

FCPF project: Readiness support for Reducing Emissions from Deforestation and Forest Degradation in Panama

GRANT MONITORING REPORT

Mid-term Review

Atlas project ID (Award): 00080097 Atlas project ID (Output): 00089923

FCPF REDD+ Readiness Project Panama

GRANT MONITORING REPORT

Purpose

- Review of the progress towards results
 Support to decision-making
 Problem-solving
 Learning

Beneficiary satisfaction and feedback

Accountability

A. ADMINISTRATIVE ACCOUNTABILITY

Framework documentation in place	What to look for	YES/NO	Remarks
Project Document	Is the prodoc signed, attached in Atlas? Is it available on IATI?	Yes	The ProDoc was signed by the Implementing Partner and UNDP in November 2015, attached in the UNDP Atlas and available in IATI.
LOA	Letter of Agreement signed? Implemented?	Yes	Every year a LoA for Country Office support to National Implementation Modality is signed with the implementing partner (MiAMBIENTE)
LPAC minutes signed	Attached in Atlas?	Yes	
Minutes of the Project Board	Documented?	Yes	 2 Board meetings took place during February and December 2016. The last Project Board was in June 2017. The next Project Board meeting is planned for December 2017.
Donor Reports	On time?	Yes	Annual FCPF Development Partner report due in March. Bi-annual FCPF Country Progress report due on 15 March and 15 August.
Final Reports	On time?	No	Not due. Project under implementation.
Finding on Project file	Review the process of procurement and asset inventory	No	Not due. Project under implementation

B. MID-TERM PROGRESS

Panama's mid-term progress report (MTR) highlights overall results achieved in the REDD+ readiness preparation process to enable implementation of policies and measures to reduce deforestation and forest degradation, promote reforestation, and ultimately access result-based finance. Panama has carried out extensive capacity building activities with the main stakeholders; laid out the basis of the National REDD+ Strategy (NRS), Safeguards Information System (SIS), and the National Forest Monitoring System (NFMS); and developed the roadmap, methodologies and data collection for its Forest Reference Emission Level (FREL) which will be submitted to the UNFCCC in January 2018. Based on the findings of the report and considering the use of funds, UNDP, as implementing partner of the project, qualifies Panama's progress as moderately satisfactory.

Regarding the National REDD+ Strategy, the Government identified that the main policy instrument to implement it will be the <u>Alliance for One Million Hectares</u> (AxM). The policy is a public-private partnership, aiming to reforest one million hectares in Panama over a period of 20 years (2015-2035) to recover degraded soils for commercial reforestation, conservation of natural forests inside and outside protected areas, and restoration of gallery forests for the protection of water resources. Under the AxM, the the Ministry of Environment (MiAMBIENTE) has been promoting sustainable lending practices for the national bank with UNDP support. Additionally, a new proposed Law for restoring deforested and degraded lands and promote the conservation of natural forests has been submitted by MiAMBIENTE to the National Assembly where it has been approved and is currently awaiting Presidential endorsement, the proposal includes all 5 REDD+ activities. The policy is part of the forest governance architecture Panama is aiming at, and it has been discussed at all levels with the support of the members and managers that cosigned the AxM (public and private sector) as well as NGOs, and community-based organizations.

Important progress was made on establishing a NFMS and FREL. Three technicians from MiAMBIENTE have been trained on data collection and use of Open Foris <u>Collect Earth</u> (2 of them women), and have generated information for the FREL applying a methodology called "MAPATON" with 26 participants (10 women), including two university students. An international technical expert is supporting the development of the FREL document. Panama has generated sufficient data on emission factors and activities to establish a solid proposal for its FREL which includes (i) Panama's forest definition for REDD+, (ii) Identification of carbon sources and sinks, as well as the activities, gases and carbon deposits considered, (iii) The reference period, (iv) Emission Factors based on the National Forest Inventory data, (v) Emissions reductions for deforestation and forest degradation, (vi) Forest conservation and sustainable management, and (vii) Enhancement of forest carbon stocks.

The participatory process for the elaboration of the National REDD+ Strategy, that begun through the <u>Escucha Activa</u> process supported by the UN-REDD Programme, is on track and multiple events have been organized that prioritized capacity building and the participation of indigenous peoples. More than 1,000 people participated in the workshops, the REDD+ platform (*Mesa REDD*+), and several sessions for capacity building on FREL, Safeguards, Gender, and the NFMS. The focus of these events was to increase awareness of REDD+ and to ensure that the perspectives and concerns of local communities are considered. A special participatory mechanism was established with indigenous peoples as permanent platform with the Government to discuss 12 points regarding indigenous lands and REDD+. The process

generated 12 proposals that are under analysis by a governmental inter-sectoral commission lead by MiAMBIENTE.

As outlined on the MTR report, the basic technical studies were completed between 2012-2015 with UN-REDD's support. A consultancy consortium is working on developing the National RED+ Strategy Document, integrating these inputs along with the ones from the participatory process, and the political guidance from MiAMBIENTE. The SESA and ESMF will be completed in parallel with the NRS document, through a consultancy starting in January 2018. The ESMF will be developed in accordance with the guidelines of the Common Approach. Panama has as a basis legal and information analysis for REDD+ safeguards already systematized.

On communications Panama has developed an updated communication strategy that ensures proper informed participation of the different stakeholders, strengthening capacity building through basic data regarding REDD+, climate change, and the FREL. A national poll was conducted to determine level of knowledge in those topics (1,241 surveys with general public, indigenous peoples, *campesino*, afro-Panamanians, private sector), only 42.5% had some knowledge (40% among indigenous). Based on this, the communication strategy was revised to communicate the importance of REDD+. The target audiences were classified between general and specialized. The general target audience includes forest-dependent communities: afro-Panamanians, *campesino*, and indigenous communities, with special emphasis on young people and women as agents of change in their communities. The specialized target audiences include the private sector, NGOs, media and the public sector. A national campaign "*Bosques Vivos*" was launched in 2016, including exhibitions and <u>multimedia</u> in national TV, Internet and the biggest shopping mall in Panama; social media cover and <u>radio jingles</u> playing on tune stations.

Institutions and organizations supporting REDD+ readiness in Panama are coordinated through the Climate Change National Committee that is comprised of 27 government institutions including the Minister of Agriculture and Livestock, as well as through meetings of the REDD+ platform (*Mesa REDD*+), of which two were held in the last year.

This grant follows UNDP's National Implementation Modality (NIM) with MiAMBIENTE as the Implementing Partner. The Project Management Unit (PMU) provides technical, financial management and procurement support with input from the UNDP Country Office, and technical support form UNDP's regional center as required.

C. MANAGEMENT ACCOUNTABILITY

C.1 Management Arrangements Does the project structure exists? Roles clearly defined? Staff is clear about their responsibilities?	The Project Board includes the Ministry of Environment, the Ministry of Foreign Affairs, UNDP and direct representatives from indigenous people, farmers, women, afro-descendant. The Board monitors the results and performance indicators of the project and approves the annual work plans and budget. The Board is presided over by MiAMBIENTE since this is a nationally implemented project (NIM).		
	There is a Project Management Unit in charge of implementing the project with a Manager, a REDD+ Coordinator and a technical team from MiAMBIENTE with technical support from a team that includes a Monitoring, Planning and Evaluation Specialist, a Consultation and Participation specialist and 5 forest technicians, a SIG		

C.2 RRF (AWP) revised? Input: initial RRF AWP signed? Implementable? (Delivery rate etc.)	 technician, and a legal consultant in addition to administrative assistants hired by UNDP but located within the Ministry of Environment in the Climate Change Direction. For the elaboration of the specific technical products the team hires individual consultants and/or companies (for example for the FREL). All work plans and budgets are approved by the Project Board. The general progress of the project is considered "medium level" and if we take into account that the project is scheduled to end in December 2017 we should consider the following: The average progress in its programmatic implementation is 45% in its 22 indicators of the outputs established in the ProDoc¹; and The implementation of its programmatic funds US \$3.8m is 55% to date.
C.3 M&E Planupdated? Input: initial M&E Plan Revisions of the initial M&E framework i.e. M&E Plan prepared? Written track on decisions exist?	up to date. Every year, the project board revises and updates the Results M&E Plan with technical advice from an M&E Specialist according to the initial M&E plan. M&E methods conform to the UNDP CO Standard Operating Procedure (SOP).
C.4 MoV& Indicators exist? Input: Initial M&E plan Are they still relevant? Are the indicators easily obtainable and SMART? Will they be monitored further? Is data collected as planned?	Means of Verification (MoV) for the outputs indicators have been defined in the updated logic framework. The progress of MoV is recorded every six months in the Project Management Module in the UNDP monitoring system as planned.
C.5 Assessment dates Input: Initial M&E plan Adherence to assessment dates? Assessment results captured and communicated? Corrective actions taken (if needed)	 The assessment of the M&E plan is part of each Project Board (PB) meeting every six months. The most recent PB held in June 2017 reveals the need to plan a no-cost extension of the project until December 2018 to conclude with the REDD+ readiness phase for Panama since the budgetary implementation as well as the progress of the indicators had around 50% progress. Two independent consultants were hired to: Undertake the mid-term evaluation of the Project² following UNDP's M&E process;

¹ Based on the criteria of indicative activities, milestones and variables established in the indicators.

² Based on UNDP policy for Planning, Monitoring and Evaluation.

	 Facilitate the development of Panama's Mid-term report following the FCPF MTR requirements and guidelines.
C.6 Management of risks Have the foreseen risks materialized? Risks	The FCPF Risks and Issues Log is updated every six months and discussed with members of the project board to agree the additional measures to manage the risks proactively. In May 2017, the Risk Evaluation Committee of UNDP met to
updated and management responses articulated? High risks escalated to Project Board?	evaluate the progress achieved in the implementation of the project and look for new options that could help the progress towards the preparation of REDD+ and achievement of a common approach for the social and environmental standards.
	During the Project Board meeting of June 2017 UNDP proposed the need to focus on the results of the project retaking the lessons learned, risk analysis and mitigation measures.
	Table 1 provides further details on the management of risks.
C.7 Evaluations <i>Any planned evaluation?</i>	The mid-term evaluation of the project – (project ID AWARD 00080097 Atlas project ID (Output): 00089923- was planned in January 2017 and took place between August and September 2017.
ToR developed? Follow up actions defined (Management Reponses)?	15 recommendations came out of the mid-term evaluation including:
Any delays/overdue actions?	 The Ministry of Environment must "define the highest political levels for a REDD+ vision at a country level" The need for greater political support and national appropriation of the project; and The need for a no-cost extension until the end of 2018.
	An audit of the project also took place during 2016 that resulted in "satisfactory" grade.
C.8 Target Groups Is it clear who they are? Is the feedback regularly collected, stored and used?	The main focus of the FCPF project is to complete REDD+ readiness for implementing policies and measures to reduce deforestation and forest degradation, and ultimately allow Panama to receive result-based payments through the UNFCCC.
Data disaggregated?	Within the framework of the REDD+ national working group, we are working with key representatives and differentiated stakeholder through different channels of communication (institutions, afro-descendant communities, farming families, gender groups and women empowering associations) both at the central, regional and local levels. Currently we have 459 key actors at the national and regional levels in Panama.
	An Indigenous Technical Committee was created that reports directly to the 12 indigenous congresses (local authorities) that has been meeting with government interlocutors from MiAMBIENTE (Minister, Vice minister, National Directors), Ministry of Government and Land National Authority. This

	platform is called the Extended Indigenous Technical Committee.		
	MiAMBIENTE, through its 14 regional offices, has regional work plans for the process towards the preparation of REDD+, training 56 regional liaisons with the objective of having a participation of over 500 representatives of key stakeholder in regional forums.		
	Key target institutions are the 27 governmental institutions that completes Climate Change National Committee: Ministry of Agriculture and Livestock; Ministry of Economy and Finances; Ministry of Commerce and Industry; Ministry of Social Development; Ministry of International Affairs, Panama Canal Authority, University of Panama, Agro and Livestock Investigations Institute, National Assembly, among others.		
	Feedback of those actors is collected regularly and used in the participative process to elaborate the NRS and its pillars (Safeguards Information System (SIS), and the National Forest Monitoring System (NFMS)).		
C.9 Capacity Development Any capacity development activities? If yes, individual and institutional changes	Capacity development was focused on: design and developing the forest reference level, basis for the National Forest Monitoring System, and REDD+ National Strategy updated draft, safeguards, and gender. Approximately 1,000 people with 50% women.		
are observable? How?	UNDP facilitated and supported the Indigenous Technical Commission ³ in which seven people participate periodically, two of them women, that defined its work plan based on two out of the 19 points indicated by the indigenous people since 2009, to be incorporated in the REDD+ National Strategy (currently 11 documents ⁴ have been developed, detailing expectations for REDD+). A three-phased roadmap was also prepared for mainstreaming gender in REDD+ that includes (i) Phase 1: Preparing to incorporate gender in REDD+ (ii) Phase 2: Capacity building for gender equality in REDD+. (iii) Phase 3: Managing knowledge of gender equality.		
	In Phase 1, 91 people participated, 46 of them women.		
C.10 Sustainability Transition and phase-out arrangements, including a sustainability plan are in place? National ownership	The mid-term evaluation concluded that the "appropriation of the REDD+ concept and therefore the Project in Panama is problematic". The project has no exit strategy nor sustainability to continue the REDD+ actions. To respond to this challenge the following recommendations were		

³ Created in 2016 in order to comply with the Free, Prior and Informed consent (FPIC)

⁴. 1) Territorial and jurisdictional Security, 2) Forest administration 3) monitoring and evaluation of forests 4) Professional indigenous capacity building and traditional scientists, 5) Free, Prior and Informed Consent, 6) Collective rights of natural resources and environmental management, 7) "Good Living" – Equitable distribution of benefits, 8) Strengthening of indigenous congresses and councils, 9) Balu Wala Methodology 10) Participation Plan PPII in REDD+ 11) Medicinal plants protection.

exists? Potentials for	presented for the preparation of a Sustainability Plan:			
scaling up?	 Incorporate social, financial and institutional sustainability considerations into the project implementation and exit strategies Prepare a roadmap for the sustainability of each of the key results of the project (such as the strategy, reference level, forest monitoring, and safeguards) with clear milestones that can be easily monitored. Promote the institutionalization of REDD+ in the country's land use governance arrangements. Define and adopt policies and measures that promote the implementation of the results and their sustainability. Articulate the REDD+ results of the Project with other areas of the government. Promote the development and strengthening of national capacities. Focus the implementation of REDD+ in pilot areas. Prepare a Financial Plan for the National REDD+ Strategy. 			
	 Generate political support at the highest level. 			
Proposed actions				
recommendations, and the C	f the REDD+ project financed by the FCPF delivered 15 CO has prioritized: nest political levels a vision for REDD+.			
	nisms for a more efficient and constant structuring of the high-level bilateral discussions between MiAMBIENTE and			
 Generate synergies and strategic alliances between the Project and other initiatives related with the forest sector in the country (such as the Alliance for the Million). 				
 Generate transparent processes for knowledge management. Integrate in a more effective manner the gender dimension in a complete and Integrate in a more effective manner the gender dimension in a complete and 				
 Optimize the particular 	on in all outputs and relevant processes of the Project. articipation and consultation processes, not only in the ng used but also reflecting the needs of those actors that take resses.			
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D. PROJECT PERFORMANCE-IMPLEMENTATION RISKS AND ISSUES

Table 1 provides information on key risks and issues, including proposed dates of action and responsibilities.

Table 1: Key Risks and Issues

lssues/risks	How to resolve it	Proposed date of action	Responsibility
Difficulty in achieving engagement of key sectors needed to conclude the preparation phase and start the implementation of REDD+ in Panama	Keep the inter-sectoral and multi-actor participation platform active for key stakeholders and improve the mechanisms to achieve an effective engagement that leads to decision making in the preparatory phase in REDD+. Include actions that lead to a generation of conventions and inter-sectorial and sectorial agreements as part of a validation process o the REDD+ National Strategy. Keep the activation of workshops and regional forums with technical liaisons and key actors in their territories. Active and permanent national REDD+ working group "National Development Plan for Indigenous people" to improve the levels of integration and streamlining of REDD+ actions.	Immediately	UNDP CO MIAMBIENTE
Delays in the activation of the national forest monitoring system.	A GIS specialist was hired. There have been information exchanges for capacity building of technical staff member in MiAMBIENTE. In January 2017, a workshop with international experts on reference levels was organized.	Immediately	UNDP CO MIAMBIENTE
High turnover of MiAMBIENTE and project personnel.	Panama's UN-REDD National Programme generated documentation with the most important milestones, technical reports and annual and semi-annual progress reports. Hiring technical staff with sufficient experience in the REDD+ preparation process and climate change. Implementation of a mechanism to facilitate a periodic documentation of progress and lessons learned. Undertake a complete induction to staff member to be hired (including a presentation of results and lessons learned under the UN-REDD programme).	Immediately	UNDP CO MIAMBIENTE
Limitations in complying with World Bank requirements for the common approach for implementing partners given the National Implementation modality.	UNDP as implementing partner prepared a presentation about the requirements of the WB under the Common Approach. During this presentation, the counterparts from the World Bank and the technical focal point of the REDD+ regional team participated. The project coordinator participated in the last meeting of the FCPF and interacted with the WB as well as counterparts from the Ministry of Environment. At the beginning of the project a document with the roles and responsibilities was shared with MiAMBIENTE. A Monitoring and Evaluation specialist was hired for	Immediately	UNDP CO

Issues/risks	How to resolve it	Proposed date of action	Responsibility
	the project management Unit. The specialist works closely with the Programme Officer in the UNDP country office. The Project Management Team is in the Ministry of Environment and this facilitates the transfer of capacities.		
Conflict activation with indigenous peoples.	UNDP is monitoring of the issues related land titling and concessions over the access to natural resources. A coordination mechanism at the technical level was established with indigenous people. This mechanism was approved by the 12 structures of indigenous people in Panama and a dialogue was retaken. A principal and alternate were designated to participate in the Project Board meeting. An exhaustive revision of the recommendations made by an international consultant to improve the effectiveness of the complaint mechanism in Panama and alongside the Project there is work currently being done at the legal and political levels with the Ministry of Environment to generate protocols to address complaints and grievances made through 3-1-1 and document and systematize Panama's position over the issue of land and natural resources access before the Human Right Inter- American Court. The UNDP country office has also begun the process to establish a mechanism to respond to institutional complaints.	Starting immediately , monitored continuously	UNDP CO MIAMBIENTE
Negative influence over the perception of citizens and key stakeholders vis-a-vis the Project.		Immediately	UNDP CO MIAMBIENTE
Lack of consensus for the validation of a REDD+ national strategy that is	Making available through a transparent channel of communication in the MiAMBIENTE website all information related to new proposals towards the elaboration and validations of a REDD+ national strategy. Keep the inter-sectorial and multi- stakeholder participation platform for decision making active in the preparatory phase of REDD+.	March 2018	UNDP CO MIAMBIENTE

lssues/risks	How to resolve it	Proposed date of action	Responsibility
robust and achievable.	Put into practice the FCPF-UNREDD guidelines for interested parties as indicated in the Participation and Consultation Plan for REDD+ in Panama. Undertake the Strategic Social and Environment Evaluation (EESA) and develop an Environmental and Social Management Framework (MGAS). Prepare alongside key stakeholders the design of a safeguard information system. Comply with orientations from the FCFP related to transparency, information dissemination, accountability and conflict prevention and resolution. Strengthen UNDP's monitoring of the consultancy team in charge of developing the REDD+ National Strategy for Panama.		

E. LESSONS LEARNED DURING MONITORING SESSIONS

- International coordination mechanisms at the political level are fundamental. There are technical and interinstitutional coordination platforms (e.g. the National Climate Change Committee), however the participants in general do not take decisions neither manage the political elements. MiAMBIENTE needs a public advocacy plan to ensure REDD+ is considered by decision makers and therefore is integrated in their planning and deliberations.
- The REDD+ communication strategy must be robust and respond to a Theory of Change and support the public advocacy plan as a tool to increase awareness, technical knowledge and partnerships.
- Human resources within MiAMBIENTE needs a permanent capacity building program including effective mechanisms for internal coordination among national directorates and regional departments. Also, to interact with other public servants in government institutions that are relevant for REDD+.
- Effective mechanisms are fundamental to ensure the exchange of knowledge and information, and develop sustainable synergies among MiAMBIENTE programs and initiatives, especially to control the quality of data and consistency of reports that Panama submits to the UNFCCC.

F. COMPLIANCE WITH FCPF'S COMMON APPROACH FOR MULTIPLE DELIVERY PARTNERS

In accordance with the Common Approach, UNDP as the implementing partner of this grant, complies with the necessary environmental and social standards during the implementation of the project. These standards give detailed orientation about the social and environmental evaluation and project management as well as the evaluation of types and specific impacts of each project. Furthermore, UNDP guides MiAMBIENTE in implementing REDD+ readiness

activities in Panama so they can comply with UNDP's standards through specific meetings for revision, monitoring and evaluation, and close collaboration with MiAMBIENTE.

In 2016 UNDP, in its capacity as an FCPF delivery partner, delivered a presentation about the requirements of the World Bank for the Common Approach to the authorities in the MiAMBIENTE and a series of actions and concrete measure were agreed upon for management of socials and environmental risks and application of mitigation measure monitored in the Project boards.

The UN-REDD Programme in Panama supported MiAMBIENTE (previously ANAM) in the preparation of the following products on safeguards: 1- Conceptual framework for safeguards, 2- Capacity-building Plan and communication material about safeguards, 3- Analysis of the Panamanian legal framework relevant for REDD+ safeguards, 4- Analysis of the mechanisms and information system already available, 5-Interpretation of national safeguards, and 6- Proposal for a National approach to Safeguards.

In 2017, support and capacity building was provided by regional the UNDP office to MiAMBIENTE, on the requirements to comply with the Common Approach:

- Complete the institutional framework for safeguards;
- Analysis of risks and benefits of the Policies and Measures of the National REDD+ Strategy;
- Complete the Strategic Environmental and Social Evaluation and the Environmental and Social Management Framework (MGAS) as well as the management plan;
- Develop and internal and external platform of the Safeguard Information System (SIS);
- Develop and submit a summary of information to the UNFCCC.

It is worth pointing out that the mid-term evaluation of the project acknowledges that one of the positive points found in relation to the effective participation of civil society is that "at all times the foundation of free, prior and informed consent with indigenous people is fully respected and is within the framework of the national Constitution and all Panamanian standards that establish clear rules over this issue", also at the same time there is "strengthening of civil society's participation". However, recommendation 11 indicates the need to "Optimize the participation and consultation processes, not only in the mechanisms being used but also reflecting the needs of those actors that take part in these processes" and this does not only apply to indigenous people.

In relation to the prevention and resolution of conflicts, MiAMBIENTE has an Office for Redress and Citizen Complaints that is supported by Resolution AG-0009-2005 of 11 January 2015. In addition, Panama has a Citizen's Attention Center 3-1-1 that attends to all issues related to environmental management, including forest. This Center can be contacted in eight different ways: free toll number 3-1-1, email, web site, Facebook page, Instagram account, YouTube account and a cellphone application. This Center is supported by Executive Decree 555 from 2010 based on the National Constitution. The Consolidation of the REDD+ Preparation Phase in Panama added a Legal Specialist that supports the preparation of a document on "Legal Analysis of the complaints mechanism of MiAMBIENTE" emphasizing the difficulties encountered in its application and possible improvements when dealing with administrative issues.

G. PARTICIPANTS

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References Annual Project Reports Reports to the Project Board Financial Reports 2016 Audit Reports 2016 Evaluation Mid Term 2017

ANNEX 1

FCPF Project Status of Funds Utilization

	Approved budget	Cumulative Funds Used			Funds available	
Component	(A)	(up to October 2017[1])			(=A-B)	Delivery
Component		Funda	Funds	Total		rate
		Funds committed	disbursed	(B)		
Component 1: Organization and Consultation	883,800.25	40,840.00	478,002.00	518,842.00	364,958.25	59%
Component 2: Preparation of the Panama National REDD+ Strategy	518,641.35	118,604.00	133,423.00	252,027.00	266,614.35	49%
Component 3: Development of a National Forest Reference Emission Level or a National Forest Reference Level	433,350.00	51,858.00	251,328.00	303,186.00	130,164.00	70%
Component 4: National Forest Monitoring System and Safeguard Information System	1,260,420.00	89,773.00	354,718.00	444,491.00	815,929.00	35%
Planning, Monitoring, Evaluation & Oversight (1)	703,788.40	122,077.00	459,506.00	581,583.00	122,205.40	83%
Total	3,800,000.00	423,152.00	1,676,977.00	2,100,129.00	1,699,871.00	55%