborate human development indices.

8.B.4 Instituto de Criminología, Universidad de Panamá

The Criminology Institute carries out research, teaching and extension activities in criminology. Their actions are field research related to child labour and conferences and educational events

associated with child labour. A post-graduate programme on children and adolescents allows them to develop child labour themes.

8.C Other programmes

8.C.1 Chapala School

This school is an institution ascribed to the Jurisdiction for Minors. Its goal is to confine minors aged 13 to 18 years who have demonstrated violent and irregular conduct that impedes or limits their socialization.

The Chapala Vocational School is headed by a board of trustees that prepares care and operation programmes. Its current capacity is 250 minors, with a variable intern population. These minors receive integral care, ranging from basic needs such as room, board, and clothing to vocational training in farms and workshops. This integral care contributes towards re-socialisation of these minors and, at the same time, prepares them for dignified living. The re-socialisation programme lasts three years, during which the minor goes through several socialization and educational phases that allow them to achieve self-support. The minors are allowed to visit their homes during weekends and school vacations.

The National Strategy and Plan of Action for Elimination of Poverty, the Entrepreneurial Uncle Programme (see Chapter 2), the Chapala Vocational School and others, as part of the integral intervention, socialization and adaptation to life in society, have structured plans and strategies that aim to reduce mendicancy in minors, attack poverty and prevent delinquency. From this strategy five (5) projects have been prepared, as follows:

8.C.2 Child-Mother Centre

This project consisted of a pilot Centre so adolescent mothers could learn a trade and thus face their situation of caring for their children. Carried out by the Profamilia Foundation, this project had the goal of training 100 girls.

8.C.3 So Children Can Live, Comarca de San Blas

The Panamanian Red Cross was in charge of this project that, among its goals, held talks and seminars to train and counsel mothers particularly on child nutrition and hygiene. Furthermore, the project included building lunchrooms and child orientation centres for approximately 29,000 Kuna Yala children.

8.C.4 Childcare in Day Care Homes

This project included caring for children whose mothers worked and lived in marginal and remote communities. Its aim was stimulating child development in a family environment. Childcare at this stage is crucial since family ties are developed and socialization begins. The Department of Labour and Manpower Development was in charge of this project and it altogether it was intended to assist 500 families and 3,500 children less than five years of age.

8.C.5 Post-Basic Training for Students With Incomplete Schooling

This programme was aimed at youngsters who had not finished their pre-university studies. Its goal was training adolescents in technical careers and artistic and creative activities that could be useful to develop a decent life. It also sought to stimulate youngsters so they would conclude their respective studies. The programme implementation unit was located in the Department of Education. Minors benefiting from the programme were basically living in Bocas del Toro, Darién and Chiriquí provinces. This programme sought to care for 3,000 minors between 12 and 18 years of age.

8.C.6 Minors in Particularly Difficult Circumstances

The purpose of this project was to establish mechanisms and methodologies for identifying actions to facilitate caring for minors under difficult circumstances. The programme sought to analyse and diagnose the problem in order to configure a model for care of minors at social risk. The Jurisdiction for Minors, the Department of Labour and Social Welfare and the Department of Planning and Economic Policy were in charge of this project, to benefit working urban and rural minors, street children and indigenous children socially at risk. Other government alternatives, such as those created by the Department of Education, were also combating malnutrition, poverty and school desertion, through the Glass of Milk and Nutritious Cookie Programme in the country's critical areas. The goal was to improve intellectual and physical development in minors, covering 30 districts with the highest chronic malnutrition and critical poverty indices.

8.D NGO, Employer and employee organization programmes

8.D.1 Children's Village

The Children's Village was established in 1968, to provide home-based care for destitute children or for

those with socio-economic limitations. Religious entities, government representatives, civic clubs and private associations all collaborate with the Children's Village. A board of trustees heads this institution and it receives minors aged 6 to 16 years old, who are in difficult situations, and who arrive either by reference or from institutions or volunteer-care programmes.

Such is the case of poor children, minor single mothers, malnourished children, and children with learning difficulties. Institutional financing is achieved by raising pigs and chickens. This income subsidises shelter for 100 children. Various workshops provide training. The Children's Village operates cyclic programmes; when these end, difficulties arise because separation of 16 year-old minors is not coordinated with follow-up that facilitates social and labour insertion. This sequential rotation of minors calls for urgent action to find adequate insertion mechanisms within the rehabilitation dynamics, once the child labourer's condition or social risk situation is overcome.

8.D.2 Darién Pro-Children Foundation

The Darién Pro-Children Foundation started in 1990 in order to provide food and education to peasant and indigenous children in Darién. Its objective is to promote and manage social and cultural educational development of the marginal minor population. From this perspective, this is an alternative to agricultural and fishing activities that children carry out from an early age.

Initially, the Darién Pro-Children Foundation's programmes cared for 870 children. Gradually, this foundation has increased its coverage, insofar as its support has remained constant.⁴² However, Darién province is in a precarious economic and social situation.

The Darién Pro-Children Foundation developed welfare programmes through dissemination of agricultural techniques and practices promoting greater productivity of traditional crops grown in the province. These programmes are aimed at increasing yield and quality of regional products so that these will be easier to place on national and regional markets and thus improve quality of life in Darién.

Finally, the Darién Pro-Children Foundation operates in coordination with government and non-governmental institutions and entities, as well as ecclesiastic organisations. This may be how an agile financing and social collaboration process is achieved.

8.D.3 Centre for Popular Legal Assistance (CEALP)

CEALP's main goal is legal communication and assistance. Its programmes are oriented to promoting knowledge on children's rights. To this effect, CEALP has produced diverse documents related to the rights of children, thus improving knowledge on working children's problems in Panama. Furthermore, CEALP has published brochures on child mistreatment. During the nineties, CEALP undertook research on child labour with funding from international organizations. This research was the first to systematise a set of norms for child labour of boys and girls.

8.D.4 Permanent Committee Against Child Abuse

This Committee has carried out a series of activities against child mistreatment, among which are campaigns for achieving approval of ILO Convention 182 with regard to the worst kinds of child labour. The Committee's group of activities have extended to Central America and México. This regional campaign has had support from diverse organisms and entities related to fundamental children's rights promotion.

The Committee is a non-governmental organisation that began operations in 1993 with the following objectives: to defend human rights, to promote knowledge, to organise and defend the environment. Its strategic interest refers to the full application of human rights. Its organizational structure consists of a General Assembly, a Board of Directors, a Coordination Team and Programmes, all lead by the President of the Board. Action areas where activities are carried out are: social development, environment and reforestation, ethnic and cultural diversity, research, and legislation.

The Committee's goal is to promote inter-institutional coordination to prevent and deal with child abuse, as well as to promote rights of children and adolescents. The following are some of its actions: publications, prevention of child labour, and training. It has organized and managed the Global March Against Child Labour in Panama and has carried out the campaign for approval and ratification of diverse agreements.

8.D.5 Peace and Justice Service Association of Panama (SERPAJ)

This non-governmental organization carries out diverse activities for children. Its activities and objectives are centred on the Global March Against Child Labour in Panama, the campaign to

achieve approval of norms for eradicating child labour and the institutional and social recognition of children's rights. SERPAJ achieves these objectives by means of seminars, workshops, publications, and debate with students and citizens who are involved in sustainable human development for children.

8.D.6 Centre for Child Research and Care (CIAN)

The Centre for Child Research and Care has participated relevantly in the development of research on childhood problems. Furthermore, it has developed diverse publications on sexual exploitation of children. CIAN carried out this research during the nineties. The Centre was a pioneer in research on children from an integral perspective.

CIAN is focused on research and care of children. This not-for-profit association's main objective is to carry out research on children's true conditions in order to provide elements on which to base preventive and therapeutic actions for this population. CIAN plans include orientation in areas related with the most frequent problems affecting Panamanian children; promotion of actions to strengthen respect for children's rights; preparation of teaching materials to raise the population's awareness with regard to the need to join forces on behalf of children.

8.D.7 Casa Esperanza

Casa Esperanza is a non-governmental organization created from the national experience with Casa Alianza, based in the United States. Casa Alianza was an institution with programmes to protect street children who could not go home, for family reasons. However, since this problem in Panama has different characteristics and connotations when compared to those in Central America and Brazil, Casa Alianza closed its doors in Panama. Notwithstanding the above, the staff working on Casa Alianza's programmes continued being interested and cooperating with sustainable human development for children, according to the particular needs in Panama. In October 1992, after a series of proceedings, Casa Esperanza began its operations. From the beginning, this institution aimed at establishing an autonomous methodology that would facilitate the minor's incorporation into society, instead of institutionalising programmes for integral recuperation or internships that would promote activities not immersed in the real world.

Thus Casa Esperanza configured an active and direct integral care model to eradicate and prevent child labour.

Towards this end, Casa Esperanza implemented programmes for care, training, awareness, and prevention, based on a diagnosis of the situation of children in all areas when they carry out their daily activities. Furthermore, Casa Esperanza provides actual care for minors in various sites. Most of Casa Esperanza's programmes do not have a specific timing; rather, due to their importance and significance, they are goal based. Casa Esperanza's projects are self-financed, with occasional support with external resources obtained through annual support campaigns.

Among the programmes developed by Casa Esperanza, those initially related with the identification of street children are included. By forging a closer relationship with these children, this programme prepared an initial evaluation and then invited the child to participate in the social rehabilitation programme promoted by this institution. The activities included in this programme were educational in nature, such as games and sports, and included snacks.

All programmes carried out by this non-governmental organisation are directed at eradicating and preventing child labour in Panama. Its specific objectives are to offer opportunities for development for boys, girls, and adolescents living in situations of extreme poverty, especially those who generate income for their families, through integral care services.

Casa Esperanza's strategic interest is the eradication and prevention of child labour by means of integral care, family orientation, and promotion of children's rights. It is organised in two regional departments that guarantee programme execution, as well as departments for administration, public relations and two collection departments. All report to an executive director who, in turn, reports to the Board of Directors. Casa Esperanza's areas of action are health, education, sports, food and nutrition, recreation and promotion of artistic activities, family, micro-enterprise, social development, research, violence against children, legislation, prevention, child labour, sexual exploitation, and street children. It carries out actions in the fields of consulting, research, child labour prevention, training, childcare, project execution, loans and credits, and intervention. Casa Esperanza publishes an information bulletin (Panama and Colón) and a regional bulletin (Coclé, Chiriquí and Ngöbe Buglé Comarca)

8.D.8 Panamanian Teachers' Union

The Panamanian Teachers Union (MPU) centres its strategy in creating awareness in youths and adults with respect to child labour in the informal sector of the economy. According to MPU, the law is required to protect minors against child labour abuse and exploitation.

MPU has a permanent information campaign that trains teachers on the types and forms of care for working children. Furthermore, it develops a programme with information to improve the teaching – learning process. The programme includes exhibitions and documentaries on child labour. Through its programmes, MPU distributes informative material on the subject. Finally, MPU gives talks to parents on childhood problems in San Miguelito and Felipillo.

As a professional association, MPU has the following objectives: to promote (in educators) the non-convenience of child labour; to motivate parents to care financially for their children; to denounce abandonment and mistreatment of minors. Its area of action encompasses the family, education, and child labour, through publications and training. Its strategies include following how the informal economy uses children as workers. In larger cities, it evaluates supermarket services. In the child labour area, its plans include visiting vulnerable places to evaluate results in working children, carrying out surveys, inviting businesspeople to training and informational events. MPU plans to acquire documentaries on the dangers of child labour, to exhibit these in its premises and the provinces.

8.D.9 Ecuménico Fe y Alegría

Fe y Alegría (Faith and Joy) is a church-based movement originating from an international programme of the same name, which is present in various Ibero-American countries and focuses on primary education for populations in extreme poverty, particularly in rural and indigenous areas.

Its main objective is to facilitate conditions so minors can finish their first formal educational cycle and, at the same time, so they can learn a trade to face a decent life in the future. Fe y Alegría in a private day education programme for youngsters aged 12 to 19 years. It offers scholarships with no discrimination with respect to age, gender, or the condition of pregnancy to those with fulfilling academic requirements and in situation of poverty.

CHAPTER 9

Major conclusions and recommendations



9.A Conclusions

In contrast to prior surveys, for the first time the Child Labour Survey (ETI 2000) studied child labour in minors younger than 10 years of age. Estimates reveal that the working child population includes 57,524 minors between 5 and 17 years of age, with a specific participation rate of 7.6%. This population segment represents 7.9% of the economically active population in the country in homes with children between 5 and 17 years of age. These survey numbers for working minors are the most current estimate for the volume of child and adolescent work.

One could possibly consider that this relatively low labour participation suggests that by itself, the number of working minors is not high and thus not relevant. However, it would not be prudent to mistakenly imply that a lesser or greater amount of child-adolescent labour may reduce the significance that this issue has on society.

There are at least two arguments to counter such a possible fallacy: every human being should be the centre of development and as a group, this is our true national wealth; furthermore, the correct interpretation of quantifiable data or quantifiable variables greatly depends on the qualitative dimensions of human life. Under these premises, one must emphasise that this is a population that needs to be completely inserted in educational activities as a way to develop bonds with society, instead of doing so through participation in economic and productive activities that go against their physical, mental and social integrity.

The Child Labour Survey is very reliable and makes available a great amount of disaggregated data. The variety of information on actual child and adolescent labour characteristics allows more informed options for designing policies, programmes, and actions to progressively reduce it and to protect the human, labour and social rights of boys, girls, and adolescents who venture into the labour market usually under pressure from the household and the family's economic situation.

The survey captured a certain amount of working minors at a point in time; however, depending on the perseverance or attenuation of the causes generating child and adolescent labour, these minors will be inserted in the labour market in lesser or greater numbers, with the risks involved and violation of their rights. Furthermore, their participation in the economic and productive sectors in the country allows a greater clarity in defining their social incorporation; thus it is very interesting to analyse the child labour force from the perspective of other survey variables, such as age group, gender, and geographic area.

According to survey results, with respect to age and related to the total population in the country, unemployment is a phenomenon that mostly affects young workers.

Furthermore, more than 52% of working minors between 5 and 17 years of age either do not attend school or abandoned their formal education for economic reasons linked to the lack or insufficiency of economic resources, the need to work and to help at home to directly or indirectly generate much-needed family income, while 37%

and almost 40% do not attend or abandon school, respectively, for educational reasons.

Processed data reveals, in an acceptably robust fashion, that school non-attendance and child-adolescent work are closely linked and, accordingly, the insufficiency of economic resources influences this association. The fact that in second place one finds educational motives is clear indication of an important priority for improving educational quality. Urban areas clearly reflect a need for such a focus.

Among the reasons for most of the 5 to 17 year-old population to desert school, those related to educational causes are notable: the availability of education centres close to home or convenient according to their needs; learning difficulties that cause low performance or failing grades; the indisposition or lack of interest in their studies; and a fear of teachers. However, the survey does not delve deeper into issues that could characterise objectively important deficiencies within the educational system.

The study may be synthesised as follows: the child-adolescent work force is mainly concentrated in the primary economic sector, is principally masculine, and is mostly between 5 and 9 years of age, all of which is more characteristic in rural areas and indigenous areas.

The tertiary sector is pre-eminently composed of urban working minors, with a marked participation in all age groups but with a higher incidence in younger minors aged 5 to 9 years (except for the unemployed condition). The 15 to 17 year-old female group predominates in this sector, as they participate in the domestic services arena. In this sector, it is evident that minor workers have less access to those activity areas requiring greater education; and that greater options are available for male and female adolescents between 15 and 17 years of age.

When analysing occupational categories, one can visualise the quality of work into which the child and adolescent labour force tends to be inserted. At these ages, schooling tends to be insufficient to allow access to better-paid and quality jobs and under better conditions. Furthermore, these workers have less experience and maturity; all of which discourages a more adequate reconciliation of their fulfilling their duties and exercising their rights.

The working minor population can be considered as surrounded by an unavoidable barrier that is harder to escape as time goes by and that prevents taking other roads towards greater develop-

ment and dignity as human beings, to prevent discrimination, exclusion, and exploitation, to have access to their inalienable right to study, be it combined with work or not, and to participate directly in the pecuniary resources generated by their efforts and disproportionate sacrifices.

When analysing the distribution of the 5 to 17 year-old working population according to the occupational category in which their jobs are located, one can clearly see that most youngsters are family workers. This occupational category in itself is not reproachable. In many cases, the support of children in economic activities of family maintenance is critical for survival of family members. What are detrimental are the conditions that follow such work for the family and their possibilities of attending school (repeated grades, lack of attendance or school desertion, physical risks, non-payment or confiscation of pay by immediate guardian, among others).

From the analysis of occupations, sectors and industries, and industries in which the economically active population between 5 and 17 years of age is inserted, at least four main work sites can be pointed out: farms or agricultural lands, the street, private businesses or government institutions, and private homes.

Jobs in private homes are associated with domestic service, independently of whether the boy, girl or adolescent worker sleeps or not at the house. This job site is the principal one for working females aged 5 to 17 years and particularly for those in full adolescence (15 to 17 years of age). The greater relative weight seen for the economically active female population between 5 and 17 years of age inserted in the category titled "private homes with domestic help" further proves the point. It is encouraging to note that no boys or girls aged 5 to 9 years old were registered as having this work site.

Male and female working minors' vulnerability applies to any of the job sites mentioned. Hazards, lack of protection (including health care) and exploitation of different types, physical deformities, psychological distortions, and exclusion are among the risks the child and adolescent labour force faces each day with all the imaginable and unimaginable consequences that can last their entire lives.

International agreements such as the United Nations Convention on the Rights of the Child, which has been ratified by Panama, include as part of their content an obligatory nature for those who make it part of their jurisprudence. Thus the

country is forced to comply and therefore promote, by means of its legal framework, protection for minors through policies directed towards the eradication of economic exploitation and dangerous work that is harmful to minors' physical, psychological, and moral health or that interferes with their right to education.

By means of strategic regulation of the law, the Government, the business sector, civil organizations, non-governmental and religious organizations must apply dispositions guaranteeing the rights of those minors who find it necessary to enter the labour market for countless reasons, among which the best known are economic, cultural, and social.

9.B Recommendations

9.B.1 Actions for eradicating child labour

In order to guarantee the rights of boys, girls, and adolescents so they can be protected against economic exploitation, government institutions must carry out an integral agenda for children and adolescents with focused and segmented actions. These actions must be coordinated in all respects, in order to maximise resource effectiveness. It is not enough to call for government efficiency and efficacy in public policies. Executives in these institutions must take into account the demographic transition that in a few years will place 60% of the population in productive age groups and must recognise the need for integral policies favouring children.

Furthermore, it is necessary that non-governmental organizations coordinate their actions among themselves, according to their areas of intervention, to prevent duplication of actions and tasks.

According to survey results, parental economic reasons are most important in the decision to allow children to work. Poverty drives families to child labour, a practice that in turn increases probabilities for perpetuating such poverty by preventing male and female children to enhance their human capital. Any effective programme against child labour must then take into account the needs of poor families.

In agriculture, child labour must be given special consideration, since this is not only the sector employing the greatest number of boys, girls, and adolescents, but also the sector within which they work the longest hours and which presents serious risks for young workers. Furthermore, rural areas of the country generally suffer the effects of adult rural-urban migration and the contingent demand for child manpower; cultural values in rural areas also see

child labour as something more natural and acceptable. Thus the implication is that special programmes for rural areas must be developed and particularly for agricultural work, without ignoring child labour in other sectors.

The significant number of unemployed minors suggests the possibility that, given appropriate circumstances, the number of working boys and girls could increase. To eliminate this risk of more boys and girls being inserted into the labour market, a strong enforcement of the current law on minimal working age should be restrictively put into effect so children under 14 years of age would not be incorporated into the job market and the rights of adolescents 15 years of age and older must be protected and their working conditions have to be monitored. Adolescents need training opportunities, access to micro-credit, and in all cases, access to decent work and under satisfactory conditions.

9.B.2 Legislation, raising awareness and monitoring

There is a great need for compilation of all legislation, norms, and jurisprudence related to child labour, including Supreme Court of Justice rulings and all of the most important international rulings, to prevent ignorance and to inform all of society regarding the commitments that have been acquired when signing international agreements.

The lack of such a working instrument causes a severe deficiency in the surveillance and protection of the rights of children. The recent publication of annotated versions of the Labour Code and the Family Code, as well as a document with information on all signed Conventions and other agreements with the United Nations is not enough; furthermore, these publications are incomplete.

It would be very useful to launch an awareness campaign taking the rights of children further to include rights of affection and placing the problem in a pivotal centre of attention, the right to life and the forms and conditions under which such life may develop. The population of youths needs to understand and assume that a right is not enough, nor are guarantees and tutelage by the State; the right must be comprehended, demanded and integrally defended. There is an urgent need to trespass the limits on issues of affect as something belonging to the family and to establish a dialogue on affection as a social issue, as something related to conditions where society develops, if co-existence with adequate communication mechanisms among social, human and economic capitals is desired.

Additionally, monitoring child labour in the country would significantly contribute towards understanding and eradicating the problem. To this end, it is necessary to regularly carry out surveys to follow-up how participation of boys, girls, and adolescents in the labour force evolves. Data generated in periodic surveys would be useful input for policies on childhood and adolescence in general and working children and adolescents in particular.

Furthermore, an electronic information system to spread major advances on the subject and also communicate training activities for staff involved in identifying and working on child labour issues is urgently needed. This is needed to go beyond descriptive actions based upon simple observation to more complex qualitative and precise research techniques that will allow learning what concerns and expectations children have.

Lastly, there is an urgent need for a scientific and systematic debate on child labour, its conditions and nature, in such a way that researchers may be formed to follow on their own agenda the dynamics of this social and cultural scourge. The absence of this debate limits actions to segmented interventions, which sometimes require a strategic, multifocal, interdisciplinary, and holistic vision. The only way to overcome the constant creation of institutions, regulations, laws, and decrees, which are then not actually promulgated, followed, enforced, nor really in force in society's daily living, is by means of a debate such as this. That is, without an ample social debate, pertinent mechanisms to counter child labour will not be implemented because there is neither a legal figure nor staff to head the respective and necessary programmes for care, rehabilitation and assistance for children.

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Appendices

Glossary of concepts and definitions

The main concepts used for the survey were defined to generate a common language among all parties involved in the development of this activity:

Populated place (*Lugar poblado*): all urban or rural locations, physically separated from each other, responding to a locally known name and inhabited by one or more persons.

Urban location (*Localidad urbana*): A populated place concentrating 1.500 or more inhabitants and having physical continuity from a central core extending in all directions until being interrupted by agricultural fields. All or most of the following characteristics may be found: street layout, some paved streets with sidewalks; contiguous or lined-up buildings; electricity; public water and sewer system; one or more high-schools; commercial businesses; social and recreational centres.

Indigenous populated place (*Lugar poblado indígena*): A human settlement where most inhabitants have professed belonging to an aboriginal group with their own socio-political organization and practicing their own cultural traditions.

Indigenous area (*Área indígena*): The territory where a continuous set of indigenous populated places are located, with their own cultural characteristics.

Urban area (*Área urbana*): Those regions within a country where one or more urban locations are gathered.

Rural area (*Área rural*): Those regions within a country where one or more rural locations are gathered.

Difficult to reach area (*Área de difícil acceso*): Those regions in the country where populated places with the following conditions exist: deficient access by land and water, making it necessary to walk more than four hours, ride a horse more than three hours or row a canoe more than six hours. In general these areas have an extensive rainy season, mountainous areas, broken topography, and some sort of hazardous geographic accident (fast-flowing river, sea inlet, mountain, etc.) hindering access.

Household characteristics (*Características del hogar*):

Household (Hogar): Group of people living together under a family-like regime or for reasons such as discipline, health, religion, education, etc. As a concept, census household includes the following categories:

Household size (Tamaño del hogar): Number of tallied household members, that is, who live under the same roof and share meals.

Family relationship (Relación de parentesco): Ties among household members in an individual census household, with respect to the household head. These may be relationships by family ties, affinity, adoption, work, etc. The following categories are noted:

Head (Jefe/a): Person recognised as such by the other household members.

Spouse of the head (Cónyuge del jefe/a): The partner of the head of household

Child (Hijo): Children born inside or outside wedlock or children who have been adopted or raised.

Other relative (Otro pariente): Person that is somewhat related by family ties with the head of household; includes people with kinship with the head of household.

Non-relative (No Pariente): Person without family ties with the head of household, there is no kinship with the head of household.

Age (Edad): age of person at the time of survey, that is, his or her last birthday.

Permanent residence (Residencia permanente): Populated place where the person surveyed habitually resides.

Educational characteristics (Características educativas):

Literacy (Alfabetismo): The aptitude of a person to read and write in any language.

Literate (Alfabeto/a): A person who can read and write a message and understand it.

Illiterate (Analfabeto/a):

A person who cannot read or write.

A person who can only read.

A person who can only read and/or write numbers and sign his or her name.

School attendance (Asistencia escolar): Concept used for the population aged 4 or more years who may or may not regularly attend an educational centre, be it public or private. Specialised courses lasting six (6) or more months are also included.

Children not attending school (Niños que no asisten a la escuela): Children within the established age groups who do not attend school and the reasons behind this.

Level of education (Nivel de instrucción): The highest school grade or year passed within the five regular levels of education in public and private schools or universities in the country; that is, preschool, primary, secondary, vocational, and university levels. The latter may be technical, licentiate, post-graduate, masters or doctorate. If the person has studied abroad, the closest equivalent to the country's educational system must be noted. Correspondence courses are not considered regular education.

Certificate, diploma or degree obtained (Certificado, diploma o título obtenido): This refers to the certificate, diploma, or degree a person achieves through courses in full-time or part-time study, whether in regular education or not, in country or abroad. For persons with several degrees, the one considered as the equivalent to the highest level is noted.

Economic characteristics (Características económicas): For economic characteristics, the reference period for this research was the week prior to the week the survey was carried out. Answers to the questions were sought from all persons aged 5 years and older.

Employment status of the population (Condición de actividad de la población): Relationship between each person 5 years and older and the usual activity undertaken, whether economic or not, during the reference week. As a result of this relationship, each person was classified in one of two basic groups: "economically active population" or "economically inactive population".

Special attention must be given to special groups whose status may be difficult to determine. Active females are one of these groups, particularly unpaid female domestic help in the family because of the widespread idea that females are generally in charge of domestic chores and thus severe omissions may result when measuring their employment status; something similar may occur with young and elderly workers.

Therefore, to determine economic activity in these groups very careful questioning is needed. In rural areas, where most male workers are employed in agriculture, it is frequent to omit contributions of wife and daughters as unpaid family workers. Nevertheless, this mistake also occurs in urban areas, where economic conditions are rapidly changing the traditional economic role of females. Thus careful questioning is also needed to determine economic activity with greater precision.

Economically active population (Población económicamente activa): The economically active population consists of all persons of either gender, 5 years of age or older, who contribute the available manpower to produce economic goods and services during the reference week.

The production of economic goods and services includes the entire production and preparation of primary products, whether these go to market, are bartered or are for self-consumption. The production of all other goods and services for the market is also taken into account and, in the case of homes producing these goods and services for the market, the corresponding production for self-consumption.

The production of economic goods and services also includes building their own homes.

Persons forming part of the economically active population will be classified as "employed" or "unemployed".

Employed population (Población ocupada): That group of persons 5 years of age and older who, during the reference week:

Have a job or work for pay with money or in kind.

Have their own business or are self-employed.

Work regularly in a business owned by a family member, even if no salary or pay is received (family worker). In this case, the family worker must have worked at least 15 hours to be considered as such.

Persons temporarily absent from their jobs due to illness or accident, holidays or vacation, strike or employer lock-out, on leave for studies or training, maternity or paternity, difficult economic situation, disorganization or temporary suspension of work due to: bad weather, mechanical or electrical malfunction, lack of raw materials or fuel, or other temporary absences with or without authorisation. Salaried persons are those with a formal relationship with their job.

Unemployed population (Población desocupada): That group of persons 5 years of age and older who, during the reference week:

Did not work, but do occasional jobs.

Has no occupation or job and is looking for work.

Has looked for work in the past and is waiting for results, that is, the person has taken measures to search for a paid job or independent work.

Such measures may include registering at a public or private job agency, submitting job applications, finding out about work at construction sites, farms, manufacturing plants, or other work sites; placing ads, requesting help from friends and family, searching for land, buildings, machinery, or equipment to obtain financial resources, application for permits and authorisations, etc.

The person who is unemployed and currently available for work, who has made arrangements to work in a paid job or who will carry out an independent activity after the Census Date.

Economically inactive population (Población no económicamente activa): Includes all persons aged 5 years and older who do not undertake an economic activity. Persons who are not working or are not looking for work are taken into account in this group, such as: household workers (housewives), those who are retired, pensioned, annuitants, early retirees, students and those committed to institutions such as homes for the elderly, jails, etc.

Household worker (Trabajador del hogar): Includes persons of either gender who, without carrying out an economic activity, care for their own homes, for example, housewives and other family members who tend the home and the children.

These persons are exclusively and solely dedicated to domestic chores and others related to the household, are not looking for work, are not retired, pensioned, receive no rent, and do not attend school.

Students (Estudiantes): Persons dedicated solely and exclusively to their studies.

Invalid (Inválido): A person who is physically or mentally disabled for work.

Retired or pensioned (Jubilado o pensionado): A person who has stopped working and is receiving income by reason of retirement, subsidy, or pension.

Annuitant (Rentista): All persons who receive money or income from a business without working for it.

Retired (Retirado): Persons who once worked but are currently separated from all economic activity without receiving a pension or income for being retired.

Other condition (Otra condición): Persons who are not included in any of the aforementioned groups, do not carry out any economic activity, and are therefore idle.

Occupation (Ocupación): This refers to the profession, trade, or class of work practised by the person working during the reference week. If the person had more than one occupation, consider only the one producing greater income.

New worker (Trabajador nuevo): all persons who have never worked and are searching for their first job.

Industry (Rama de actividad económica): The sector of economic activity to which the business, establishment, or institution where the person works or worked is dedicated, during the reference period.

Occupational category (Categoría en la ocupación): Condition of employment of the economically active person with respect to the job carried out during the reference period, or the job that he or she carried out in the case of an unemployed person who worked and has been laid off or suspended. Includes the following categories:

Employee (Empleado): A person who works or has worked for a public or private employer and receives remuneration in the form of salary, wages, commissions, pay by piecework, or pay in kind.

Government employee (Empleado del gobierno): A person who works or has worked for the national or municipal government, autonomous or semi-autonomous institutions, and state enterprises and receives in exchange for his or her work remuneration as wages or salary.

Private business employee (Empleado de empresa privada): A person who works or has worked for a private employer and receives remuneration in the form of salary, wages, commissions, pay by piecework, or pay in kind.

Inter-Oceanic Regional Authority employee (Empleado de la Autoridad de la Región Interoceánica): A person who works or has worked for the Inter-Oceanic Region Authority.

Not-for-profit Institution employee (Empleado de institución sin fin de lucro): A person who works or has worked for a not-for-profit institution.

Independent or self-employed (Independiente o por cuenta propia): A person who operates or has operated his or her own economic business or private enterprise or independently practices or has practiced a profession or trade but has no employees who report to him or her. May work alone or as an associate.

Domestic service (Servicio doméstico): A person who works or has worked for a household which is different that his or her own, carrying out household activities and receives a salary in exchange for his or her work, be it as money or in kind.

Employer (owner) (Patrono (dueño): Person who runs or has run his or her own economic business (alone or as an associate) or who practices a profession or trade on his or her own and having one or more employees reporting to him or her and receiving a salary in money or in kind.

Family worker (Trabajador familiar): A person who practices or has practiced without remuneration an occupation during 15 hours or more in the reference week in a business run by a member of his or her own family.

Member of a production cooperative (Miembro de una cooperativa de producción): A person who participates or has participated in a business association dedicated to producing or manufacturing a type of article or good, requiring some degree of transformation. Generally all associates share the same decision power and benefits are reinvested and distributed cooperatively.

Questionnaire



HOUSEHOLD- LABOUR MARKET SURVEY
OCTOBER 2000
Form ECH-1
Questionnaire N° _____

ALL INFORMATION REQUESTED IS CONFIDENTIAL
Decree - Law N° 7, February 25, 1960

I. LOCATION OF THE DWELLING

1. Province or Comarca _____	7. Barriada o Neighborhood _____	<p style="text-align: center; font-size: small;">For Office Use Only</p> <table border="1" style="width: 100%; border-collapse: collapse;"> <tr> <td style="width: 10px;"> </td><td style="width: 10px;"> </td> </tr> <tr> <td colspan="10">Questionnaire N° _____</td> </tr> <tr> <td colspan="10">Block N° _____</td> </tr> <tr> <td colspan="10">Settled Place _____</td> </tr> <tr> <td colspan="10">Neighborhood or Barrio _____</td> </tr> </table>											Questionnaire N° _____										Block N° _____										Settled Place _____										Neighborhood or Barrio _____									
Questionnaire N° _____																																																				
Block N° _____																																																				
Settled Place _____																																																				
Neighborhood or Barrio _____																																																				
2. District _____	8. Street or Avenue _____																																																			
3. Corregimiento _____	9. Building or Home _____																																																			
4. Segment _____	10. Room or Apartment N° _____																																																			
5. Block N° _____																																																				
6. Settled Place _____																																																				

II. INFORMATION ON THE DWELLING

Occupied Dwelling _____ 01	Dwelling under construction _____ 05	Incomplete _____ 09
Occupants Absent _____ 02	Dwelling destroyed _____ 06	Refusal _____ 10
Un-Occupied Dwelling _____ 03	No longer dwelling _____ 07	Other _____ 11
Temporary Dwelling _____ 04	Not applicable for survey purposes _____ 08	Informant _____

1. TYPE OF DWELLING

Permanent Private _____ 1

Semi - Permanent Private _____ 2

Improvised _____ 3

Apartment _____ 4

Room in tenement _____ 5

Franchise not destined for habitation, but used as dwelling _____ 6 } (Go to Chap. III)

6. WHAT MATERIAL WAS USED IN MOST OF THE FLOORING OF THIS DWELLING?

Paved (concrete, mosaic tiles or cement tiles, brick) _____ 1

Wood _____ 2

Earth _____ 3

Other (grass, sticks, wash) _____ 4

2. IS YOUR HOME... Read! ↓

Mortgaged? _____

To a public creditor? _____ 1

To a private creditor? _____ 2 } B: _____ (Monthly payments)

Rented? _____

From a public creditor? _____ 3

From a private creditor? _____ 4

Owned? _____ 5

On loan? _____ 6

Confiscated? _____ 7

Other? _____ 8

7. WHAT IS THE MAIN SOURCE FOR DRINKING WATER ... Read! ↓

Public (IDEAN) aqueduct? _____ 01 } (Continue with Question 8)

Public (community) aqueduct? _____ 02

Private aqueduct? _____ 03

Sanitary well? _____ 04

Un-protected sealed well? _____ 05

Rain water? _____ 06 } (Go to Question 9)

Surface well? _____ 07

River or stream? _____ 08

Tank truck? _____ 09

Other? _____ 10

3. HOW MANY ROOMS ARE THERE IN THE DWELLING? (Do not include kitchen, toilet, or bath)

Number of rooms _____

3a. OF THESE, HOW MANY ARE ONLY FOR SLEEPING? _____

8. ARE THE DRINKING WATER INSTALLATIONS WITHIN THE DWELLING?

Yes 1 No 2

4. WHAT MATERIAL WAS USED IN MOST OF THE EXTERIOR WALLS OF THE BUILDING OR HOUSE?

Block, brick, stone, cement _____ 1

Wood (planks, pieces) _____ 2

Wattle, adobe _____ 3

Metal (zinc, aluminium, etc.) _____ 4

Straw, leaves, cane, sticks _____ 5

Other materials _____ 6

Without walls _____ 7

9. WHAT TYPE OF LIGHTING DOES THE DWELLING HAVE?

Private electricity (Distribution Co.) _____ 1

Community electricity _____ 2

Own electricity (generator) _____ 3

Kerosene or Diesel _____ 4

Gas _____ 5

Other _____ 6

5. WHAT MATERIAL WAS USED IN MOST OF THE ROOF OF THE BUILDING OR HOUSE?

Cement _____ 1

Tile _____ 2

Ferrous, Pasañil, Fierroñil (Fibre cement) _____ 3

Metal (zinc, aluminium, etc.) _____ 4

Treated wood _____ 5

Straw or leaves _____ 6

Other materials _____ 7

10. WHAT TYPE OF TOILET FACILITIES DOES THIS DWELLING HAVE... Read! ↓

Privy or latrine? _____ 1

Connected to a sewer line? _____ 2

Connected to a septic tank? _____ 3

It does not have any _____ 4 } (Go to Question 12)

11. TOILET USAGE IS...
 Read: 1
 Exclusively for this dwelling?
 2
 Shared with other dwellings?

12. THE BATHING FACILITIES ARE...
 Read: 1
 Within the dwelling?
 2
 Outside the dwelling?
 3
 Outside the dwelling, shared with
 other dwellings?
 4
 It does not have any
 5
 Other _____ specify

13. WHAT FUEL IS USED MOST OFTEN FOR COOKING?

Gas 1
 Firewood 2
 Charcoal 3
 Kerosene 4
 Electricity 5
 Does not cook 6

14. DOES THIS DWELLING HAVE...
 Read: 1 Yes 2 No

a. Television?
 b. Radio?
 c. Residential telephone?
 d. Stove?
 e. Refrigerator?
 f. Clothes washer?
 g. Electric fan?
 h. Air conditioner?
 i. Sewing machine?
 j. Computer?
 k. Bicycle?
 l. Motorcycle?
 m. Automobile?

15. WHAT ARE THE CURRENT ESTIMATED MONTHLY EXPENSES OF THE HOUSEHOLD?

16. WHAT IS THE CURRENT ESTIMATED MONTHLY INCOME OF THE HOUSEHOLD?

III. HOUSEHOLD INCOME AND EXPENSES

15. WHAT ARE THE CURRENT ESTIMATED MONTHLY EXPENSES OF THE HOUSEHOLD?

IV. LIST OF OCCUPANTS
 Indicate the names of all persons who live in this dwelling, beginning with the head of household, spouse, and children in oldest first, etc.

Age	Sex	Occupation	Enrolled in school
1	Yes <input type="radio"/> 1 No <input type="radio"/> 2	Yes <input type="radio"/> 1 No <input type="radio"/> 2	Yes <input type="radio"/> 1 No <input type="radio"/> 2
2	Yes <input type="radio"/> 1 No <input type="radio"/> 2	Yes <input type="radio"/> 1 No <input type="radio"/> 2	Yes <input type="radio"/> 1 No <input type="radio"/> 2
3	Yes <input type="radio"/> 1 No <input type="radio"/> 2	Yes <input type="radio"/> 1 No <input type="radio"/> 2	Yes <input type="radio"/> 1 No <input type="radio"/> 2
4	Yes <input type="radio"/> 1 No <input type="radio"/> 2	Yes <input type="radio"/> 1 No <input type="radio"/> 2	Yes <input type="radio"/> 1 No <input type="radio"/> 2
5	Yes <input type="radio"/> 1 No <input type="radio"/> 2	Yes <input type="radio"/> 1 No <input type="radio"/> 2	Yes <input type="radio"/> 1 No <input type="radio"/> 2
6	Yes <input type="radio"/> 1 No <input type="radio"/> 2	Yes <input type="radio"/> 1 No <input type="radio"/> 2	Yes <input type="radio"/> 1 No <input type="radio"/> 2
7	Yes <input type="radio"/> 1 No <input type="radio"/> 2	Yes <input type="radio"/> 1 No <input type="radio"/> 2	Yes <input type="radio"/> 1 No <input type="radio"/> 2
8	Yes <input type="radio"/> 1 No <input type="radio"/> 2	Yes <input type="radio"/> 1 No <input type="radio"/> 2	Yes <input type="radio"/> 1 No <input type="radio"/> 2

Total of persons who customarily reside in the dwelling: _____
 Total of persons from 5 to 17 years of age: _____

How many minors aged 5 to 17 years that usually resided in this dwelling as of October of last year, no longer reside here?
 0 None 1 One 2 Two 3 Three 4 Four 5 Five 6 Six 7 Seven 8 Eight 9 Nine 10 Ten 11 Eleven 12 Twelve 13 Thirteen 14 Fourteen 15 Fifteen 16 Sixteen 17 Seventeen 18 Eighteen 19 Nineteen 20 Twenty

Note their names, sex, age, whether they live or reside currently, and with whom (father, mother, other relative, or institution). Note what they do in this place (work for someone, self-employed, attend school, don't know, etc.):

Name of child	Sex	Age	Relationship to head of household	With whom does he/she live	What does this person do?	Does this person contact home?	When was the last time he/she contacted home?	Does he/she send money/goods home?	When was the last time he/she sent money/goods home?
1. Sex	M <input type="radio"/> 1 F <input type="radio"/> 2	_____	_____	_____	_____	Yes <input type="radio"/> 1 No <input type="radio"/> 2	Day _____ Month _____ Year _____	Yes <input type="radio"/> 1 No <input type="radio"/> 2	Day _____ Month _____ Year _____
2. Age	_____	_____	_____	_____	_____	Yes <input type="radio"/> 1 No <input type="radio"/> 2	Day _____ Month _____ Year _____	Yes <input type="radio"/> 1 No <input type="radio"/> 2	Day _____ Month _____ Year _____
3. Relationship to head of household	_____	_____	_____	_____	_____	Yes <input type="radio"/> 1 No <input type="radio"/> 2	Day _____ Month _____ Year _____	Yes <input type="radio"/> 1 No <input type="radio"/> 2	Day _____ Month _____ Year _____
4. With whom does he/she live	Father <input type="radio"/> 1 Mother <input type="radio"/> 2 Other relative <input type="radio"/> 3 Non-relative <input type="radio"/> 4 Institution <input type="radio"/> 5 Alone <input type="radio"/> 6	Father <input type="radio"/> 1 Mother <input type="radio"/> 2 Other relative <input type="radio"/> 3 Non-relative <input type="radio"/> 4 Institution <input type="radio"/> 5 Alone <input type="radio"/> 6	Father <input type="radio"/> 1 Mother <input type="radio"/> 2 Other relative <input type="radio"/> 3 Non-relative <input type="radio"/> 4 Institution <input type="radio"/> 5 Alone <input type="radio"/> 6	Father <input type="radio"/> 1 Mother <input type="radio"/> 2 Other relative <input type="radio"/> 3 Non-relative <input type="radio"/> 4 Institution <input type="radio"/> 5 Alone <input type="radio"/> 6	Father <input type="radio"/> 1 Mother <input type="radio"/> 2 Other relative <input type="radio"/> 3 Non-relative <input type="radio"/> 4 Institution <input type="radio"/> 5 Alone <input type="radio"/> 6	Yes <input type="radio"/> 1 No <input type="radio"/> 2	Day _____ Month _____ Year _____	Yes <input type="radio"/> 1 No <input type="radio"/> 2	Day _____ Month _____ Year _____
5. What does this person do?	Work for someone <input type="radio"/> 1 Self-employed <input type="radio"/> 2 Attend school <input type="radio"/> 3 Work and attend school <input type="radio"/> 4 Other <input type="radio"/> 5 Don't know <input type="radio"/> 6	Work for someone <input type="radio"/> 1 Self-employed <input type="radio"/> 2 Attend school <input type="radio"/> 3 Work and attend school <input type="radio"/> 4 Other <input type="radio"/> 5 Don't know <input type="radio"/> 6	Work for someone <input type="radio"/> 1 Self-employed <input type="radio"/> 2 Attend school <input type="radio"/> 3 Work and attend school <input type="radio"/> 4 Other <input type="radio"/> 5 Don't know <input type="radio"/> 6	Work for someone <input type="radio"/> 1 Self-employed <input type="radio"/> 2 Attend school <input type="radio"/> 3 Work and attend school <input type="radio"/> 4 Other <input type="radio"/> 5 Don't know <input type="radio"/> 6	Work for someone <input type="radio"/> 1 Self-employed <input type="radio"/> 2 Attend school <input type="radio"/> 3 Work and attend school <input type="radio"/> 4 Other <input type="radio"/> 5 Don't know <input type="radio"/> 6	Yes <input type="radio"/> 1 No <input type="radio"/> 2	Day _____ Month _____ Year _____	Yes <input type="radio"/> 1 No <input type="radio"/> 2	Day _____ Month _____ Year _____
6. Does this person contact home?	Yes <input type="radio"/> 1 No <input type="radio"/> 2	Yes <input type="radio"/> 1 No <input type="radio"/> 2	Yes <input type="radio"/> 1 No <input type="radio"/> 2	Yes <input type="radio"/> 1 No <input type="radio"/> 2	Yes <input type="radio"/> 1 No <input type="radio"/> 2	Yes <input type="radio"/> 1 No <input type="radio"/> 2	Day _____ Month _____ Year _____	Yes <input type="radio"/> 1 No <input type="radio"/> 2	Day _____ Month _____ Year _____
7. When was the last time he/she contacted home?	Day _____ Month _____ Year _____	Yes <input type="radio"/> 1 No <input type="radio"/> 2	Day _____ Month _____ Year _____	Yes <input type="radio"/> 1 No <input type="radio"/> 2	Day _____ Month _____ Year _____				
8. Does he/she send money/goods home?	Yes <input type="radio"/> 1 No <input type="radio"/> 2	Yes <input type="radio"/> 1 No <input type="radio"/> 2	Yes <input type="radio"/> 1 No <input type="radio"/> 2	Yes <input type="radio"/> 1 No <input type="radio"/> 2	Yes <input type="radio"/> 1 No <input type="radio"/> 2	Yes <input type="radio"/> 1 No <input type="radio"/> 2	Day _____ Month _____ Year _____	Yes <input type="radio"/> 1 No <input type="radio"/> 2	Day _____ Month _____ Year _____
9. When was the last time he/she sent money/goods home?	Day _____ Month _____ Year _____	Yes <input type="radio"/> 1 No <input type="radio"/> 2	Day _____ Month _____ Year _____	Yes <input type="radio"/> 1 No <input type="radio"/> 2	Day _____ Month _____ Year _____				

DATA ON PERSON No. 01 _____
 Name and Surname _____

V. GENERAL CHARACTERISTICS
 For all persons

1. HEAD OF HOUSEHOLD... 1

2. SEX..... Male 1 Female 2

3. WHAT WAS YOUR AGE AT YOUR LAST BIRTHDAY?
 Years _____

VI. SOCIO-DEMOGRAPHIC CHARACTERISTICS
 For all persons

4. WHERE DID YOUR MOTHER LIVE WHEN YOU WERE BORN?
 Read: 0000
 In this same place?
 In another settled place? (Go to 5)
 District: _____
 Province: _____
 In another country? (Continue with 4a)

4a. WHEN DID YOU COME TO PANAMA?
 Before 1990? 1
 From 1990 to 1995? 2
 From 1996 to the present? 3

5. WHERE DO YOU LIVE PERMANENTLY...
 Read: 0000
 In this same place?
 In another settled place? (Continue with Number 6)
 District: _____
 Province: _____
 In another country? 9999 (Conclude interview)

6. WHERE DID YOU LIVE BEFORE COMING TO THE PLACE WHERE YOU NOW LIVE PERMANENTLY?
 In this same place 0000 (Go to 7)
 In another settled place: _____
 District: _____
 Province: _____
 In another country _____ (Specify) (Continue with number 6a)

6a. WHEN DID YOU COME TO THE PLACE WHERE YOU LIVE PERMANENTLY...
 Read: 1
 Before 1990?
 2
 From 1990 to 1995?
 3
 From 1996 to the present?

7. WHAT WAS THE MAIN REASON THAT YOU CAME TO RESIDE WHERE YOU CURRENTLY RESIDE...
 Job transfer? 1
 Found work? 2
 Looking for work? 3
 Education? 4
 Transfer of parents? 5
 Other _____ specify 6

8. WHAT DID YOU DO IN THE PLACE WHERE YOU LIVED BEFORE YOU CAME TO LIVE WHERE YOU LIVE PERMANENTLY?
 Worked 1
 Attended school 2
 Worked and attended school 3
 Nothing (idle) 4
 Less than 5 years old 5
 Other _____ specify 6

VII. EDUCATIONAL CHARACTERISTICS
 For persons aged 5 years or more

9. ARE YOU CURRENTLY ATTENDING SCHOOL?
 Yes 1 (Go to 9C) No 2 Apply Questions 9A and 9B to those persons aged 5 to 17 years. Over 17 years of age, go to number 10.

9a. WHAT IS THE MAIN REASON YOU ARE NOT ATTENDING SCHOOL?
 No convenient primary or secondary school is available 01
 Self-supporting 02
 Cannot pay for studies 03
 Low academic performance/not interested in studying 04
 Failed at school 05
 The family does not allow him/her to study 06
 Disability 07
 Have to assist in the household chores 08
 To work in a business firm or farm belonging to the household 09
 Work for income / wages 10
 Work in own business for income 11
 Afraid of the teachers 12
 Other _____ specify 13

9b. HOW LONG AGO DID YOU STOP ATTENDING SCHOOL?
 Less than a month 100 (Go to 9C)
 Months 1 _____
 Years 2 _____

9c. HOW REGULARLY DO YOU ATTEND SCHOOL?
 Every day 1
 Three days a week 2
 Less than three days a week 3

10. WHAT IS THE HIGHEST GRADE OR YEAR OF SCHOOLING YOU HAVE COMPLETED?
 No schooling 01
 Pre-School 02
 Special education 03
 Primary School 1
 Vocational School 2
 Secondary School 3
 Superior non University 4
 Superior University 5
 Graduate 6
 Masters 7
 Doctorate 8

DATA ON PERSON No. 02 _____
Name and Surname _____

V. GENERAL CHARACTERISTICS
For all persons

1. WHAT RELATION OR RELATIONSHIP DO YOU HAVE WITH THE HEAD OF HOUSEHOLD?

Spouse of head of household 2
 Son/daughter 3
 Other relative 4
 Domestic help 5
 Not related 6

2. SEX _____ Male 1
 Female 2

3. WHAT WAS YOUR AGE AT YOUR LAST BIRTHDAY?
 Years _____

VI. SOCIO-DEMOGRAPHIC CHARACTERISTICS
For all persons

4. WHERE DID YOUR MOTHER LIVE WHEN YOU WERE BORN?

Read: _____
 In this same place? 00000
 In another settled place? _____ (Go to 5)
 (specify) _____
 District: _____
 Province: _____
 In another country? _____ (Continue with 4a)

4a. WHEN DID YOU COME TO PANAMA?

Before 1900 1
 From 1990 to 1995? 2
 From 1996 to the present? 3

5. WHERE DO YOU LIVE PERMANENTLY...

Read: _____
 In this same place? 0000
 In another settled place? _____ (Continue with Number 4)
 (specify) _____
 District: _____
 Province: _____
 In another country? 9999 (Conclude interview)

6. WHERE DID YOU LIVE BEFORE COMING TO THE PLACE WHERE YOU NOW LIVE PERMANENTLY?

In this same place? 0000 (Go to 6)
 In another settled place: _____
 (specify) _____
 District: _____
 Province: _____
 In another country _____ (Continue with number 6a)

6a. WHEN DID YOU COME TO THE PLACE WHERE YOU LIVE PERMANENTLY...

Read: _____
 Before 1900 1
 From 1990 to 1995? 2
 From 1996 to the present? 3

7. WHAT WAS THE MAIN REASON THAT YOU CAME TO RESIDE WHERE YOU CURRENTLY RESIDE?

Job transfer? 1
 Forced work? 2
 Looking for work? 3
 Education? 4
 Transfer of parents? 5
 Other _____ specify 6

8. WHAT DID YOU DO IN THE PLACE WHERE YOU LIVED BEFORE YOU CAME TO LIVE WHERE YOU LIVE PERMANENTLY?

Worked 1
 Attended school 2
 Worked and attended school 3
 Nothing (idle) 4
 Less than 5 years old 5
 Other _____ specify 6

VII. EDUCATIONAL CHARACTERISTICS
For persons aged 5 years or more

9. ARE YOU CURRENTLY ATTENDING SCHOOL?

Yes 1 (Go to 9c) No 2 Apply Questions 9a and 9b to those persons aged 5 to 17 years. Over 17 years of age, go to number 9c.

9a. WHAT IS THE MAIN REASON YOU ARE NOT ATTENDING SCHOOL?

No convenient primary or secondary school is available 01
 Self-supporting 02
 Cannot pay for studies 03
 Low academic performance/not interested in studying 04
 Failed at school 05
 The family does not allow him/her to study 06
 Disease/disability 07
 Have to assist in the household chores 08
 To work in a business firm or farm belonging to the household 09
 Work for income / wages 10
 Work in own business for income 11
 Afraid of the teachers 12
 Other _____ specify 13

9b. HOW LONG AGO DID YOU STOP ATTENDING SCHOOL?

Less than a month 100
 Months 1 _____ (Go to 10)
 Years 2 _____

9c. HOW REGULARLY DO YOU ATTEND SCHOOL?

Every day 1
 Three days a week 2
 Less than three days a week 3

10. WHAT IS THE HIGHEST GRADE OR YEAR OF SCHOOLING YOU HAVE COMPLETED?

No schooling 01
 Pre-School 02
 Special Education 03
 Primary 1
 Vocational 2
 Secondary School 3
 Superior not University 4
 Superior University 5
 Graduate 6
 Master 7
 Doctorate 8

VIII. ECONOMIC CHARACTERISTICS
For persons aged 5 years or more

11. DID YOU WORK LAST WEEK?

Yes 01
 No 02

12. DO YOU HAVE A JOB AND WERE YOU ABSENT FROM IT LAST WEEK FOR SICKNESS, VACATIONS, LEAVE, OR OTHER MOTIVE?

Yes 03
 No 04

13. DID YOU DO SOME WORK LAST WEEK FOR WHICH YOU RECEIVED MONEY, SUCH AS SELLING LOTTERY, NEWSPAPERS, COOKING, WASHING, IRONING, OR SEWING CLOTHING, WASHING CARS, SHINING SHOES, CUTTING GRASS, ETC.

Yes 05
 No 06

14. LAST WEEK, DID YOU WORK WITH A FAMILY MEMBER IN THEIR BUSINESS, FIRM, OR FARM FOR 15 OR MORE HOURS?

Yes 04 No Go to 16

15. DID YOU RECEIVE A WAGE OR SALARY FOR THIS WORK?

Yes 8 (Go to 29)
 No 9

16. WERE YOU LOOKING FOR WORK LAST WEEK?

Yes 05 (Go to 27)
 No 06

17. WHY WEREN'T YOU LOOKING FOR WORK LAST WEEK?

Read: _____
 Gets occasional work 06 (Go to 28)
 Looked before and awaits news 07 (Go to 28)
 Impossible to find work 08 (Go to 28)
 Retired or pensioned 09
 Elderly 10
 Student only 11 (If the person is between 1 and 17 years, continue with 18. Over 17, go to 28)
 Homemaker only 12
 Other jobless _____ specify 13

Enter code corresponding to Question 11 to Question 17.

ONLY FOR INDIVIDUALS FROM 5 TO 17 YEARS OF AGE

18. DID YOU WORK AT ANY TIME DURING THE LAST YEAR?

Yes 1 Continue No 2 Go to Question 21

19. WHAT WAS THE TOTAL TIME WORKED IN ALL ECONOMIC ACTIVITIES IN WHICH YOU WERE INVOLVED?

Read: _____
 Less than one month 1
 1 to 3 months 2
 4 to 6 months 3
 7 to 9 months 4
 10 to 12 months 5

20. WERE YOU ATTENDING SCHOOL AT THE SAME TIME THAT YOU WERE CARRYING OUT THESE ECONOMIC ACTIVITIES?

Yes 1 No 2

21. HAVE YOU DONE HOUSEHOLD CHORES IN YOUR PARENTS' OR GUARDIAN'S HOME ON A REGULAR BASIS DURING THE LAST WEEK?

Yes 1 No 2 (Go to 24)

How much time do you use doing household chores?

Less than an hour a day 3
 From 1 to 3 hours a day 4 (Continue with 22)
 From 3 to 4 hours a day 5
 From 5 to 6 hours a day 6
 From 7 to 8 hours a day 7
 9 or more hours a day 8

22. NORMALLY, HOW MANY DAYS A WEEK DO YOU PARTICIPATE IN THE HOUSEHOLD CHORES?

Days per week

23. WHY DO YOU PARTICIPATE IN THE HOUSEHOLD CHORES AT YOUR PARENTS' OR GUARDIAN'S HOME? (More than one response is acceptable)

Read: _____
 Your parents have to work 1
 There is no one else to do them 2
 You have to learn to do them 3
 You must cooperate at home 4
 Other reason which? 5

FOR PERSONS OVER 7 YEARS OF AGE

24. DID YOU LOOK FOR WORK LAST MONTH?

Yes 1 Go to 27
 No 2 Continue

25. HAVE YOU LOOKED FOR WORK DURING THE LAST THREE MONTHS?

Yes 1 Go to 27
 No 2 Continue

26. DO YOU PLAN TO LOOK FOR WORK DURING THE COMING SIX MONTHS?

Yes 1 Go to 28
 No 2 Go to 62

27. HOW LONG HAVE YOU BEEN LOOKING FOR WORK?

Less than a month 100
 Months 2 _____ Not seeking work 109

28. HOW LONG SINCE YOU HAD YOUR LAST JOB?

Months 1 _____ Never worked 100
 Continue Go to 109

ASK THE FOLLOWING QUESTIONS OF THOSE WHO ARE EMPLOYED OR UNEMPLOYED (CIRCLED MARKED), THOSE UNEMPLOYED WHO ARE LAID OFF AND POTENTIALLY ACTIVE (CIRCLED IN NUMBER 26)

28. AT WHAT AGE DID YOU BEGIN TO WORK?

29. WHAT OCCUPATION, EMPLOYMENT, OR JOB DID YOU CARRY OUT LAST WEEK OR THE LAST TIME YOU WORKED? (If you have more than one job, enter your main job as your occupation. Consider your main job as the one with the greatest income.)

Main occupation _____

31. WHERE DID YOU WORK? (Write the name of the business, establishment, firm, Government, or Municipal Department. For those employed in the Canal Area, state the name of the firm, office, section, division, or department where you worked)

Name of the firm or institution.....

At home..... 1

On the street..... 2

On an agricultural farm..... 3

Other..... 4

Other..... 5

32. WHAT IS THE BUSINESS OF THIS FIRM, ESTABLISHMENT, OR COMPANY? Write grocery sales, pasteurizing milk, liquor sales, selling food, etc., as may be the case.

Main activity of the business or establishment.....

33. HOW MANY PERSONS WORK IN THE ESTABLISHMENT OR INSTITUTION WHERE YOU WORK OR WORKED?

Read: 1

Less than 5..... 1

5 - 10..... 2

11 - 19..... 3

20 - 49..... 4

50 or more..... 5

34. THE ESTABLISHMENT WHERE YOU WORK OR WORKED IS ...

Read: 1

Your own?..... 1

Your mother's or your father's?..... 2

Another relative's?..... 3

Not a relative?..... 4

35. WHERE YOU WORK, OR WORKED THE LAST TIME, WHAT DID YOU WORK AS?

Read: 1

Government Employee..... 1

Private Business Employee..... 2

Employee of the Canal Commission or Defense Sites..... 3

Household Service..... 4

Self-employed..... 5

Employer (Owner)..... 6

Family Worker..... 7

36. HOW IS OR WAS YOUR RELATIONSHIP WITH YOUR EMPLOYER?

Good..... 1

Regular..... 2

Bad..... 3

37. WHAT WERE THE MAIN REASONS FOR THIS? (More than one response is allowed)

a. Wants you to do too much work..... 1

b. Wants you to do the work in a shorter time..... 2

c. Bad pay..... 3

d. Doesn't pay on time..... 4

e. Physical / verbal abuse..... 5

f. Other..... 6

38. WHICH OF THE FOLLOWING BENEFITS WERE OFFERED BY YOUR EMPLOYER? (More than one response is allowed)

Read: 1

a. Social Security (health, pension, etc.)..... 01

b. Paid vacations..... 02

c. Paid disability..... 03

d. Benefits or bonuses (frequently)..... 04

e. Uniforms at no cost..... 05

f. Subsidized uniforms..... 06

g. Meals at no cost..... 07

h. Subsidized meals..... 08

i. Transportation at no cost..... 09

j. Subsidized transportation..... 10

k. Housing at no cost..... 11

l. Subsidized housing..... 12

m. None..... 13

n. Other..... 14

ASK THE FOLLOWING QUESTIONS OF THOSE WHO ARE EMPLOYED (These only apply to the not-shaded areas of the form)

39. HOW LONG HAVE YOU BEEN WORKING IN THIS BUSINESS, FIRM, OR INSTITUTION?

Less than a month..... 100

Months.....

Years.....

40. DO YOU WORK FOR A FIXED WAGE? (ONLY FOR THOSE EMPLOYED, CIRCLES 1, 2, AND 4 IN QUESTION 35)

Yes..... 1

No..... 2

By day?..... days

By piecework?..... pieces

By hour?..... hours

41. IS YOUR WORK SHIFT:

Daytime..... 1

Evening..... 2

Night..... 3

Rotating..... 4

42. HOW MANY HOURS DID YOU WORK LAST WEEK ON YOUR JOB?

43. WHAT WAS YOUR WAGE OR MONTHLY INCOME FROM YOUR JOB?

a) If he/she is employed, probe gross wages and salaries (without tax or Social Security deductions).

1. Cash wages..... B:

2. In kind..... B:

b) If he/she is "employee" or "self-employed" probe net income (revenue less business expenses).

3. Cash income for independent work..... B:

44. BESIDES YOUR HOURS WORKED, DID YOU WORK OVERTIME? (Only for persons who are employed, circles 1, 2, and 4 in Question 35)

Yes..... 1

No..... 2 (Go to 45)

How many?..... (Continue with 45)

45. HOW MUCH WERE YOU PAID FOR OVERTIME?

a. In cash..... B:

b. Other benefits (bonuses)..... B:

c. Compensated in regular hours.....

d. Haven't been paid for it yet..... 1

46. IF YOU ARE ATTENDING SCHOOL, BUT ARE ALSO WORKING, DOES YOUR WORK AFFECT YOUR STUDIES? (Ask this question of those attending school. Circle 1 in Question 9, who are also employed)

Yes..... 1

No..... 2

IX. JOB RELATED INJURIES OR DISEASES (For all employed persons)

47. HAVE YOU EVER BEEN INJURED ON THE JOB, OR HAVE YOU SUFFERED ANY DISEASE BECAUSE OF IT?

Yes..... 1 (Continue)

No..... 2 (Go to 56)

48. HOW OFTEN HAVE YOU BEEN INJURED OR SUFFERED DISEASES ON THE JOB?

Often / frequently..... 1

Occasionally..... 2

Infrequently / Rarely..... 3

49. WHAT WAS YOUR OCCUPATION WHEN THE ACCIDENT HAPPENED OR WHEN YOU SUFFERED THE DISEASE OR INJURY? (Indicate occupation when the most serious injury occurred)

50. WHAT DOES THE BUSINESS, ESTABLISHMENT, OR FIRM DO, WHERE YOU WERE EMPLOYED AND AS A RESULT OF WHICH YOU WERE INJURED OR SUFFERED THE DISEASE?

51. DID YOU KNOW THAT YOU COULD HAVE HEALTH PROBLEMS, RISK OF INJURY OR DISEASE DUE TO THE JOB YOU HAVE OR HAD?

Yes..... 1

No..... 2

52. WHAT TYPE OF INJURY OR DISEASE DID YOU HAVE?

General, such as fever, cold..... 01

Eye infection..... 02

Ear infection..... 03

Skin problems..... 04

Respiratory problems..... 05

Neck pain..... 06

Back problems..... 07

Arthritis..... 08

Fracture..... 09

Blisters / bruises..... 10

Burns..... 11

Wound (Cut)..... 12

Other..... 13

53. DID YOU RECEIVE HEALTH CARE?

Yes..... 1 (Continue)

No..... 2 (Go to 56)

54. WHO PROVIDED THE CARE?

Doctor..... 1

Nurse..... 2

Paramedic..... 3

Carer..... 4

Nurse's Aide..... 5

Other..... 6

55. WHERE DID YOU RECEIVE CARE? (More than one response is allowed)

a. At home..... 01

b. In the workplace..... 02

c. In a public hospital..... 03

d. In a private hospital..... 04

e. In a clinic..... 05

f. In a Health Centre..... 06

g. Social Security Polyclinic..... 07

h. Did not receive..... 08

i. Other..... 09

56. HOW SERIOUS WAS THE INJURY OR THE DISEASE?

Read: 1

Required medical treatment and was Refused immediately..... 1

Hospitalized..... 2

Stopped working temporarily..... 3

Permanently prevented from working..... 4

Did not require any medical treatment..... 5

Other..... 6

57. WHO PAID FOR THE TREATMENT? (More than one response is allowed)

a. Social Security..... 1

b. Employer..... 2

c. Parents/Guardians..... 3

d. Respondent..... 4

e. No charge..... 5

f. Other..... 6

58. WHY DIDN'T YOU RECEIVE HEALTH CARE?

Read: 1

Did not seek for lack of funds..... 1

Was not concerned about it at the time..... 2

Had no way to get to the doctor..... 3

Had to use self-medication..... 4

59. ARE YOU AWARE OF ANY HEALTH PROBLEM RELATED TO YOUR CURRENT JOB?

Yes..... 1

No..... 2

60. DO YOU FACE PROBLEMS OR DIFFICULTIES IN THE JOB YOU CURRENTLY HOLD?

Yes..... 1

No..... 2

61. DO YOU AND YOUR COMPANIONS USE ANY OF THE FOLLOWING EQUIPMENT AT WORK? (More than one response is allowed)

Read: 1

Works alone..... 1

Has companions..... 2

a. Safety glasses..... 01

b. Hard hats..... 02

c. Earplugs..... 03

d. Special shoes..... 04

e. None..... 05

f. Other..... 06

g. Safety glasses..... 07

h. Hard hats..... 08

i. Earplugs..... 09

j. Special shoes..... 10

k. None..... 11

l. Other..... 12

ASK THIS QUESTION OF ALL DISCONTINUED MEMBERS AGED 50 OR MORE YEARS WHO HAD ACTUALLY RESIDED IN THE DWELLING

62. DID YOU RECEIVE INCOME LAST MONTH FOR: (Do not include incomes declared in Questions 43 and 45)

Read:

a. Pension or retirement?.....

b. Family assistance?.....

c. Leases, annuities, interest, or benefits?.....

d. Lottery prizes or other games of chance?.....

e. Scholarships or subsidies?.....

f. Agricultural income?.....

g. Other income? (odd jobs).....

h. Did not perceive any of these incomes?..... 1

X. PERCEPTIONS OF THE PARENTS OF PERSONS AGED 5 TO 17 YEARS WHO ARE EMPLOYED

COPY THE NAMES OF ALL THE MINORS FROM 5 TO 17 YEARS OF AGE WHO DECLARED THEY WERE OCCUPIED, PROCEED TO ENTER THE NUMBER OF THE CORRESPONDING PERSON FROM THE MAIN QUESTIONNAIRE WITH THEIR NAME, AND ASK EACH ONE OF THEM THE FOLLOWING QUESTIONS ON AN INDEPENDENT BASIS.

Name of the employed minor	PERSON N° _____	PERSON N° _____	PERSON N° _____	PERSON N° _____
1. What does (name) do for entertainment when he/she isn't working? (Accept more than one response)	Plays with friends..... 01			
	Plays with siblings..... 02			
	Watches television..... 03	Watches television..... 03	Watches television..... 03	Watches television..... 03
	Goes to video gaming establishments..... 04			
	Plays alone at home..... 05			
	Reads..... 06	Reads..... 06	Reads..... 06	Reads..... 06
	Listens to music..... 07			
	Studies..... 08	Studies..... 08	Studies..... 08	Studies..... 08
	Other _____ 09	Other _____ 09	Other _____ 09	Other _____ 09
	specify	specify	specify	specify
2. Why is he / she allowed to work?	To complement the family's income..... 1			
	To pay pending debts..... 2			
	To help out in the household industry, business, or firm..... 3	To help out in the household industry, business, or firm..... 3	To help out in the household industry, business, or firm..... 3	To help out in the household industry, business, or firm..... 3
	The school programme is inadequate..... 4			
	School is far away..... 5			
	Other _____ 6	Other _____ 6	Other _____ 6	Other _____ 6
specify	specify	specify	specify	
3. If he / she were to cease working, what would happen?	The household standard of living would fall..... 1	The household standard of living would fall..... 1	The household standard of living would fall..... 1	The household standard of living would fall..... 1
	The household could not survive..... 2			
	The household business could not operate completely and it is not possible to pay other manpower..... 3	The household business could not operate completely and it is not possible to pay other manpower..... 3	The household business could not operate completely and it is not possible to pay other manpower..... 3	The household business could not operate completely and it is not possible to pay other manpower..... 3
	Other _____ 4	Other _____ 4	Other _____ 4	Other _____ 4
	specify	specify	specify	specify
4. If he / she were allowed to select, what would he / she prefer to do in the future?	Attend school on a full-time basis..... 01			
	Work full-time to earn income..... 02			
	Help full-time in the household business, firm, or firm..... 03	Help full-time in the household business, firm, or firm..... 03	Help full-time in the household business, firm, or firm..... 03	Help full-time in the household business, firm, or firm..... 03
	Work full-time on household chores or on domestic activities..... 04	Work full-time on household chores or on domestic activities..... 04	Work full-time on household chores or on domestic activities..... 04	Work full-time on household chores or on domestic activities..... 04
	Attend school half-time and the other half-time work to earn income..... 05	Attend school half-time and the other half-time work to earn income..... 05	Attend school half-time and the other half-time work to earn income..... 05	Attend school half-time and the other half-time work to earn income..... 05
	Part-time in the household business, firm, or firm..... 06	Part-time in the household business, firm, or firm..... 06	Part-time in the household business, firm, or firm..... 06	Part-time in the household business, firm, or firm..... 06
	Part-time on household chores..... 07			
	Complete his / her education and begin to work..... 08	Complete his / her education and begin to work..... 08	Complete his / her education and begin to work..... 08	Complete his / her education and begin to work..... 08
	Find a better job than the current one..... 09	Find a better job than the current one..... 09	Find a better job than the current one..... 09	Find a better job than the current one..... 09
	Other _____ 10	Other _____ 10	Other _____ 10	Other _____ 10
specify	specify	specify	specify	

XI. PERCEPTIONS OF THE PERSONS AGED 5 TO 17 YEARS WHO ARE EMPLOYED

COPY THE NAMES OF ALL THE MINORS FROM 5 TO 17 YEARS OF AGE WHO DECLARED THEY WERE OCCUPIED, PROCEED TO ENTER THE NUMBER OF THE CORRESPONDING PERSON FROM THE MAIN QUESTIONNAIRE WITH THEIR NAME, AND ASK THEIR PARENT OR GUARDIAN THE FOLLOWING QUESTIONS ABOUT EACH CHILD.

Name of the employed minor	PERSON N° _____	PERSON N° _____	PERSON N° _____	PERSON N° _____
1. Do you give part or all of your income to your parents / guardians with whom you usually live?	Yes, my employer turns everything over to them directly..... 1	Yes, my employer turns everything over to them directly..... 1	Yes, my employer turns everything over to them directly..... 1	Yes, my employer turns everything over to them directly..... 1
	Yes, I turn everything over to them..... 2	Yes, I turn everything over to them..... 2	Yes, I turn everything over to them..... 2	Yes, I turn everything over to them..... 2
	Yes, part is turned over by the employer..... 3	Yes, part is turned over by the employer..... 3	Yes, part is turned over by the employer..... 3	Yes, part is turned over by the employer..... 3
	Yes, I give part to them..... 4			
	No..... 5 (Go to 4)			
2. Do you save any part of your earnings?	Yes, regularly..... 1	Yes, regularly..... 1	Yes, regularly..... 1	Yes, regularly..... 1
	Yes, occasionally..... 2	Yes, occasionally..... 2	Yes, occasionally..... 2	Yes, occasionally..... 2
3. What is your main reason for saving?	To start-up my own business..... 1			
	To attend school..... 2			
	Other _____ 3	Other _____ 3	Other _____ 3	Other _____ 3
specify	specify	specify	specify	
4. Are you satisfied with your current job?	Yes _ 1 → (Go to 6)			
	No _ 2 → (Continue)			
5. Why not?	Wages are too low..... 1			
	Work very hard and tiring..... 2			
	Employer very hard / demanding..... 3			
	Income as self-employed is very low..... 4			
	Other _____ 5	Other _____ 5	Other _____ 5	Other _____ 5
specify	specify	specify	specify	
6. If you were given the opportunity, what would you like to do now and in the future?	Now _____	Now _____	Now _____	Now _____
	In the future _____			

ANVASSER'S OBSERVATIONS: (Please make any comment / observation about the interviews, the interviewees, etc., which might facilitate later pro

Notes

1. The Balboa (B/) is on a par with the U.S. dollar.
2. Comptroller General of the Republic-Statistics and Census Office, "Panamá en Cifras 1996-2000", November 2001
3. The ethnically indigenous population refers to the one accepted as such by these individuals themselves at any point in the country. Enumeration of the indigenous population, without restricting it exclusively to areas inhabited by that population, was introduced starting with the 1990 population census.
4. Department of Economics and Finance, 1999, Perfil y características de los pobres en Panamá, Panamá: DEF, p.18.
5. UNICEF, 1997, Human Development in Panama. Child Labour and Education, Panama: UNICEF, pages 9 and 10.
6. Batista, Juan Luis, 2002, Cadenas de pobreza, Panama: La Prensa, January 27, 2002.
7. UNICEF, 1997, Human Development in Panama: Child Labour and Education, Panama, pages 10 and 11, cited by Dávalos Jessica, s/p.
8. Of the labour Conventions ratified, 36 were ratified in 1970; 18 in 1971; 7 in 1958; 4 in 1966; 3 in 1969; 2 in 2000; and 1 in 1954.
9. See Constitución de la República de Panamá.
10. Family Code, Title V, Book II (Articles 508-513), Child Labourers
11. Amor, Denis Acosta de, 2002, Requisitos para aprobar permisos de trabajo de menores de edad, Panama: MITRADEL-DG DIGT, Programme for Child Labourers and Working Women.
12. Complementary legislation in this sense consists of Cabinet Decree N° 160, 4 June 1974, which approves Convention N°10 of the International Labour Organisation (ILO), regarding the age for admission of children for agricultural labours; Cabinet Decree N° 163, 4 June 1970, which approved Convention N° 15 of the International Labour Organisation (ILO), setting the minimum age for admitting children as warehousemen or boiler stokers; Executive Decree N° 164, 4 June 1970, which approved Convention N° 16 of the International Labour Organisation (ILO), regarding obligatory medical exams for minors employed on board ships; Executive Decree 174, 4 June 1970, which approved Convention N° 58 of the International Labour Organisation (ILO), which set the minimum age for admission of children to maritime labour (Revised in 1936); Executive Decree N° 184, 4 June 1970, which approved Convention N° 78 of the International Labour Organisation (ILO), regarding medical exams on the aptitude for employment of minors in industrial jobs; and Executive Decree N° 190, June 4 1970, which approved Convention N° 123 of the International Labour Organisation (ILO), regarding the minimum age for admission to subterranean labour in mines. Furthermore, the following laws are included as part of the regulations, Law 17 of 15 June

2000, which approved Convention N° 138 on the minimum age for admission to employment, adopted 26 June 1973 and Law 18, 15 June 2000, which approved Convention N° 182 on the prohibition of the worst forms of child labour and immediate action for their eradication, adopted by the General Conference of the International Labour Organisation (ILO), on 17 June 1999.

13. Panama has ratified 11 International Conventions on Child Labour, among which the most relevant are ILO Conventions 138 and 182.
14. Convention on the Rights of the Child, approved by the General Assembly of the United Nations, 20 November 1989, adopted by Panama in 1990.
15. Article One, Executive Decree N° 25, 15 April 1997.
16. According to Article Five, "The Committee will have a Technical Secretariat consisting of one representative from the National Family and Childhood Council, one representative from the Social Welfare Office, one representative from the Labour Inspector's Office and one from the International Labour Organisation through the International Programme for the Elimination of Child Labour (ILO-IPEC)". Executive Decree N° 25, 15 April 1997.
17. Article One, Executive Decree N° 9, 21 April 1998.
18. Article Five, Executive Decree N° 9, 21 April 1998.
19. Whereas, Executive Decree N° 18, 19 July 1999.
20. Article One, Executive Decree N° 18, 19 July 1999.
21. OEI/ME, 2001, Sistema Educativo Nacional de Panamá: 2002, Madrid: OEI, pp. 65 and 66.
22. Department of Education, Memoria 2001, "La excelencia educativa es una meta nacional", Panama, December 2001, n.p.
23. Sánchez, Luzmila, "Panamá: Informe Preliminar de Evaluación de Educación Para Todos" In EPT Evaluación 2000, UNESCO, 2000.
24. Department of Education, Memoria 1998, Panama, December 1998, p.18 and 22
25. It is important to clarify that for an objective analysis when comparing by area and considering ethnic characteristics, indigenous areas are presented separately, even though information for these areas is also included in that for rural areas.
26. For statistical interpretation and comparison, it is important to consider that not all members of the so-called active age group actually participate in economic activities and not all of those in the ages of dependency are in effect dependent, as is the particular case of child and adolescent labour, which is the subject of this study.
27. It is important to note two aspects. The first refers to the minimum legal age for starting work, 14 years of age (Law 17 of 15 June 2000, which approved ILO Convention 138 on the Minimum Age for Admission to Employment). The second has to do with the current Statutory Law on Education, basic general education is universal, free and compulsory, with a duration of 11 years, which extends through 14 years of age, while middle school education is free and diversified, and includes ages 15 through 17 years.
28. Working minors refers to the economically active population between 5 and 17 years of age.
29. This excludes new workers, i.e., those seeking work for the first time.
30. For comparative purposes with current educational legislation, this includes pre-middle school, for 3 years, which forms a part of the first level of education or basic general education; middle school, which lasts for 3 years, constitutes the second level of education. This is frequently known as secondary education, and this is the disaggregation applied in this analysis.
31. According to the definitions utilised by the Comptroller General of the Republic, under the Statistics and Census Office, which apply to the economic characteristics of the population, a family worker is that person who is employed "working on a regular basis in a business or enterprise of a member of his/her own family, for 15 or more hours, even though s/he does not earn wages or a salary".

32. This parameter is used taking advantage of an available instrument, to deduce inferences that, notwithstanding, should not be assumed as objectively generalised for the whole country, since the City of Panama is primordially urban and has characteristics that are not necessarily attributable to the different levels of disaggregation that possess specific particularities. The information on the cost of the basic food basket responds to calculations estimated by the Department of Economy and Finance based on figures provided by the Comptroller General of the Republic through the Statistics and Census Office.

33. Department of Economy and Finance, 2000. Percepciones colectivas de la Comunidad, Panamá: mimeo, p.1.
34. Department of Economy and Finance, 1999, Perfil y características de los pobres en Panamá, Panama: MEF, p.18.
35. UNICEF, 1997, Desarrollo Humano en Panamá. Trabajo Infantil y Educación, Panama: UNICEF, pages 9 and 10.
36. Batista, Juan Luis, 2002, Cadenas de pobreza, Panama: La Prensa, 27 January 2002.
37. UNICEF, 1997, Desarrollo Humano en Panamá: trabajo infantil y educación, Panama, pages 10 and 11, cited by Dávalos Jessica, s/p.
38. ILO-IPEC, 1993, El trabajo infantil en América Central, Geneva: ILO, First Edition, Central American Seminar on Child Labour, Tegucigalpa 2-6 August, 168 pages.
39. ILO/IPEC. Trabajo infantil doméstico en Panamá. ILO: 2002.
40. ILO/IPEC. La explotación sexual comercial de niños, niñas y adolescentes – Panamá. ILO: 2002. The study was carried out by the Institute for Women (IMUP) at the University of Panama.
41. As a complement to this chapter, a survey was carried out in government and non-governmental institutions, as well as social movements that have among their action plans diverse strategies to guarantee the rights of children and to eradicate child labour. The survey objective was to obtain first-hand information to precisely characterise policies and programmes that are being carried out to eradicate and prevent forms of child labour. It is important to emphasise that 250 questionnaires were distributed among research institutions (9), unions (6) employer groups (8), Government Departments (4), universities (16) and more than 200 NGOs. From this total, only eleven (11) were completed (in certain cases only partially) and returned.
42. This Foundation is financed both by the Kellogg Foundation and a group of national and international donors sponsoring children from Darién during a certain period of time.