







Management Response UN-REDD Panama Mid-term Evaluation

UN-REDD PROGRAMME

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Management response

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Overall comments

The team of Panama's UN-REDD National Joint Programme, henceforth National Joint Programme (NJP), hereby thanks the evaluation team for its work and recommendations made in the final evaluation report, which can be found at www.un-redd.org.

The NJP is in charge of supporting Panama in strengthening its capacities for national REDD+ implementation in the future. Approved at the end of 2009, the NJP was one of the first UN-REDD National Programmes in the world. Having pioneered this kind of programmes, the NJP had to operate without the support of any existing experience, nor benefiting from any guidance or consultation. The crisis the country went through during the initial phases of the NJP also became a challenge, making it more complex than expected to reach Programme goals. Also, since 2009, the REDD+ topic has evolved as discussions have taken place at other national and international forums. Having designed the logical framework around mid-2009, the NJP required much flexibility and adaptation to respond to the results of such discussions.

For the NJP, evaluation results represent a unique opportunity to make the necessary adjustments considering the existing delays and the evolution of REDD+ topics within national and international discussions, as well as the current situation of Indigenous Peoples in Panama.

As part of the response to the evaluation recommendations, ANAM, the UN Agencies and the NJP team have completed a redraft proposal for the NJP's results framework in line with the recommendations received. The redraft was done using the new template for National Programme submissions to the UN-REDD Policy Board, based on the R-PP template version 6 harmonized between the FCPF and UN-REDD. The new Results Framework focuses on four main components: (i) consultation, participation and communication; (ii) national monitoring system; (iii) establishment of reference levels; (iv) development of

REDD+ implementation strategy in the country. The proposed products for the aforementioned work areas have taken into consideration the available resources and time remaining before the end of the readiness phase. By the time this Management Response was drafted, the Results Framework redrafting proposal had been included in ANAM and COONAPIP's dialogue agenda, and discussed by the technical teams of both institutions. The COONAPIP technical team made specific recommendations that have been included in and attached to this Management Response. The NJP expects that this new Results Framework allows for satisfactory results by the end of the Programme.

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Recommendation 1: Keep activities with Indigenous Peoples on standby until clear agreements with national and territorial indigenous authorities on how to further collaborate are reached.	Accepted	Programme activities involving Indigenous Peoples were discontinued since March this year and will remain on standby until formal agreements with national and territorial indigenous authorities are reached. After PB10, in June 2013, a new dialogue has been taking place between ANAM and COONAPIP. This dialogue included two rounds of work sessions: from 2-4 September and 14-15 October. Such work sessions focused on elaborating a work proposal to be presented to all the Indigenous leaders in the country during the next COONAPIP assembly. In such sessions, ANAM and COONAPIP agreed on a work methodology focusing on: "Establishing a good faith, goodwill dialogue between COONAPIP and ANAM for finding common points in order to resume common interest activities while building a national work agenda on environmental topics, natural resources management, governance, legislation and climate change that allows to address the interests of Indigenous Peoples in Panama in the context of conservation and sustainable forest management."	UN-REDD Programme's activities with the Indigenous Peoples of Panama will remain on standby until clear agreements with national and territorial indigenous authorities on how to further collaborate are reached. The UN-REDD Programme will respect the time	ANAM, the UN Agencies and the Panama UN- REDD National Joint Programme (NJP)

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		 In order to reach this goal, the parties agreed upon the following main issues: The basic assumption that ANAM institutionally acknowledges an Indigenous Peoples facilitating entity (COONAPIP - Congresses and Councils), based on the UN Declaration on the Rights of Indigenous Peoples. One of ANAM's tasks is to establish a framework agreement for mutual cooperation. Review of the 19 issues raised by the National Coordinator of Indigenous Peoples of Panama in the context of the National UN-REDD Programme, with the purpose of drafting a national environmental agenda between ANAM and COONAPIP. Finding mechanisms and/or facilitating processes leading to comprehensively address topics related to the aforementioned 19 issues. ANAM formally acknowledges COONAPIP as an IP coordination and dialogue institution to discuss national topics, and respect IP's self-determination and the 12 territorial institutions' decision-making capacity. The NJP's and the Agencies' technical teams' priority is to support this dialogue, facilitating logistics and secretariat services, and also helping to generate a dialogue environment in equality, transparency and respect. By the time this Management Response was submitted, progress was being made on the technical dialogue between ANAM and COONAPIP, and two instruments are expected: The signing of the ANAM-COONAPIP Framework Convention, building on the four points above. Redrafting the new UN-REDD Results Framework so that it becomes an ANAM-COONAPIP-ONUREDD joint project. 	COONAPIP and ANAM take to reach these possible agreements.	

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		These two possible instruments should be ratified and signed at a high level by the COONAPIP General Assembly, which consists of the authorities of the 12 territorial entities of the seven Indigenous Peoples of Panama.		
Recommendation 2: Extend the NJP until the end of 2014 with a view to complete and consolidate results achieved and seek their sustainability.	Partially accepted	Due to delays and discontinuation of programme activities, it will not be possible to complete the activities by the established deadline, January 2014. The NJP acknowledges the need to request the Policy Board to push the deadline to June 2015. The main reason for this is that even if the Policy Board approved an extension in December 2013 the full resumption of activities would not happen until the second quarter of 2014 due to the time needed to process contacts with institutions, hire staff and other procedures necessary for the implementation of activities. Likewise, the Programme needs a period of two months for closing project accounts and generating the corresponding financial and activity reports.	The programme extension request is expected to be submitted to the UN-REDD Policy Board at its meeting, in December 2013.	ANAM will prepare the request, whereas the technical teams of ANAM, the UN Agencies and the NJP will prepare support documents.
Recommendation 3: Adapt the NJP strategy to the unequal progress of several of its elements, minimizing dependency on unpredictable results and strengthening coherence among the elements that are currently under implementation.	Accepted	Since the completion of the Mid-term Evaluation, and in response to this recommendation, the NJP has focused on reviewing the activities to be implemented and their corresponding timeline in order to complete and consolidate the results achieved and seek their sustainability. During this review, the Results Framework has adopted the R-PP version 6. In this process, some products and activities were eliminated, as they were considered unrealistic both time and budget-wise. On the other hand, all the activities considered were reviewed so as to ensure their implementation by December 2014. The NJP implementation strategy was examined taking into account the existing progress gaps among its components, which mostly responded to a sequence of activities that are usual to a REDD+ strategy. For instance, technical inputs on multiple benefits, opportunity and additionality costs, among others, were given in the past and fed the National REDD+	We intend to submit the Results Framework along with the Programme extension request at the UN-REDD PB11.	The adaptation of the Strategy has been a joint task of ANAM, the UN Agencies and the NJP.

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		Roundtable's discussion on the Strategy. This specific process was delayed due to the discontinuation of programme activities. The definition of activities for the remaining period focused on developing products that would best complement the results achieved so far and would allow the Programme to complete the readiness phase through a REDD+ implementation strategy discussed with all counterparts. In such a way, for instance, consultation and participation, monitoring system and reference levels elements were prioritized together with the operational needs for implementing REDD+ in the country, and the mainstreaming of these elements into the National REDD+ Strategy. The latter ensures the convergence of all work areas towards a final product.		
Readjust and/or resize expected NJP Products with a view to eliminate unreachable Products and focus on generating robust and sustainable ones considering the following: a new timeframe, the remaining budget, the national crisis and, eventually, the agreements signed with Indigenous Peoples.	Accepted	The NJP has carried out a product and activity analysis prioritizing those considered critical to the Programme's goals, and which can be reached with the available budget and under the assumption that the Programme will be granted an extension until June 2015. This readjustment envisions achieving a balance between the various Programme components and minimizing the dependence on unpredictable circumstances. For the period starting now until June 2015, the implementation degree among components will be leveled out through a Results Framework that has redirected resources and focused on coordinated consultation, participation and communication, as well as on the proposal of a legal framework for debate. An operating mechanism and the development of a National REDD+ Strategy, as well as the implementation of a national forest monitoring system are also crucial. A series of activities, while important, were considered unreachable time-wise. For instance, it was not deemed feasible to define a consensual legal framework, although some options for a legal framework were agreed and submitted to the National REDD+ Roundtable for discussion. Likewise, the definition, consensus and validation of a National Strategy for REDD+ implementation is not feasible within the project's duration. However, a Strategy proposal beyond the scope of this project could be submitted to the parties for further	The process of reviewing the Programme Results Framework resulted in a proposal that has been discussed by the technical teams of ANAM, COONAPIP, the UN Agencies and the NJP, attached to this Management Response.	The technical teams of ANAM and the NJP, supported by the agencies, were responsible for formulating a first draft of the results framework proposal. ANAM led the submission of the first proposal to COONAPIP's technical team, as well as the incorporation of inputs and

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		It is important to note that the Results Framework and work timeline depend on elements that could affect the pace and scope of implementation. Two examples of such elements are the time required for discussions between ANAM and COONAPIP aiming to resume activities with Indigenous Peoples, or the national elections in Panama, which will take place mid-2014.		feedback received.
Recommendation 5: Consolidate the National REDD+ Roundtable as a broad permanent dialogue platform for ANAM and the Panamanian society for defining, coordinating and implementing the REDD+ Strategy in Panama.	Accepted	The Panama UN-REDD Programme deems crucial to consolidate and institutionalize the National Roundtable as a valid mechanism for consultation processes and participation in elaborating and following up on the implementation of the National REDD+ Strategy. For this purpose, the Results Framework uses the National Roundtable as a convergence platform for consensus and debate between CS stakeholders and the Government on REDD+ in the country, including the review of the National Strategy content. The National REDD+ Roundtable will be convened once the active listening process concludes – which is the first step once the Programme is resumed. The reactivation of the Roundtable will move forward with the establishment of the National REDD+ Strategy. The National Roundtable will be convened again for debating and improving the Strategy document with a view to make a decision on the document itself. The Roundtable will probably have to continue functioning in 2015. Regarding the Roundtable's sustainability, we strive to strengthen its structure so that it continues to be a central and permanent governance instrument within the REDD+ process in Panama.	The reactivation of the National Roundtable is expected to take place during the first quarter of 2014. However, the latter could be affected by the timing and results of the active listening process, as well as by the results of the dialogue between COONAPIP and ANAM.	ANAM with the operational support of the NJP.
Recommendation 6:	Partially accepted	ANAM is currently in a dialogue phase with the COONAPIP authorities following up on the results achieved during the UN-REDD Policy Board	No deadline for meeting this	ANAM, supported by

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Request targeted support to the UN-REDD Global Programme in order to strengthen consultation among and participation of Indigenous Peoples, inasmuch as their authorities request and agree to receive such support.		Meeting at Lombok, Indonesia, in June 2013. The Panama UN-REDD Programme is supporting this dialogue and expects it to define a consensual work agenda on REDD+ between the Government and Indigenous Peoples. It is possible that the support to this process requires funds exceeding the financial capacity of the NJP. Nevertheless, the recommendation is accepted partially because it is necessary to define the results and products expected from this dialogue process. Once the latter is done, it will be possible to assess, jointly with COONAPIP, the financial needs additional to those identified in the Results Framework attached to this Management Response. Based on this assessment, a targeted support request could be prepared to strengthen consultation with and the participation of Indigenous Peoples in REDD+ in Panama. If necessary, additional financing will be sought for in support of this process.	recommendation was specified at this moment, as it depends on the dialogue process between ANAM and COONAPIP.	the NJP team and the UN Agencies, and in agreement with COONAPIP authorities.
Recommendation 7: Determine the scope, dimension, institutional anchoring and maintenance, and sustainability mechanism for the National Forest Monitoring System (INF, satellite system for land monitoring and GHG inventory) according to available budget; also determine options for obtaining additional financing, the NJP timeline	Accepted	 After completing the evaluation, ANAM-FAO launched the implementation options in accordance with the available budget. As a result, the scope of the Programme products relating to the National Forest Monitoring System has been redefined. National Forest and Carbon Inventory (NFCI): At the beginning, the Programme intended to carry out a full NFCI with approximately 250-300 sample units. After the restructuring, a pilot inventory will be carried out with 40-50 sample units beside a final design for the NFCI. In order to complete the sample units, additional financing is being sought for. A forest cover and land use map for 2012 has been incorporated into the new Results Framework, whose scope is limited to obtaining only digital products, leaving the map's printed version as an option once 	A system sustainability proposal elaborated by February 2014. Decision-making on the institutionalizatio n of the National Forest Monitoring System will be a task of ANAM.	ANAM supported by the NJP team and FAO.

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and collaboration with other		additional funding is channeled.		
sub-national, national and				
international agencies.		Regarding the National Forest Monitoring System's sustainability, it is important to underline that ANAM staff is carrying out readiness and review, methodology design, field data collection and product development tasks, supported by additional technical staff hired by FAO. Also, in order to ensure sustainability, ANAM and FAO are holding a dialogue to determine the system's scope, dimension, institutional anchoring and maintenance —		
		including the participation of other institutions and actors. Below are some specific activities geared to ensure the system's sustainability:		
		A document containing all considerations for the institutionalization and sustainability of Panama's Forest Monitoring System will be elaborated. The document will include a structural analysis of costs, and human and material resources needs in order to sustain all the system components. It will also include an analysis of the technical and financial implications of various scope, dimension and periodicity options. Nonetheless, the final decision on the dimension of some components, such as the National Forest and Carbon Inventory, cannot be made until data collection and analysis have concluded.		
		While maintaining a direct dialogue with other actors, FAO/ANAM will analyze and assess various options for institutionalizing system components – including financial options for sustaining the system and possible institutional arrangements. In this respect, discussions between FAO and ANAM have started, and technical staff from MIDA and ARAP has been included in map elaboration with the purpose of supporting the monitoring system in the future.		
		 ANAM/FAO is incorporating the issue of forest management into the proposal to be submitted to FCPF. ANAM has also started assessing the 2015 budget, including some system maintenance needs. 		

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Recommendation 8: Define diversified consultation, participation and capacity-development strategies according to the needs and demands of stakeholders involved in REDD+-related processes in Panama.	Accepted	The new Results Framework proposal includes a diversified consultation and participation strategy that will implement a set of actions seeking to involve main stakeholders or users in a potential REDD+ process, in equality/transparency/respect. This process will have a emphasis on Indigenous Peoples' and other forest dependent communities' participation, as well as that of various actors, organizations, institutions and people who want to participate, support and collaborate in a dialogue/development/transformation process that results in a National REDD+ Strategy proposal in Panama. The dialogue and negotiation process taking place among COONAPIP, ANAM and UN-REDD is facilitating the development of a new Results Framework, which is an actual restructuring of the former one. Substantial changes are being introduced, all of which point to a deep, previously-agreed participation with shared methodologies, differentiated and respectful with the IP conceptions and autonomy in Panama. The latter will also apply for Afro-descendant and peasant communities, who are central stakeholders to the new Results Framework participation process. This consultation, participation and capacity-building process has three main phases: Phase 1: Continuation of the dialogue process started at the Tenth UN-REDD Programme Policy Board Meeting in Lombok. This phase seeks to consensually establish rules, regulations and IP participation requirements for the next phases. This should be done in conditions of equality/transparency/respect. To be implemented in 2013. Stage 2: Participative development of a final Panama REDD+ Strategy draft. In this phase, the creation of a final Strategy draft by the end of 2014 is intended by means of the following methodologies: Active listening: this process is a participative diagnose of the perception that Panamanian society has of the current forest situation,	The consultation, participation and capacity-building strategy has been completed and is part of the reviewed Results Framework attached to this Management Response.	ANAM, NJP technical team supported by the UN Agencies

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		 the main problems or challenges for reducing emissions from deforestation and forest degradation in Panama and the increase of forest carbon deposits or pools. National REDD+ Roundtable workshop: after the active listening process, the National REDD+ Roundtable will be convened, where stakeholders that were newly identified in previous sub-phases can become involved. The National Roundtable will be a discussion platform for forest-related strategic problems in Panama and for assessing which of these problems can be addressed through REDD+ and how. The reactivation of the Roundtable directly responds to recommendation 5 in the Mid-term Evaluation. Technical work for developing the first Panama REDD+ Strategy draft: this activity will be guided by the National Environment Authority, with support of the NJP and the United Nations System Agencies' technical teams. It is critical that this draft is a consequence of and responds to the results of the two previous phases (active listening and planning workshop), and that it responds to challenges considered strategic by stakeholders. It should also be realistic considering the current legislative developments and institutional capacities of Panama. National REDD+ Roundtable Workshop for the improvement and elaboration of an advanced strategy draft: the Panama REDD+ Strategy draft, debate on its contents and recommend adjustments – which ANAM should include while elaborating the second draft. During 2015, it might be necessary to carry out another National Roundtable until a final draft is prepared and ready to be submitted to public validation. Phase 3: This phase will take place in 2015 (possibly with FCPF funds). Once the final draft of the Panama REDD+ Strategy is ready, it will be submitted to a thorough social validation process by IP. This process should reach the community level with the help of COONAPIP and the 12 traditional indigenous authorities. Once the Strategy is validated, it must be made		

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		official by the Government.		
Recommendation 9: Adopt a communication protocol to ensure the dialogue on consultation and participation issues in the context of the NJP takes place directly among the official NJP representatives and the Panamanian organizations with roles and mandates that are institutionalized in the context of REDD+ in Panama (government agencies, Indigenous Peoples, civil society, the academia and others).	Accepted	The NJP has included communication and consultation activities with the civil society, Government, Indigenous Peoples and other forest-dependent communities in its new Results Framework. The NJP agrees that it is critical to define and use a transparent protocol ensuring that the dialogue on consultation and participation issues takes place directly among representatives with roles and mandates that are institutionalized in the context of REDD+ in Panama. The active listening and consultation process is expected to provide the necessary elements for elaborate such communication protocols in a participative fashion. Please, note that while the Programme has been operating without a formal protocol in this respect, the dialogue and consultations that the NJP has carried out have been held with formal representatives of several groups and stakeholders interested in REDD+ topics.	This product will be developed once the NJP extension is ensured and once the results from the dialogue between ANAM and COONAPIP are available. Its definition and implementation is expected in the first quarter of 2014.	ANAM, NJP technical team supported by the UN Agencies
Recommendation 10: Focus the communication strategy on the dissemination	Accepted	The new revised Results Framework will focus mainly on communicating and disseminating the products developed by the Programme, as suggested in the Mid-term Evaluation.	This strategy was already elaborated and is reflected in the	The NJP supported by the technical teams of ANAM
and discussion of products for the national analysis generated by the NJP (Geo- Portal among others).		Together with product dissemination, the communication strategy emphasizes transparency in the National REDD+ Strategy drafting process. The results and activities of communication work are included in the revised Results Framework attached to this Management Response.	new Panama UN- REDD Programme Results Framework.	and the UN Agencies.
Recommendation 11: (UN-REDD)	Accepted	Before carrying out the independent investigation and mid-term evaluation of Panama's National Programme, the UN-REDD Programme recognized the need to improve and better coordinate the implementation of National	- Presentation on enhancing implementatio	UN-REDD Programme's Secretariat and

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Look for ways to simplify and streamline the management of joint national programs through national execution modalities or implement them through a single agency		Programmes. As such, in 2012, the three participating UN organizations agreed on principles for the implementation of National Programmes, including: • In national implementation cases, the national counterpart should expect receiving funds from an Agency, according to the agreements reached under the National Programme. If there is more than one national counterpart, funds could be transferred from more than one UN agency. • Should it not be possible to have funds transferred by one single UN agency to the national counterpart, the Agencies should use the Harmonized Approach to Cash Transfer (HACT) and coordinate transfer dates with one single counterpart. • One agency can agree to provide direct technical assistance in collaboration with one national counterpart. The budgeted amount to be used for direct technical assistance will be agreed upon with the national counterpart before NP earmarks are submitted to approval. • Direct technical assistance will be facilitated through the National Programme work plan, implemented by the PMU (or equivalent). These principles, which were agreed upon after the launch of Panama National Programme and which are applied to the NP approved as of 2012, will also be applied to the revised National Programme taking into account that many of these principles are already in use. In addition, and following upon the Policy Board's recommendation to keep working on means to enhance implementation of National Programmes, the Programme will have a session on this at the eleventh Policy Board meeting, and will realize an analysis of the status of National Programmes vis-à-vis the implementation modality during the first trimester of 2014.	n of National Programmes at the eleventh Policy Board meeting - Analysis of the status of National Programmes vis-à-vis the implementatio n modality during the first trimester of 2014.	Management Group
Recommendation 12: (UN-REDD)	Accepted	The UN-REDD Programme will continue to support the application of the principles outlined in the Stakeholder Engagement and FPIC Guidelines through supporting countries to tailor and implement country-owned	Currently operating until 2014	UN-REDD Global Programme Stakeholder

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recommendation	Accepted, partially	1 onow-up action to be taken on recommendations	(expected	responsible for
recommendation	accepted or rejected		implementation	Implementation
	accepted of rejected		and completion	Implementation
			dates)	
Adapt UN-REDD's directives and guidelines (stakeholder		guidance that is consistent with national legislation and socio-economic contexts (e.g. the Programme is currently supporting Papua New Guinea,	,	Involvement Group
engagement, FPIC) to better reflect the complex realities		Vietnam and Central Sulawesi on the elaboration of national/subnational FPIC guidelines).		
and experiences generated in				
the execution in the field.		The UN-REDD Programme will also develop case studies that reflect the lessons and challenges in applying the guidelines at the national level;		
		support national and regional workshops for key stakeholders to share their experiences in applying the guidelines; and develop additional tools		
		and documents to focus on and support the practical application of the guidelines.		
		For the FPIC Guidelines in particular, there will be periodic revisions and updates to the current version based on their application, increased information and experience related to the application of FPIC more generally, and continued input and feedback from governments, indigenous peoples and forest dependent communities, practitioners and experts, partners and colleagues. Additionally, the UN-REDD Programme will take onboard a number of recommendations from Input Paper 1 to the Workshop on "Practical Approaches to Ensuring the Full and Effective Participation of Indigenous Peoples in REDD+, 1" organized by the German Government, FCPF and the UN-REDD Programme, also written by Birgitte Feiring.		
		Specifically, the UN-REDD Programme will consider how best to: 1) supplement the FPIC Guidelines with guidance to countries on how to ensure consultation and consent in broader processes, including at the		
		national level; 2) simplify, substantiate and streamline the operational guidance; and 3) combine procedural steps with in-depth reflections on		

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 $^{^{1}}$ Paper under revision; link will be provided when updated paper is available.

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		experiences and lessons learned emerging from implementation on the ground.		
Recommendation 13: (to UN-REDD) To UN-REDD: study possible modalities for addressing and solving issues deriving from the UN System's rules and procedures regarding the acknowledgement (also for management purposes) of Indigenous Peoples' political and technical institutions in their representative and programme management roles.	Partially accepted	The UN-REDD Programme follows and applies the participating UN Agencies' rules, regulations and procedures. This also includes procurement and contracting issues, and executing modalities. That said, the UN-REDD Programme's scope to change such issues is limited. However, the following steps will be taken: Through the Management Group (MG), the political, administrative and operational implications of collaborating with Indigenous Peoples in the context of REDD+ will become known to the relevant parties within the Agencies so that possible solutions in the long term can be explored. In the UNDP context, the UN-REDD experience in Panama and in other countries has been shared on an online forum with the purpose of exploring and assessing means to improve IP participation in UNDP programs and implementation modalities. When this experience concludes (and as lessons learned are incorporated by the Agencies), the UN-REDD Programme will also incorporate them in a way that improves Indigenous Peoples' participation in collaboration with governments in the context of REDD+; The Programme Secretariat will facilitate the integration of lessons learned from the process in Panama into existing National Programmes, as well as into future NPs. In the short term, the institutional context for preparing R-PPs and NPs will be re-analyzed by assessing groups of interest, the context, national strengths and deficiencies, and how they relate to REDD+. A deeper assessment of National Programmes, the sequence of activities for stakeholder involvement and the corresponding fund allocations will be included in the NPs independent review process. A more systematic integration of initiatives (such as a broader collaboration with the UNDP CO in Panama) relating to governance and	- Context of the institutional analysis for new R-PPs and NPs from the beginning of 2014 onwards Plan for disseminating rules of procedure and procurement, and implementation modalities prepared during the first quarter of 2014.	UN-REDD Programme Management Team

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		 IP at the national level will be sought through the National Center. Current management, contracting and implementation modalities, as well as rules and procedures, will be disseminated in a clearer fashion among all the parties from the very beginning, aiming to manage expectations. 		