

# Validated Terminal Review of the UNEP-GEF Project “Development of the National Framework for Climate Transparency of Panama” (GEF ID 10023)

2020 – 2022



MINISTERIO DE  
AMBIENTE



UNEP Industry and Economy Division

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This report has been prepared by an external consultant as part of a Terminal Review, which is a management-led process to assess performance at the project's operational completion. The UNEP Evaluation Office provides templates and tools to support the review process and provides a formal assessment of the quality of the Review report, which is provided within this report's annexed material. In addition, the Evaluation Office formally validates the report by ensuring that the performance judgments made are consistent with evidence presented in the Review report and in-line with the performance standards set out for independent evaluations. As such the project performance ratings presented in the Review report may be adjusted by the Evaluation Office. The findings and conclusions expressed herein do not necessarily reflect the views of Member States or the UN Environment Programme Senior Management.

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"Development of the National Framework for Climate Transparency of Panama"

GEF ID 10023

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## ACKNOWLEDGEMENTS

This Terminal Review was prepared for UNEP by Marcelo Theoto Rocha.

The reviewer would like to express their gratitude to all persons met and who contributed to this review, as listed in Annex II.

The review team would like to thank the project team and in particular Mr. Juan Manuel Lucero (Project Manager) for their contribution and collaboration throughout the review process. Sincere appreciation is also expressed to the Project Board who took time to provide comments to the draft report.

The review consultant(s) hopes that the findings, conclusions and recommendations will contribute to the successful finalisation of the current project, formulation of a next phase and to the continuous improvement of similar projects in other countries and regions.

## BRIEF EXTERNAL CONSULTANT(S) BIOGRAPHY

MR. Marcelo Theoto Rocha is a climate change specialist with over 28 years of experience in Monitoring, Reporting and Verification (MRV) both in developed and in developing countries. He was one of the key negotiators for the Enhanced Transparency Framework (ETF) of the Paris Agreement, including its modalities, procedures, and guidelines

### ***Review team***

Marcelo T. Rocha

## ABOUT THE REVIEW

**Joint Review:** No

**Report Language(s):** English.

**Review Type:** Terminal Review

**Brief Description:** This report is a Management-led Terminal Review of a UNEP project implemented between 2020 and 2022. The project's overall development goal was to build the foundation upon which the Enhanced Transparency Framework (ETF) of the Paris Agreement will be implemented in Panama. The review sought to assess project performance (in terms of relevance, effectiveness and efficiency), and determine outcomes and impacts (actual and potential) stemming from the project, including their sustainability. The review has two primary purposes: (i) to provide evidence of results to meet accountability requirements, and (ii) to promote learning, feedback, and knowledge sharing through results and lessons learned among UNEP, the GEF and the relevant agencies of the project participating countries.

**Key words:** Climate Change; Transparency; Monitoring, Reporting and Verification.

**Primary data collection period:** February - May 2023

**Field mission dates:** no field missions have been carried out

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## LIST OF ACRONYMS

AFOLU	Agriculture, Forestry, and Land Use
BSP	Bali Strategic Plan for Technology Support and Capacity Building
BTR	Biennial transparency report (to the Paris Agreement)
BUR	Biennial update report (to the UNFCCC)
CATHALAC	Water Centre of the Humid Tropics for Latin America and the Caribbean
CBIT	Capacity-building Initiative for Transparency
CMA	Conference of the Parties serving as the meeting of the Parties to the Paris Agreement
CONACCP	National Council of Climate Change of Panama
COP	Conference of the Parties (to UNFCCC)
CRT	Common reporting tables
CTF	Common tabular formats
EA	Expected Accomplishment
EOU	Evaluation Office of UNEP
ETF	Enhanced Transparency Framework (of the Paris Agreement)
FCPF	Forest Carbon Partnership Facility
GHG	Greenhouse gases
INEC	National Institute of Statistics and Census
IPCC	Intergovernmental Panel on Climate Change
IPPU	Industrial process and product use
LULUCF	Land use, land use change and forestry
M&E	Adaptation Monitoring and Evaluation System ( <i>Sistema de Monitoreo y Evaluación de la Adaptación</i> , in Spanish)
MEF	Ministry of Economy and Finance
MiAMBIENTE	Ministry of Environment of Panama
MIDA	Ministry of Agricultural Development
MoU	Memorandum of Understanding
MTR	Mid Term Review
MRV	Monitoring, reporting and verification
NC	National Communications (to the UNFCCC)
NDC	Nationally determined contributions
NGO	Non-Governmental Organisation
PA	Paris Agreement
PIR	Project Implementation Review
PNTC	National Framework for Climate Transparency of Panama ( <i>Plataforma Nacional de Transparencia Climática</i> , in Spanish)
PoW	Programme of Work
PRC	Project Review Committee (internal UNEP committee that approves new projects)
ProDoc	Project Document (must be reviewed by PRC before any project can be undertaken, with the approval of the managing division director)
PSC	Project Steering Committee
REDD+	Reduction of Emissions from Deforestation and Forest Degradation

RCC	Regional Collaboration Centre (to the UNFCCC)
ReNA	National Action Registry ( <i>Registro Nacional de Acciones</i> , in Spanish)
ReNAM	National Mitigation Action Registry ( <i>Registro Nacional de Acciones de Mitigación</i> , in Spanish)
ReNE	National Emissions Registry ( <i>Registro Nacional de Emisiones</i> , in Spanish)
ReNMI	Means of Implementation National Registry ( <i>Registro Nacional de Medios de Implementación</i> , in Spanish)
ROLAC	Regional Office for Latin America and the Caribbean
RTH	"Reduce Your Footprint Program" ( <i>Reduce Tu Huella (RTH) Corporativo – Carbono</i> , in Spanish)
SD	Sustainable Development
SDG	Sustainable Development Goals
SINIA	National Environmental Information System ( <i>Sistema Nacional de Información Ambiental</i> , in Spanish)
SNE	National Energy Secretariat
S-SC	South-South Cooperation
SSINGEI	National GHG Inventories Sustainable System ( <i>Sistema Sostenible de Inventarios Nacionales de Gases de efecto Invernadero</i> , in Spanish)
ToC	Theory of Change
ToR	Terms of Reference
TR	Terminal review
UNFCCC	United Nations Convention on Climate Change
UNEP	United Nations Environment Programme

## PROJECT IDENTIFICATION TABLE

**Table 1: Project Identification Table**

UNEP PIMS ID:	N/A		
DONOR (GEF/GCF etc) ID:	10023		
Implementing Partners	Ministry of Environment of Panama / Wetlands International		
Relevant SDG(s):	<p>SDG 13: Take urgent action to combat climate change and its impacts</p> <p>Target 13.2: Integrate climate change measures into national policies, strategies, and planning.</p> <p>Indicator 13.2.1: Number of countries with nationally determined contributions, long-term strategies, national adaptation plans, strategies as reported in adaptation communications and national communications.</p> <p>Target 13.3: Improve education, awareness-raising and human and institutional capacity on climate change mitigation, adaptation, impact reduction and early warning.</p> <p>Indicator 13.3.2: Number of countries that have communicated the strengthening of institutional, systemic, and individual capacity building to implement adaptation, mitigation and technology transfer, and development actions.</p>		
Sub-programme:	Climate change	Expected Accomplishment(s):	<p>Countries increasingly adopt and/or implement low greenhouse gas emission development strategies and invest in clean technologies (UNEP-MTS 2018-2021).</p> <p>State and non-state actors adopt the enhanced transparency framework arrangements under the Paris Agreement (Outcome 3 UNEP-MTS 2022-2025)</p>
UNEP approval date:	09/06/2020	Programme of Work Output(s):	1B,1C: 1.1;1.5; 1.3;1.6; 1.7; 1.8.
Expected start date:	November 30, 2020	Actual start date:	November 30, 2020
Planned completion date:	November 30, 2022	Actual operational completion date:	November 30, 2022
Planned project budget at approval:	850,000	Actual total expenditures reported as of 30 November 2022	\$ 775,514
Planned Environment Fund allocation:	850,000	Actual Environment Fund expenditures reported as of 30 November 2022	\$ 757,534.85
Planned Extra-Budgetary Financing:	N/A	Secured Extra-Budgetary Financing:	N/A
		Actual Extra-Budgetary Financing expenditures reported as of [date]:	N/A
First disbursement:	31/12/2021	Planned date of financial closure:	30/11/2023
No. of formal project revisions:	2	Date of last approved project revision:	13/04/2022
No. of Steering Committee meetings:	3	Date of last/next Steering Committee meeting:	Last: 10/23/2022 Next: N/A



Mid-term Review/ Evaluation (planned date):	N/A	Mid-term Review/ Evaluation (actual date):	N/A
Terminal Review (planned date):	December 2022	Terminal Review (actual date):	June 2023
Coverage - Country(ies):	Panama	Coverage - Region(s):	National
Dates of previous project phases:	N/A	Status of future project phases:	N/A

## EXECUTIVE SUMMARY

### Project background

1. Panama has received GEF funding for the implementation of the medium-size project “**Development of the National Framework for Climate Transparency of Panama**” (GEF ID 10023), which in this document is referred to as the PNTC project.
2. Under its climate change focal area, and to support the country’s efforts to implement the Paris Agreement, the GEF approved the project in June 2020, with 850,000 USD GEF financing which included 80,750 USD GEF Agency Fee. The project was implemented from November 2020 to November 2022 through the **Capacity-building Initiative for Transparency (CBIT)**.
3. UNEP, as the Implementing Agency, launched the project’s implementation in cooperation with **Wetlands International**, that was chosen by the **Ministry of Environment of Panama (MiAMBIENTE)** as its designated agency for project’s execution.
4. The PNTC project was designed to build the foundation upon which the Enhanced Transparency Framework (ETF) of the Paris Agreement will be implemented in Panama.

### This Review

5. This **Terminal Review (TR)** has two primary purposes: (i) To provide evidence of results to meet accountability requirements, and (ii) To promote operational improvement, learning and knowledge sharing through results and lessons learned among a target audience that includes UNEP, Wetlands International, the Ministry of Environment of Panama (MiAMBIENTE) and key project stakeholders, such as the National Council of Climate Change of Panama (CONACCP).

### Key findings

6. As result of the PNTC Project actions have been taken to overcome the institutional and technical barriers identified during the development of the project proposal (baseline). As results of such actions, it can be stated that:
  - Technical capacity and know-how to generate, manage and disseminate robust and verifiable climate-related data was enhanced
  - Tracking of climate actions and investments executed outside the jurisdiction of the Ministry of Environment was enhanced
  - A robust GHG Inventories Management System was developed and implemented
  - The adaptation methodologies and indicators to be used within the monitoring and evaluation (M&E) system will facilitate the measurement of the progress of adaptation actions
  - Institutional arrangements for cross-sectoral climate planning, data collection, and sharing were updated
  - Management of information in sectoral records to facilitate the development of research on climate change were enhanced
  - Institutional programs for safeguarding data and information; including of guidelines, procedures or protocols were created

- Climate change data and information are available to be taken into consideration in decision making

## Conclusions

7. Based on the Theory of Change (TOC), constructed during the review, it can be concluded that, as result of the project, Panama is in the direction to be able to comply with Paris Agreement ETF reporting requirements, in a timely manner; and that "public and private entities are able to monitor, report and disseminate robust, transparent, and verifiable climate-related data from their respective sectors".
8. Based on the findings from this review, the project demonstrates performance at the "**Highly Satisfactory**" level (a table of ratings against all review criteria is found in the Conclusions section, below). Areas that would benefit/would have benefited from further attention are "Effectiveness - Likelihood of impact"; "Efficiency" and "Financial sustainability".

## Lessons Learned

9. Lesson 1: Language barriers need to be overcome to ensure full participation of all stakeholders in the PNTC
10. Lesson 2: Limited access to internet can limit PNTC impact
11. Lesson 3: Subnational engagements are necessary to enhance the collection of relevant data and information within PNTC
12. Lesson 4: Setting clear rules of engagement during PNTC consultation process makes the process easier and reliable
13. Lesson 5: It is important to give a space in the PNTC where stakeholders can properly communicate their ideas/inputs
14. Lesson 6: There is no opposition to progress, there is disagreement with the means to achieve it and the lack of equality
15. Lesson 7: Reporting on the progress of PNTC process is necessary, it provokes greater interest

## Recommendations

16. Recommendation 1: MiAMBIENTE should take steps to ensure that sufficient funding is made available in the national budget for the ongoing operating and maintenance of the PNTC
17. Recommendation 2: MiAMBIENTE should take steps to ensure that the proposals for the ministerial resolution and draft framework agreement are formally adopted following the agreed legal procedures
18. Recommendation 3: MiAMBIENTE should take steps to encourage ministries, public institutions and key stakeholders to use the tools and procedures established under the PNTC Project

## Validation

The report has been subject to an independent validation exercise performed by UNEP's Evaluation Office. The performance ratings for the 'Development of the National Framework for Climate Transparency of Panama' project (GEF ID 10023) set out in the Conclusions and Recommendations section (p78), have been adjusted as a result. The overall project

performance is validated at the '**Satisfactory**' level. The Evaluation Office has found the overall quality of the report to be '**Satisfactory**' (See Annex IX).

## I. INTRODUCTION

19. This report presents the results of the **Terminal Review (TR)** of the medium-size project **“Development of the National Framework for Climate Transparency of Panama” (GEF ID 10023)**, which in this document is referred to as the PNTC project. The PNTC project was designed to build the foundation upon which the Enhanced Transparency Framework (ETF) of the Paris Agreement will be implemented in Panama.
20. Under its climate change focal area, and to support the country’s efforts to implement the Paris Agreement, the GEF approved the project in June 2020, with 850,000 USD GEF financing which included 80,750 USD GEF Agency Fee. The project was implemented from November 2020 to November 2022 through the **Capacity-building Initiative for Transparency (CBIT)**.
21. UNEP, as the Implementing Agency, launched the project’s implementation in cooperation with **Wetlands International**, that was chosen by the **Ministry of Environment of Panama** as its designated agency for project’s execution.
22. The project contributed to UNEP’s strategic priorities including the **Bali Strategic Plan for Technology Support and Capacity Building (BSP)** and **South-South Cooperation (S-SC)**. The BSP relates to the capacity of governments to comply with international agreements (such as the Paris Agreement) and obligations at the national level; promote, facilitate and finance environmentally sound technologies and to strengthen frameworks for developing coherent international environmental policies. S-SC is regarded as the exchange of resources, technology, and knowledge between developing countries.
23. **UNEP’s Economy and Industry Division** implemented the project and requested the **Regional Office for Latin America and the Caribbean (ROLAC)** to provide accompaniment in the implementation of the project.
24. The project’s main objective was to establish the **National Framework for Climate Transparency of Panama (Plataforma Nacional de Transparencia Climática - PNTC, in Spanish)**<sup>1</sup> to facilitate the collection, management and dissemination of climate-related data in a consultative and transparent manner (Figure 1).

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<sup>1</sup> <https://transparencia-climatica.miambiente.gob.pa/>

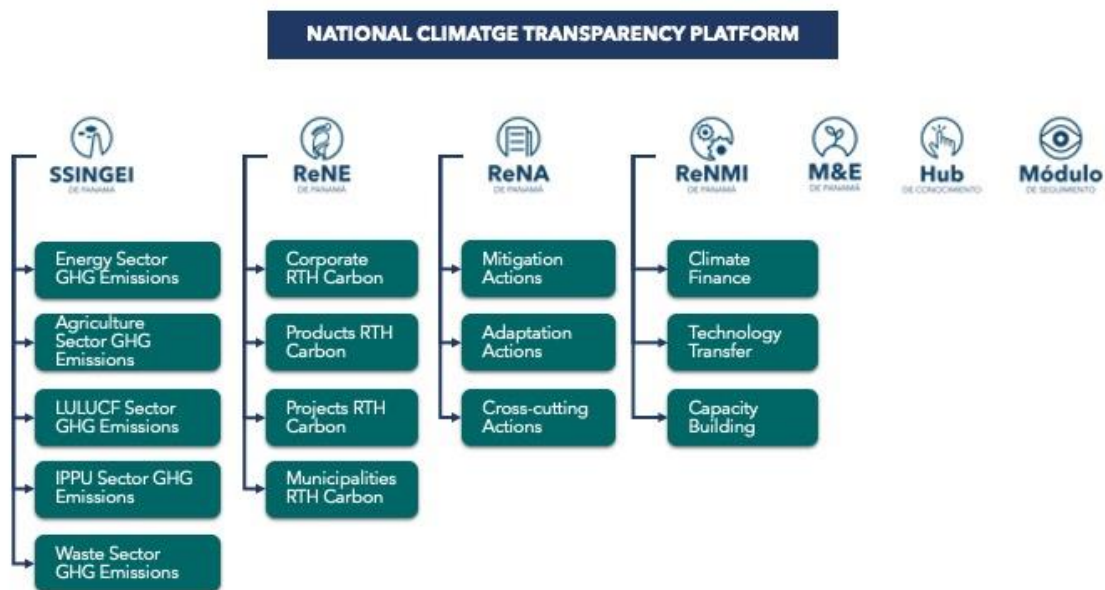


Figure 1: National Framework for Climate Transparency of Panama (PNTC, in Spanish)

Source: PNTC Guidelines Manuals

25. In line with the **UNEP Evaluation Policy**<sup>2</sup> and the **UNEP Programme Manual**<sup>3</sup>, the TR is undertaken at operational completion of the project to assess project performance (in terms of relevance, effectiveness, and efficiency), and determine outcomes and impacts (actual and potential) stemming from the project, including their sustainability.
26. This TR has two primary purposes: (i) To provide evidence of results to meet accountability requirements, and (ii) To promote operational improvement, learning and knowledge sharing through results and lessons learned among a target audience that includes UNEP, Wetlands International, the Ministry of Environment of Panama (MiAMBIENTE) and key project stakeholders, such as the National Council of Climate Change of Panama (CONACCP). A complete list of stakeholders is presented in section page 20.

<sup>2</sup> Available at: <https://www.unenvironment.org/about-un-environment/evaluation-office/policies-and-strategies>

<sup>3</sup> Available at: <https://wecollaborate.unep.org>

## II. REVIEW METHODS

27. This TR was conducted by an external consultant and it used a participatory approach, whereby key stakeholders were informed and consulted throughout the evaluation process. The UNEP Evaluation Office provided templates and tools to support the review process.
28. The reviewer used both quantitative and qualitative review methods for obtaining information on key review criteria presented in this report under the findings section and to provide answers on the following key strategic questions:
  - Q1:** Did the State and non-State actors participating in the project adopt the enhanced transparency framework arrangements under the Paris Agreement?
  - Q2:** Does the country Strengthen and improve transparency mechanisms of National institutions for domestic and UN conventions reporting?
  - Q3:** Did the State and non-State actors participating in the project adopt the new tools developed by the project?
  - Q4:** Was the project executed efficiently?
  - Q5:** What changes were made to adapt to the effects of COVID-19 and how might any changes affect the project's performance?
29. In line with the UNEP Evaluation Policy, the UNEP Programme Manual and the Guidelines for GEF Agencies in Conducting Terminal Evaluations, this TR has been carried out using a set of 9 commonly applied review criteria which include: (1) Strategic Relevance, (2) Quality of Project Design, (3) Nature of External Context, (4) Effectiveness (incl. availability of outputs; achievement of outcomes and likelihood of impact), (5) Financial Management, (6) Efficiency, (7) Monitoring and Reporting, (8) Sustainability and (9) Factors Affecting Project Performance and Cross-Cutting Issues.
30. Most review criteria are rated on a six-point scale as follows: Highly Satisfactory (HS); Satisfactory (S); Moderately Satisfactory (MS); Moderately Unsatisfactory (MU); Unsatisfactory (U); Highly Unsatisfactory (HU). Sustainability and Likelihood of Impact are rated from Highly Likely (HL) down to Highly Unlikely (HU) and Nature of External Context is rated from Highly Favourable (HF) to Highly Unfavourable (HU). The ratings against each criterion are 'weighted' to derive the Overall Project Performance Rating. The greatest weight is placed on the achievement of outcomes, followed by dimensions of sustainability.
31. The UNEP Evaluation Office has developed detailed descriptions of the main elements required to be demonstrated at each level (i.e., Highly Satisfactory to Highly Unsatisfactory) for each review criterion. A call was held with the a UNEP Evaluation Manager for the tools and guidance to be introduced. The reviewer has considered all the evidence gathered during the TR in relation to this matrix to generate review criteria performance ratings.
32. The review consisted of several steps, including the elaboration of the review design, data collection and analysis, on-line interviews, discussion of preliminary results with key project stakeholders, drafting the terminal review report, receiving feedback, and finalizing the report.
33. The review **Inception Phase**, conducted in February-March 2023, laid the foundation for the data collection and analysis stage. It established the framework for the review (see Annex III), detailed data collection tools and elaborated the theory of change against which the project accomplishments were assessed. The quality of the project design was also assessed at this stage.

34. The second **data collection and analysis phase** took place during March-May 2023 and involved data triangulation – the collection and analysis of data using various methods and from different sources to enhance the credibility of the review, by comparing and cross-checking information, products, and results of the Project with findings from interviews with key actors. The review consulted with project and partner agencies' websites; reviewed project documents and records, meetings' minutes, and project-produced studies/assessments; training materials; project-elaborated policy and legislative documents; other documents and data produced by the government, partner, and other agencies (see Annex IV for the list of documents consulted).
35. The **desk research** employed at the inception phase was directed at reviewing the key project documents to design the TR study. At the implementation stage the desk research helped to get answers to the review questions by examining and verifying project data/records and checking the quality of project deliverables.
36. The reviewer conducted **in-depth interviews** with the project staff members, representatives of the government and partner agencies using the online platform. The sources for the TR included over 14 interviewed individuals representing all types of stakeholders including project staff and consultants, national government, and donor (see Annex II for the list of consulted stakeholders).
37. After the data collection stage, the reviewer discussed the preliminary findings with the key stakeholders through 02 zoom sessions. One session was held with the task manager. Another session was held with the national project partners which included the project manager, coordinator, and MiAMBIENTE.



### III. THE PROJECT

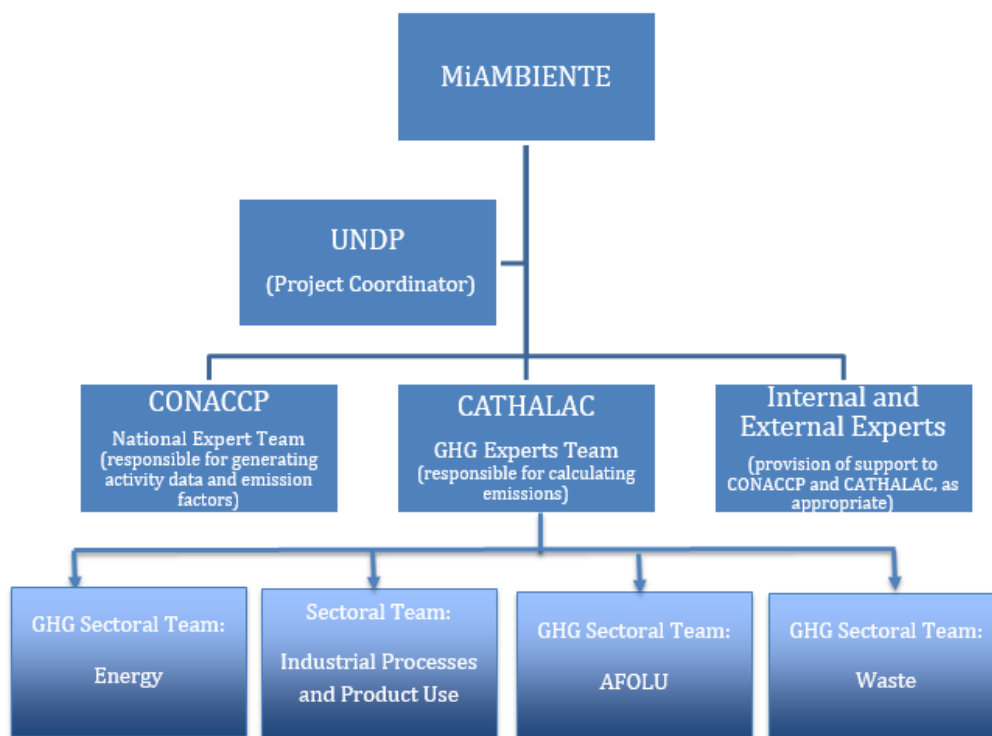
#### A. Context

38. The **Ministry of Environment (MiAMBIENTE)** of Panama, as a national focal point for the UNFCCC, and through the Climate Change Unit, has the responsibility to comply with the commitments established by the UNFCCC.
39. At the time of the CBIT proposal, Panama had submitted three **national communications (NC)** and a **biennial update report (BUR)** to the UNFCCC using financial resources from GEF and having UNDP as the implementation agency. The Third National Communication (NC3) was submitted in October 2018<sup>4</sup>, and the First Biennial Update Report (BUR1) in December 2018<sup>5</sup>. All of these reports, with the exception of the First National Communication (NC1), were developed through external consulting services, due to the low level of technical expertise in inventory development and institutional arrangements for monitoring and evaluation of the data required for these purposes. Regrettably, the hiring of consultants severely hampered the possibilities of developing the capacities of government personnel responsible for the generation and management of climate-related data.
40. The NC3 includes two inventories (with baseline year 2005 and 2010) and BUR1 includes one inventory (with baseline year 2013). These submissions were prepared by the National Government through the Ministry of Environment (MiAMBIENTE), the United Nations Development Programme (UNDP), the National Council of Climate Change of Panama (CONACCP), and the external consulting services provided by CATHALAC (Water Centre of the Humid Tropics for Latin America and the Caribbean), and other internal and external consultants. The institutional arrangement for the NC3 and the BUR1 was structured as follows: MiAMBIENTE coordinated the management team with the support of CONACCP, while the GHG experts' team was provided by CATHALAC. The following figure presents the structure of the institutional arrangements used in the development of NC3 and BUR1.

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<sup>4</sup> Available at: <https://unfccc.int/documents/183505>

<sup>5</sup> Available at: <https://unfccc.int/documents/268059>



**Figure 2: Panama institutional arrangements for the development of the Third National Communication to the UNFCCC**

Source: Third National Communication, MiAMBIENTE, 2018

41. In the NC3 and BUR1, the general structure of institutional arrangements for the inventory development was included. However, they do not describe the specific roles and responsibilities of different entities and the arrangements established between these entities to develop a permanent and continuous workflow that would allow the country to advance in the institutionalization of a national inventory system and to take the necessary measures to increase the capacity to national technical staff in conducting future inventories.
42. Some capacities have been built within the Government of Panama with the support of other projects, such as those for implementing offsetting measures following the Reduction of Emissions from Deforestation and Forest Degradation (REDD+) mechanism. In this sense, cooperation agreements for capacity building in REDD+ and the use of the 2006 IPCC Guidelines for the Agriculture, Forestry, and Land Use (AFOLU) sector have been financed through the Forest Carbon Partnership Facility (FCPF) project, given that the REDD+ mechanism requires a common approach to measuring, reporting, and verifying (MRV) emission reductions results.
43. Nevertheless, in the project proposal Panama identified several institutional and technical barriers that existed at that point in time and need to be overcome, so the country could fully comply with the transparency requirements set by **the Enhanced Transparency Framework (ETF) of the Paris Agreement (PA)**, including:
  - (i) Weak technical capacity and know-how to generate, manage, and disseminate robust and verifiable climate-related data;
  - (ii) Poor tracking of climate actions and investments executed outside the jurisdiction of the Ministry of Environment;
  - (iii) Absence of a robust GHG Inventories Management System;

- (iv) Lack of national adaptation methodologies and indicators;
- (v) Lack of updated institutional arrangements for cross-sectoral climate planning, data collection, and sharing;
- (vi) Lack of management of information in sectoral records to facilitate the development of research on climate change;
- (vii) Lack of institutional programs for safeguarding data and information; and an absence of guidelines, procedures or protocols;
- (viii) Lack of a monitoring and evaluation (M&E) system to measure adaptation actions, vulnerability, and progress; and,
- (ix) Absence of climate considerations in decision making.

44. Therefore, it was imperative for Panama to develop and establish a national framework for climate transparency to comply with international transparency and MRV requirements and to track progress in implementing and achieving its nationally determined contribution (NDC) and other adaptation and mitigation actions.

## B. Objectives and components

45. The project “**Development of the National Framework for Climate Transparency of Panama**” was aimed to build the foundation upon which the Enhanced Transparency Framework (ETF) of the Paris Agreement will be implemented in the country. This framework covered mitigation, adaptation and means of implementation and consisted of **four main elements**:

- (i) National GHG inventory management system (MRV for GHG emissions);
- (ii) MRV system for mitigation actions and emissions registry;
- (iii) MRV for means of implementation; and
- (iv) M&E system for adaptation<sup>6</sup>.

46. The objective of the project was also to build capacities of public and private entities, so they are enabled to monitor, report, and disseminate robust, transparent, and verifiable climate-related data from their respective sectors.

47. The project had only **01 component** (Component 1: National Framework for Climate Transparency of Panama) with **05 outputs**:

- (i) Institutional arrangements for MRV systems;
- (ii) Tools to ensure consistency and standardization, and transparency in the monitoring and reporting of climate data are disseminated;
- (iii) Public engagement mechanism for ETF;
- (iv) National Platform for Climate Transparency; and,
- (v) Training of data compilers.

48. The proposal requested assistance for the development of outputs (i) through (iv) and it covered the following:

- a) Emissions, mitigation actions, and means of implementation for the **AFOLU and Energy sectors**;

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<sup>6</sup> The "Adaptation Module" has been developed within the Project "National Adaptation Plan" and will be included in the PNTC

- b) Evaluation of impacts on water resources and agricultural sectors, in terms of adaptation measures;
- c) Strengthening the **national inventory system** through an institutionalization and better definition of information channels between key stakeholders;
- d) A **MRV system for mitigation actions**, which will allow the country to register emissions and mitigation actions in key sectors;
- e) An **MRV system for means of implementation** and climate finance. This system will measure funding flows entering the country from international entities and national funds dedicated to mitigation and adaptation to climate change; and
- f) Incorporation of the results of the development of a **monitoring and evaluation (M&E) system** in vulnerability and adaptation measures into the PNTC, and training key stakeholders on how to report adaptation progress. This system will use the inputs from the information collection conducted in the project titled “Building Capacities for the Implementation of the National Adaptation Plan at the sectoral level in Panama” to support baseline development, establishment of institutional arrangements, indicator design, and M&E framework development at the national level.

### C. Stakeholders

49. The project’s key stakeholders, besides the main implementing agency (UNEP) and executing partners (MiAMBIENTE and Wetlands International), included a broad spectrum of stakeholders that played important roles in attaining the project results. The table below contains a list of key actors for the project, and their roles in the development and implementation.

**Table 2: Main stakeholders engaged in the project**

Stakeholders	Engagement in project preparation/implementation
Ministry of Environment (MiAMBIENTE)	National government agency responsible for the development and reporting under the UNFCCC and the Paris Agreement. The Ministry led the coordination among the different stakeholders to ensure their contribution to project design and implementation, facilitated information for project formulation, and contributed with technical staff for the project implementation and review.
Ministry of Economy and Finance	National government agency responsible for budgeting of financial and non-financial resources and the efficient implementation of government plans, programmes and projects. The sustainability of the project outcomes relies on the commitment for continuous financing of future platform activities by the national assembly. The Ministry is part of CONACCP.
Ministry of Agricultural Development	Responsible for national agriculture and livestock policies. Provided information to support the design and implementation of the project in the areas related to

<b>Stakeholders</b>	<b>Engagement in project preparation/implementation</b>
	agriculture and livestock GHG emissions; supported inter-institutional coordination, and awareness within the AFOLU sector. The Ministry is part of CONACCP.
National Secretariat of Energy	Leads the country's energy policy, to guarantee the availability of the energy resources required. Provided information to support the design and implementation of the project in its areas of expertise and ensured the integration of the energy sector priorities in the project. The Ministry is part of CONACCP.
National Authority of Transport and Traffic	National authority in charge of regulating the use of motor vehicles. Provided information to support the design and implementation of the project, in particular information related to emissions from transport and ensured the integration of the interests of the transport sector in the project outcomes and outputs.
National Institution of Statistics	National Institution in charge of managing all the statistics of the country. Provided the guidelines about how the national statistics are managed in the different economic sectors and regions.
Chamber of Commerce, Industry and Agriculture	Entity that advocates for the vision/interests of the private sector in the industrial and agricultural sectors. Ensured the participation and engagement of the private sector by reflecting their interests in relation to the project outcomes and outputs.
Main enterprises emitting CO <sub>2</sub> in the industrial sector (cement)	Provided specific data for the national GHG inventory.
Ministry of Social Development	Governmental entities that have under its responsibility the interests of women. Contributed mainly for Output 3 - Public engagement mechanism for ETF.
National Women Institute	
Academia, research institutions and Civil Society Organizations including associations	Institutions included (but not limited): the Technological University of Panama, the University of Panama, CATHALAC, and the Smithsonian Tropical Research Institute.

Stakeholders	Engagement in project preparation/implementation
representing women and indigenous population	Due to the importance of the participatory process in this project and considering the important scientific role of the country in the region; they have contributed mainly for Output 3 - Public engagement mechanism for ETF.
Indigenous People	Contributed mainly for Output 3 - Public engagement mechanism for ETF, especially in adaptation measures.

50. One important stakeholder for the project was the **National Council of Climate Change of Panama (CONACCP)**. Created by Executive Decree No. 1 of January 9th, 2009, and later modified through Executive Decree No. 52 of January 29, 2013, to expand participation to foster the exchange and collaboration between 27 institutions related to climate change matters. It is responsible for generating activity data and emission factors, with contributions from the following member institutions (acronyms in Spanish):

1	MiAMBIENTE
2	Finance and Economy Ministry (MEF)
3	Ministry of Agricultural Development (MIDA)
4	Health Ministry (MINSA)
5	Education Ministry (MEDUCA)
6	Industry and Trade Ministry (MICI).
7	Public Works Ministry (MOP)
8	Social Development Ministry (MIDES)
9	Panama Aquatic Resources Authority (ARAP)
10	Panama Institute of Agricultural Research (IDIAP)
11	National Secretariat of Science, Technology, and Innovation (SENACYT)
12	National Civil Protection System (SINAPROC)
13	University of Panama (UP)
14	Technology University of Panama (UTP)
15	Panama Canal Authority (ACP)
16	National Energy Secretariat (SNE)
17	Electric Transmission Company (ETESA)
18	Foreign Affairs Ministry (MINREX)
19	Housing and Territorial Planning Ministry (MIVIOT)
20	Civil Aviation Authority (AAC)
21	Panama Maritime Authority (AMP)
22	Transit and Land Transportation Authority (ATTT)
23	National Public Services Authority (ASEP)
24	Panama Tourism Authority (ATP)
25	National Land Administration Authority (ANATI)
26	Institute of National Aqueducts and Sewers (IDAAN)
27	National Assembly Population, Environment and Development Commission

#### D. Project implementation structure and partners

51. The **Executing Agency of this CBIT project was the Ministry of Environment (MiAMBIENTE)**, through the Climate Change Directorate, while the **Implementing Agency was UNEP**. Panama has requested execution support from the UNEP Regional Office for Latin America and the Caribbean (ROLAC). Therefore, ROLAC received and

administered the funds (including managing the acquisition and contracting processes), following the decisions of the Ministry of the Environment.

52. UNEP, as the Implementing Agency, launched the project's implementation in cooperation with **Wetlands International**, that was selected by the Ministry of Environment of Panama as its designated managing entity for the project's execution.
53. A Directive (Steering) Committee was established to "ensure sound implementation of the project, share information and provide leadership for the key institutions involved, and ensure integrated coordination of activities". This Directive Committee met 3 times during the lifetime of the project and was formed by four representatives – one each from the following institutions – MiAMBIENTE, Ministry of Economy and Finance (MEF), UNEP, and the Coordinating Unit of the NAP Project. This Committee received technical support from a technical committee composed of MiAMBIENTE, Ministry of Agricultural Development (MIDA), National Energy Secretariat (SNE), and National Institute of Statistics and Census (INEC), and advised by an external advisory committee, conformed for the most part, by institutions from the CONACCP, as well as other representatives from the civil and private sector.

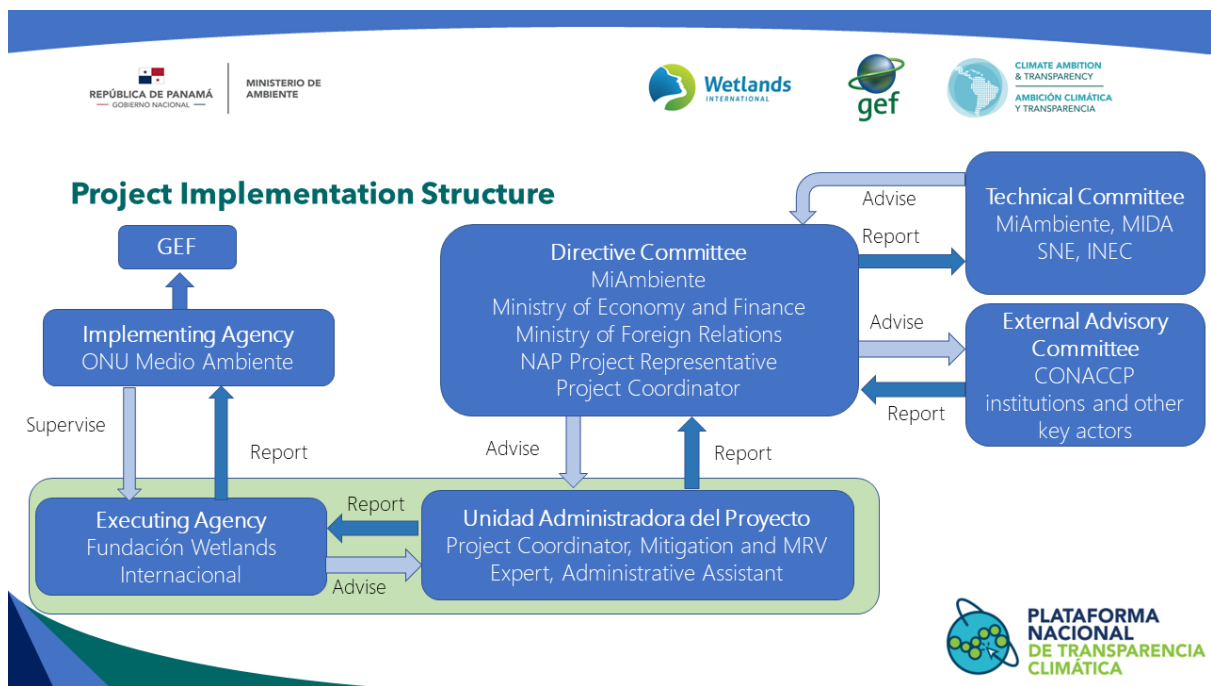


Figure 3: Project organization chat with key project key stakeholders

## E. Changes in design during implementation

54. Changes in the timeline of some activities have been proposed and accepted, during the first meeting of the Directive Committee (held on April 25, 2021), in light of delays in the execution of activities in year 1; due to COVID-19 pandemic regulations, and the need to adjust to internal procedures for review and approval by the Ministry of Environment.
55. Also, the "**Reduce Your Footprint Program**" (**Reduce Tu Huella (RTH) Corporativo – Carbono, in Spanish**), which didn't exist during the design of the project, was included as part of Activity 1.3 (i.e., Define the elements of the three Monitoring, Reporting and Verification (MRV) systems). The Program was initially developed within a Partnership for Market Readiness (PMR) project, funding and coordinated by the World Bank. Based

on the needs expressed by the Ministry of Environment, the activity proposed goes into further detail for the "Reduce Your Footprint Program" (Corporate and Municipal) which are also part of the PNTC. Such inclusion avoided duplicity of work and build upon the progress made by the country. The Corporate Reduce Your Footprint Program was established by Executive Decree N° 100 of October 2020 and aims to partner with business and corporations of the private sector to measure, report and verify their emissions and provide recognition to those that implement mitigation actions. The Municipal Reduce your Footprint program aims to build the capacities of local governments to report inventories of GHG from activities within their jurisdiction.

## **F. Project financing**

56. The total GEF approved budget for the project's implementation was 850,000 USD which included an 80,750 USD UNEP agency fee. The remaining 769,250 USD GEF financing was sought to be supplemented by 150,000 USD cash.
57. In order to adjust to the context of the country and the restrictions of the COVID-19 pandemic changes were proposed and accepted during the first meeting of the Directive Committee (held on April 25, 2021). The main change in the budget aimed to increase the capacity of the project team to program and develop PNTC components, and to incorporate the needs for the Reduce Your Footprint Programs in all activities related to documentation and capacity building.
58. The change consisted in the reduction of the budget assigned to all the staff that was part of the project for more than 4 months, so to reflect the funds not used in the first three months of the project (as they were not available), allocating all these for an additional programming and system specialist and two junior specialists to support the MRV and Mitigation Expert to include the Reduce Your Footprint programs as part of the project.
59. The revised budget enabled the changes in the activities related to the launching of the platform and reflect the specific needs of the Ministry of Environment to (i) have the platform online showing relevant information and (ii) work with many departments to develop the multiple modules that encompass the PNTC. The overall budget remained the same as stipulated in the PCA.
60. According to the project's financial reports, the total expenditures were 764,145 USD as of 30 November 2022 (ERQ4). Financial details are presented in ANNEX V. PROJECT BUDGET AND EXPENDITURES.



#### IV. THEORY OF CHANGE AT REVIEW

61. During the TR assessment it was explained that "when the Project document was designed, the Theory of Change (ToC) was not yet a requirement for the development of project proposal, so it was not included as a part of the CEO GEF Endorsement/Approval Document". Nevertheless, in response to a request from the Project Review Committee, a ToC diagram was prepared, the diagram (that has been presented and discussed during the TR assessment) was prepared to ensure that there was a strategic alignment between UNEP Project Management Cycle<sup>7</sup>, UNEP strategic program and the PNTC Project.
62. Based on the TOC diagram developed in response to the request by the Project Review Committee and information included in the project proposal, it can be assumed that the establishment of the PNTC would result in the following behavioral change:

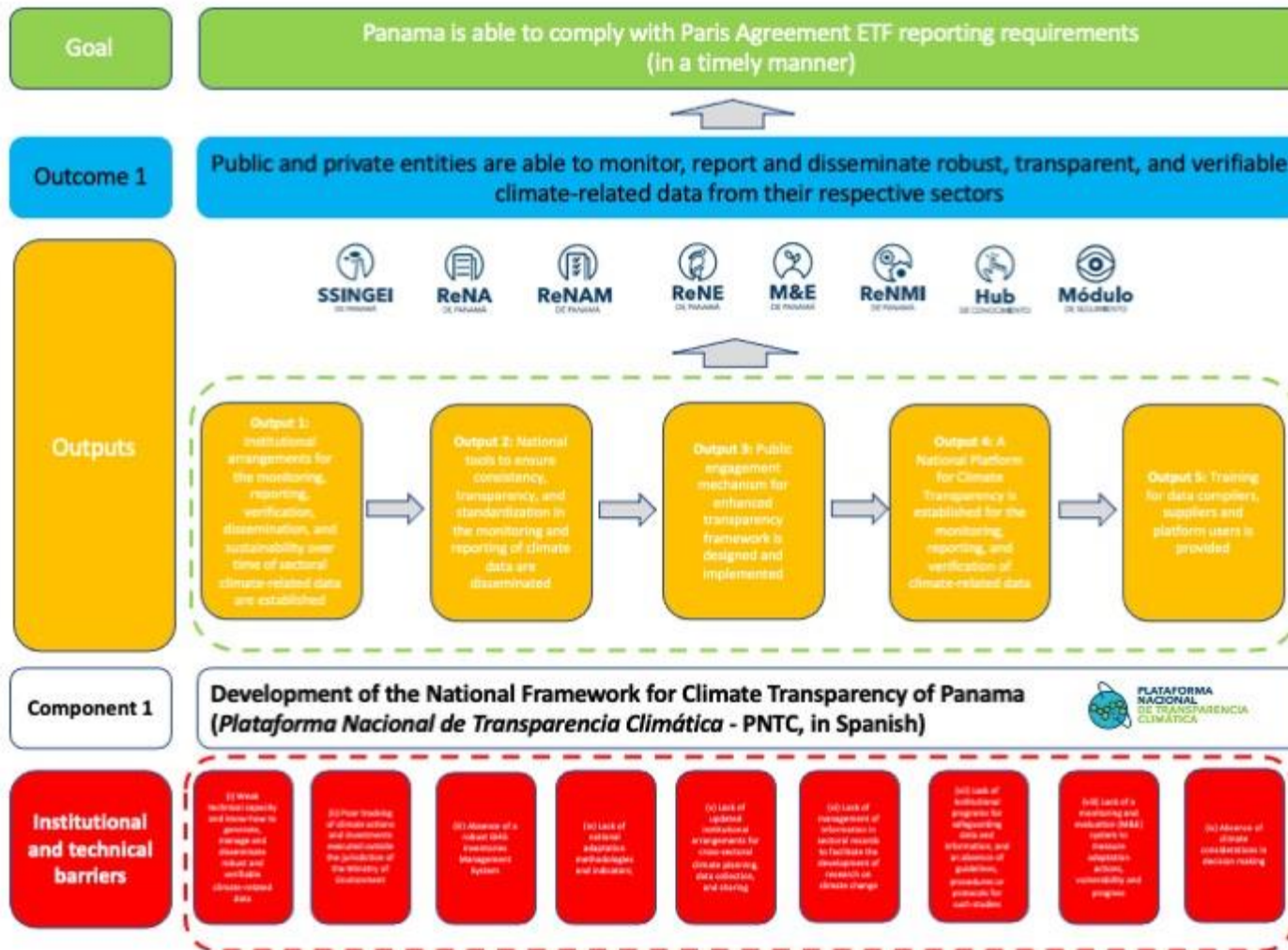
<b>The current (limiting) behavior that will be addressed to support realization of the outcome</b>	<b>Desired/transformation behavior</b>
<p>The limited institutional arrangements for cross-sectoral climate planning, data collection, and sharing prevents data sharing between and within institutions.</p> <p>The text above identifies a barrier which Panama encountered while collecting activity data: even if the information exists, stakeholders from within or outside of the government are uncomfortable sharing the information, since there are no mandates for them to do so and no formal confidentiality arrangements are in place.</p> <p>The technical staff cannot access the necessary resources to collect, analyse and disseminate sectoral data for GHG inventories, mitigation actions and adaptation measures - nor include climate considerations in long-term planning. For activities necessary to track NDC progress - mitigation action and adaptation measures - the necessary systems are not developed nor in place which further hampers the staff's capacity.</p>	<p>As the project will involve the concerned stakeholders in creating institutional arrangements for data sharing, their reluctance to do so due to lacking mandates will be resolved. The CBIT project will clearly define the roles and responsibilities of the relevant institutions, and provide the templates of what data, when and to whom one should report.</p> <p>The establishment of a capacity building programme, with courses both online and onsite, which will cover both general topics but also allow for technical personal to dive deep into sectorial details relevant for their work, will improve the capacity of the staff.</p> <p>Moreover, the establishment of a common reporting platform will improve the technical capacities. The information which different activities yields need to be confidentially stored and properly reported to the public. Currently, there is not a way to appropriately do the aforementioned, thus a reporting platform, along with standardized reporting templates, would allow for the information to be accessible.</p>

<sup>7</sup> [https://wedocs.unep.org/bitstream/handle/20.500.11822/42764/project\\_cycle\\_management.pdf?sequence=3&isAllowed=y](https://wedocs.unep.org/bitstream/handle/20.500.11822/42764/project_cycle_management.pdf?sequence=3&isAllowed=y)

63. The reviewer further developed the Theory of Change (TOC) at review based on the initial diagram (developed in response to the request by the Project Review Committee) and the project's logical framework (described in the project proposal). The reviewer also considered the actual (as verified by the current review) and anticipated longer-term results of the project and their inter-relationships / flow of causation.
64. As described in the logical framework, the main objective of the project was to develop the **National Framework for Climate Transparency of Panama (*Plataforma Nacional de Transparencia Climática* - PNTC, in Spanish / Component 1)**. Through PNTC, Panama expects to change the current (limiting) behavior by ensuring that "public and private entities are able to monitor, report and disseminate robust, transparent, and verifiable climate-related data from their respective sectors" (**Outcome 1**).
65. Nowadays, besides the fact that Panama have submitted 3 national communications (NC) and its first biannual update report (BUR), the country has several **institutional and technical barriers (baseline)** that would limit its capacity to fully comply with the reporting requirements of the Enhanced Transparency Framework (ETF) of the Paris Agreement and submit its first biennial transparency report (BTR), by 31 of December 2024, at latest.
66. The project envisioned to address the above root causes through its five outputs: **Output 1:** Institutional arrangements for MRV, dissemination and sustainability over time of sectoral climate-related data are established; **Output 2:** National tools to ensure consistency and standardization in the monitoring and reporting of climate data are disseminated; **Output.3:** Public engagement mechanism for enhanced transparency framework is designed and implemented; **Output 4:** National Platform for Climate Transparency is established; and **Output 5:** Training for data compilers, suppliers, and platform users is provided.
67. These outputs have been presented through the project deliverables, in particular the different PNTC modules, some of them created under the project:
- **National GHG Inventories Sustainable System (*Sistema Sostenible de Inventarios Nacionales de Gases de efecto Invernadero* - SSINGEI, in Spanish)**, includes all the provisions, arrangements and procedures for the estimation of anthropogenic emissions by sources and removals of GHG sinks not controlled by the Montreal Protocol, to manage and present the national inventories of the Republic of Panama, in accordance with international guidelines.
  - **National Registry for Emissions and Mitigation Actions**, sub-divide in:
    - **National Action Registry (*Sistema Nacional de Acciones - ReNA*, in Spanish)**, through which the country climate change actions will be reported and characterized. The registry will consolidate information on mitigation and adaptation actions developed under national or international schemes that are quantifiable, reportable, and verifiable:
      - **National Mitigation Action Registry (*Sistema Nacional de Acciones de Mitigación - ReNAM*, in Spanish)**: understood as actions with impacts on GHG emissions reductions and/or increase in the carbon dioxide removals. This registry, in turn, is subdivided into Mitigation Actions, Compensation Projects and REDD+.
      - **National Adaptation Action Registry (*Sistema Nacional de Acciones de Adaptación*, in Spanish)**: initiatives formulated in order to implement adaptation and resilience actions to climate change. This registry will be developed in the next phases of the PNTC.

- **National Integrated Action Registry (*Sistema Nacional de Acciones Integrales*, in Spanish):** these include both mitigation and adaptation objectives and targets. This registry will be developed in the next phases of the PNTC.
      - **National Emission Registry (*Sistema Nacional de Emisiones - ReNE*, in Spanish),** to registry data and information related to GHG emissions at levels other than the national level (for example, RTH Program).
    - **Adaptation monitoring and evaluation (M&E) system (*Sistema de Monitoreo y Evaluación de la Adaptación*, in Spanish),** where climate change adaptation is presented, through relevant indicators related to climate risk and vulnerability.
    - **Means of Implementation National Registry (*Registro Nacional de Medios de Implementación - ReNMI*, in Spanish),** to collect and track information on financing, technology transfer and capacity building in a systematized way, allowing effective action to be taken against climate change. The registry is important to identify the allocation of resources in the areas prioritized by Panama and to identify additional needs for support and cooperation.
68. The revised TOC diagram given in **Figure 4** shows the inter-linkages among these outputs and causal pathways. Assessment of the project impacts and changes in behavior are presented as part of the review in section "D. Effectiveness".

Figure 4: Project's Theory of Change developed during the review



## V. REVIEW FINDINGS

### A. Strategic Relevance

#### Alignment to UNEP's UNEP Medium Term Strategy<sup>8</sup> (MTS), Programme of Work (POW) and Strategic Priorities

69. The review found that the PNTC project was well aligned with the **UNEP MTS (2018-2021) Subprogramme Climate Change**. More specifically with **Outcome 1C** "State and non-State actors adopt the enhanced transparency framework arrangements under the Paris Agreement"; and **Indicator (iii)** "Number of national, subnational, and private-sector actors reporting under the enhanced transparency arrangements of the Paris Agreement with UNEP support".
70. The project was able to create the **National Climate Transparency Platform (Plataforma Nacional de Transparencia Climática - PNTC, in Spanish)** and the institutional arrangements to implement the Enhanced Transparency Framework (ETF) of the Paris Agreement, with clear and formal responsibilities and with a system that ensures transparency by keeping track of the data and information as well as the source. The Platform serves as both a tool for work and a tool to reach out to stakeholders and disseminate information.
71. A continuous process of dissemination and communication to increase the knowledge on the requirements of the ETF as well as the design of the National Climate Transparency Platform and the MRV, together with a capacity building program set the foundation for the ETF of Panama.
72. Finally, PNTC is related to two relevant Expected Accomplishments (EA): **Mitigation EA**: Countries increasingly adopt and/or implement low greenhouse gas emission development strategies and invest in clean technologies; and **Adaptation EA**: Countries increasingly advance their national adaptation plans, which integrate ecosystem-based adaptation.

#### Alignment to Donor/GEF/Partners Strategic Priorities

73. PNTC project was approved under the **GEF's climate change (CC) focal area** and its outcomes and interventions were found to be fully aligned with **Indicator 3** on "MRV systems for emissions reductions in place and reporting verified data".
74. Indicator 3 on MRV is about "the quality of MRV systems tracking results related to low-GHG development and GHG emissions mitigation is essential for ensuring transparency, accuracy and comparability of information with regard to climate change. They also act as repositories of knowledge and information and contribute to improving the design and prioritization of action to reduce GHG"<sup>9</sup>. Project deliverables and PNTC modules that have been created have the potential to ensure "transparency, accuracy and comparability of information", as well as to serve as "repositories of knowledge and information".

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<sup>8</sup> UNEP's Medium-Term Strategy (MTS) is a document that guides UNEP's programme planning over a four-year period. It identifies UNEP's thematic priorities, known as Sub-programmes (SP), and sets out the desired outcomes, known as Expected Accomplishments (EAs), of the Sub-programmes. <https://www.unenvironment.org/about-un-environment/evaluation-office/our-evaluation-approach/un-environment-documents>.

<sup>9</sup> Extracted from Annex II. Further Descriptions of Projects Monitoring and Results Framework - Summary of Negotiations of the 6th Replenishment of the GEF Trust Fund (GEF/C.46/07/Rev.01). Available at: <https://www.thegef.org/council-meeting-documents/summary-negotiations-sixth-replenishment-gef-trust-fund>

## Relevance to Global, Regional, Sub-regional and National Priorities

75. Panama ratified the UNFCCC on 23 of May 1995. As one of its obligations under the UNFCCC, Panama has to communicate to the Conference of the Parties (COP), through the secretariat, the following elements of information: (a) A national inventory of anthropogenic emissions by sources and removals by sinks of all GHG not controlled by the Montreal Protocol, to the extent its capacities permit, using comparable methodologies to be promoted and agreed upon by the COP; (b) A general description of steps taken or envisaged by the Party to implement the Convention; and (c) Any other information that the Party considers relevant to the achievement of the objective of the Convention and suitable for inclusion in its communication, including, if feasible, material relevant for calculations of global emission trends<sup>10</sup>.
76. This information is presented as **National Communications (NC)**, following the "Guidelines for the preparation of national communications from Parties not included in Annex I to the Convention" (Decision 17/CP.8)<sup>11</sup>. Panama have submitted its first NC on 20 of July 2001<sup>12</sup>; the second one on 02 March 2021<sup>13</sup>; and the third (and last one) on 19 October 2018<sup>14</sup>.
77. As part of the "Outcome of the work of the Ad Hoc Working Group on Long-term Cooperative Action under the Convention" (Decision 2/CP.17)<sup>15</sup>, Panama agreed to submit, in addition to NC, **Biennial Update Report (BUR)**, with an update to the most recently submitted national communication in the following areas: (a) Information on national circumstances and institutional arrangements relevant to the preparation of the national communications on a continuous basis; (b) The national inventory of anthropogenic emissions by sources and removal by sinks of all greenhouse gases (GHGs) not controlled by the Montreal Protocol, including a national inventory report; (c) Information on mitigation actions and their effects, including associated methodologies and assumptions; (d) Constraints and gaps, and related financial, technical and capacity needs, including a description of support needed and received; (e) Information on the level of support received to enable the preparation and submission of biennial update reports; (f) Information on domestic measurement reporting and verification;. The first BUR was submitted on 14 December 2018<sup>16</sup> and the second one on 17 June 2021<sup>17</sup>.
78. As explained before, all these reports, except for the First National Communication (NC1), have been developed through external consulting services, due to the low level of technical expertise in inventory development and institutional arrangements for monitoring and evaluation of the data required for these purposes.
79. Panama has also ratified the Paris Agreement on 21 of September 2016; and submitted an **updated nationally determined contribution (NDC)** for the Paris Agreement on 20 of

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<sup>10</sup> Article 12, paragraph 1 of the Convention.

<sup>11</sup> Available at: [https://unfccc.int/files/meetings/workshops/other\\_meetings/application/pdf/dec17-cp.pdf](https://unfccc.int/files/meetings/workshops/other_meetings/application/pdf/dec17-cp.pdf)

<sup>12</sup> Available at: <https://unfccc.int/documents/138833>

<sup>13</sup> Available at: <https://unfccc.int/documents/138834>

<sup>14</sup> Available at: <https://unfccc.int/documents/183505>

<sup>15</sup> Available at: <https://unfccc.int/resource/docs/2011/cop17/eng/09a01.pdf>

<sup>16</sup> Available at: <https://unfccc.int/documents/268059>

<sup>17</sup> Available at: <https://unfccc.int/documents/271246>

December 2020<sup>18</sup>. The NDCs include the Energy and Agriculture, Forestry and Other Land Use (AFOLU) sectors, which implement measures to increase other sources of renewable energy such as solar and wind, reforestation, and forest recovery.

80. As one of its obligations under the Paris Agreement, Panama will have to submit **biennial transparency reports (BTR) under the Enhanced Transparency Framework (ETF)**, being the first BTR to be submitted at the latest by 31 December 2024. Panama will have to report following the ETF modalities, procedures and guidelines established by **Decision 18/CMA.1**<sup>19</sup>; and using common reporting tables (CRT) and common tabular formats (CTF) established by **Decision 5/CMA.3**<sup>20</sup>.
81. In each BTR, Panama shall provide a national inventory report of anthropogenic emissions by sources and removals by sinks of greenhouse gases (GHGs); and information necessary to track progress in implementing and achieving its NDC. It can provide information on climate change impacts and adaptation under Article 7 of the Paris Agreement and information on financial, technology transfer and capacity-building support needed and received under Articles 9, 10 and 11 of the Paris Agreement,
82. In view of the above, it can be concluded that the project was in a full alignment with national priorities both under the UNFCCC and the Paris Agreement. Furthermore, the project planned to contribute to the implementation of the plans under relevant conventions and to meeting the country's commitments.

#### Complementarity with Existing Interventions/Coherence

83. The PNTC project established complementarity with the "**Carbon Pricing Project**", regarding elements for a "National Registry".
84. The PNTC project has also been planned in collaboration with the "**Building capacities for the implementation of the National Adaptation Plan at sectoral level in Panama**" proposal to the Green Climate Fund, to ensure that there is complementarity in the achievements of this proposal in monitoring and evaluation of vulnerabilities and incorporation of adaptation data into the platform, and the achievements of the project above in strengthening national adaptation plans.

Rating for Alignment to UNEP MTS, POW and strategic priorities	Highly Satisfactory
Rating for Alignment to Donor/Partner strategic priorities	Highly Satisfactory
Rating for Relevance to global, regional, sub-regional and national environmental priorities	Highly Satisfactory
Rating for Complementarity with relevant existing interventions/coherence	Highly Satisfactory
<b>Rating for Strategic Relevance:</b>	<b>Highly Satisfactory</b>

#### B. Quality of Project Design

85. The review found that the project design was strong in terms of clearly showing the project's alignment and relevance to UNEP/GEF/Donor and global/national priorities. The design was also strong in clarifying challenges in operating context, identifying governance and supervision arrangements, knowledge transfer mechanisms,

<sup>18</sup> Available at: <https://unfccc.int/sites/default/files/NDC/2022-06/CDN1%20Actualizada%20República%20de%20Panamá.pdf>

<sup>19</sup> Available at: [https://unfccc.int/sites/default/files/resource/cma2018\\_3\\_add2\\_new\\_advance.pdf](https://unfccc.int/sites/default/files/resource/cma2018_3_add2_new_advance.pdf)

<sup>20</sup> Available at: [https://unfccc.int/sites/default/files/resource/CMA2021\\_L10a2E.pdf](https://unfccc.int/sites/default/files/resource/CMA2021_L10a2E.pdf)

proposing sound budgets and efficiency measures. The project document, however, was insufficiently elaborated with regards to addressing the theory of change. Considering the ratings and the weighting factors for each of the assessed design elements (see [Table 3](#) below), the quality of project design is rated as Highly Satisfactory.

**Table 3: Summary table for project design quality assessment**

	<b>SECTION</b>	<b>Brief comments</b>	<b>RATING<sup>21</sup></b>	<b>WEIGHTING</b>	<b>TOTAL</b> (Rating x Weighting/10)
<b>A</b>	Operating Context	In the project document several risks associated with the Project outcome and outputs were identified	6	<b>0,4</b>	<b>0,24</b>
<b>B</b>	Project Preparation	The project document presents a clear and adequate description of MRV requirements under the UNFCCC and the Paris Agreement and the current situation in the country	6	<b>1,2</b>	<b>0,72</b>
<b>C</b>	Strategic Relevance	The project can be considered aligned with UNEP Medium-Term Strategy (2018-2021) - Subprogramme Climate Change:  Mitigation Expected Accomplishment (EA): Countries increasingly adopt and/or implement low greenhouse gas emission development strategies and invest in clean technologies  Adaptation EA: Countries increasingly advance their national adaptation plans, which integrate ecosystem-based adaptation	5	<b>0,8</b>	<b>0,4</b>
<b>D</b>	Intended Results and Causality	From the description of the project activities and outcomes it can be assumed that the PNTC will promote changes in stakeholder behaviour  Nevertheless, since the project document didn't present a TOC, the "causal pathways from project outputs through outcomes	4	<b>1,6</b>	<b>0,64</b>

<sup>21</sup> Rating scores: 6=highly satisfactory, 5=satisfactory, 4=moderately satisfactory, 3=moderately unsatisfactory, 2=unsatisfactory, 1=highly unsatisfactory, 0=not applicable



	<b>SECTION</b>	<b>Brief comments</b>	<b>RATING<sup>21</sup></b>	<b>WEIGHTING</b>	<b>TOTAL</b> (Rating x Weighting/10)
		towards impacts" can't be clearly and convincingly demonstrated			
<b>E</b>	Logical Framework and Monitoring	The logical framework has at the output level results that can be considered appropriate and "Specific, Measurable, Achievable, Relevant, and Time-oriented"	5	<b>0,8</b>	<b>0,4</b>
<b>F</b>	Governance and Supervision Arrangements	The project document has presented a comprehensive, clear and appropriate governance and supervision model. UNEP roles and responsibilities have been clearly defined	6	<b>0,4</b>	<b>0,24</b>
<b>G</b>	Partnerships	Several partners and projects with potential synergies have been identified during the project design	6	<b>0,8</b>	<b>0,48</b>
<b>H</b>	Learning, Communication and Outreach	Output 3 activities and deliverables includes an adequate knowledge management approach. Activities under Output 3 included appropriate methods for communication with key stakeholders	6	<b>0,4</b>	<b>0,24</b>
<b>I</b>	Financial Planning / Budgeting	Budgets / financial planning were considered adequate at design stage; and the resource mobilization strategy reasonable and realistic	6	<b>0,4</b>	<b>0,24</b>
<b>J</b>	Efficiency	Outputs, activities and deliverables expected area appropriate in relation to the duration and/or levels of secured funding	5	<b>0,8</b>	<b>0,4</b>
<b>K</b>	Risk identification and Social Safeguards	In the project document several risks associated with the Project outcome and outputs were identified. Project has been classified as "low risk": Negative impacts negligible: no further study or impact management required	6	<b>0,8</b>	<b>0,48</b>
<b>L</b>	Sustainability / Replication and Catalytic Effects	Project sustainability can be considered adequate due to: 1) "... it builds on and builds up; bringing into the national institutions the expertise that previously resided within	6	<b>1,2</b>	<b>0,72</b>

	SECTION	Brief comments	RATING <sup>21</sup>	WEIGHTING	TOTAL (Rating x Weighting/10)
		external consultants and allows retention of capacity even with turnover of staff, through the development of long-lasting institutional arrangements";  2) "... large majority of outputs of this project are written arrangements, processes and guidelines. Thus, sectoral institutions will be able to consult and comply with the rules and procedures included in the outputs through the web platform's interactive interfaces";  3) "...continuous capacity building programme for users will ensure that new users will be properly trained".			
M	Identified Project Design Weaknesses/Gaps	Responses to project reviews have been addressed in the CEO Endorsement request	6	0,4	0,24
<b>TOTAL SCORE (Sum Totals)</b>					<b>5,44</b>

**Rating for Project Design: Highly Satisfactory**

### C. Nature of the External Context

86. The project during its implementation did not experience any conflicts or political upheavals, however its operations were affected by the COVID-19 pandemic. The restrictions imposed by the health authorities due to the COVID-19 pandemic, as well as the caution of people to participate in on-site events, have made it necessary to rely on virtual platforms to carry most of the meetings and consultations, which was challenging as there is less attention and less opportunities to make dynamic meetings. The approach was to make the meetings very focused on one topic. In addition, specific emphasis was given on the use of virtual platforms and its functionalities, to promote participation and interest; events/meeting were coordinated with other projects/initiatives so to keep PNTC in mind of a broad audience.

87. Although it has not delayed or affected the progress of the project, it is worth mentioning that during the first year of the project the head of the mitigation department changed, with three different persons in the position.

**Rating for Nature of the external context: Moderately Favourable**

## D. Effectiveness

88. This section gives an integrated analysis related to the achievement of results. The analysis itself was guided by the causal pathways represented by the constructed TOC at review. Moreover, the section explains change processes and the roles of key actors, as well as drivers and assumptions under the three sub-headings: availability of outputs, achievement of project outcomes and likelihood of impact.
89. For each output-level result, this report presents the relevant output statement with associated activities and deliverables to show what was planned by the project. The report then gives the assessment of the results obtained by the end of the project or as of May 2023 – the time when the review report was prepared. In the end the section on effectiveness covers the likelihood of impact.

### Availability of Outputs

#### Component 1: National Framework for Climate Transparency of Panama

##### Availability of Output 1 (Fully Available)

**Output 1:** Institutional arrangements for the monitoring, reporting, verification, dissemination, and sustainability over time of sectoral climate-related data are established

Activities	Deliverables
1.1: Conduct a stakeholder mapping exercise of actors that generate climate data in Panama, and the gaps in relation to the data necessary for the MRV systems	Report on the Stakeholder Mapping and data provision gaps
1.2: Define institutional arrangements for the establishment of the National Platform for Climate Transparency (PNTC, in Spanish)	Arrangements established in Activity 1.2
1.3: Define the elements of the three Monitoring, Reporting and Verification (MRV) systems mentioned above (GHG inventory, mitigation actions and financing), and methods of implementation	Documentation of MRV systems established and approved by the Technical Committee
1.4: Develop a legal framework for the institutional arrangements	Documentation of Legal Framework for technical support established and approved by the Technical Committee
1.5: Conduct a consultation process with key stakeholders	Two consultation workshops conducted throughout the project period (2 workshop reports)
1.6: Create guides and models of how to develop institutional arrangements to facilitate the incorporation of other prioritized sectors in the PNTC	Guides and models on how to develop institutional arrangements for the incorporation of prioritized sectors to the PNTC

90. Output 1 aimed to "design and develop arrangements with private, academic, civil and public institutions, including municipalities, especially the Municipality of Panama City, for the continuous monitoring, reporting verification, and dissemination of climate-related data and information, including modalities and independent arrangements for periodic reviewing and evaluation, as well as an arrangement of the PNTC under the National System for Environmental Data (SINIA) to ensure its sustainability over time". These arrangements were established following good practice guidelines (2006 IPCC Guidelines) and allowed Panama to strengthen to communication channels with regional local governments and civil society (examples of the arrangements and its adherence to IPCC 2006 good practices are presented in Deliverable 1.2).

91. The below sections briefly review the key deliverables under this output that were produced by the project directly with GEF funding.

### **Report on the Stakeholder Mapping and data provision gaps (Deliverable 1.1)**

92. Deliverable 1.1 has identified the main actors that have relationship with the data required for climate change transparency in the different PNTC modules; and presented data flow structures, including when each of the identified actors must interact in the platform.

93. Data gaps required for the modules were also identified. For example, in the case of the SSINGEI module, a detailed list of gaps was presented by IPCC sector: Energy, IPPU, Agriculture, LULUCF and Waste. Finally, the report presented possible institutional arrangements for collecting the data in each of the IPCC sectors.

### **Institutional arrangements report (Deliverable 1.2)**

94. As part of the institutional arrangements, deliverable 1.2 presented a "**Ministerial Resolution proposal**" with the necessary "procedures, forms and terms" for automatic data and information transfer from the responsible directorates within the Ministry of Environment, to the National Platform for Climate Transparency (PNTC), necessary for the GHG estimation of greenhouse gas (GHG) emissions under the SSINGEI module.

95. Three priority sectors have been identified to carry out the institutional arrangements required for the effective operation of PNTC SSINGEI Module: energy, agriculture and LULUCF.

96. **Draft framework agreement on cooperation and technical assistance** have also been developed to be signed by the key institutions of each sector: 1) Energy sector – National Secretariat of Energy (SNE); 2) Agriculture sector – Ministry of Agricultural Development (MIDA); and 3) LULUCF sector – Ministry of Environment. This is aligned with the best practices of the 2006 IPCC Guidelines, which requires the development of "*agreements with data suppliers to support consistent and continuing information flows*".

97. The IPCC Guidelines also state that "*it is good practice to engage data suppliers in the process of inventory compilation and improvement by involving them in activities such as...Specific contracts or agreements for regular data supply,...Establishment of terms of reference or memoranda of understanding for government and/or trade organizations providing data to clarify what is needed for the inventory, how it is derived and provided to the inventory compiler and when*".

98. The institutional arrangements were developed based on IPCC 2006 good practice guidelines. For example, the procedure to provide activity data includes a registration process, that allows MiAMBIENTE to review and validate the access of data providers. The registration includes a "Terms and Conditions", with information about the privacy policy, activity data treatment and the applicable legal framework (**Figure 5**). The user must accept the terms to become an activity data provider.

### Registro de Usuario

---

**Datos de contacto**

Nombre *	Apellido *
<input type="text" value="Nombre"/>	<input type="text" value="Apellido"/>
Nombre de Usuario *	Fecha de Nacimiento *
<input type="text" value="Usuario"/>	<input type="text" value="dd/mm/yyyy"/>
Género *	
<input type="text" value="Seleccione..."/>	
Correo electrónico *	Teléfono o Celular
<input type="text" value="ejemplo@ejemplo.com"/>	<input type="text" value="507-1234 / 6123-4567"/>
Tipo de entidad *	
<input type="radio"/> Organización Privada <input type="radio"/> Organización Pública <input type="radio"/> Sociedad Civil <input type="radio"/> Organización Internacional <input type="radio"/> Otro	

---

**Acceso a módulos**

SSINGEI  
  ReNE  
  ReNA  
  ReNMI  
  M&E  
  Módulo de Seguimiento  
  Hub de Conocimiento

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**TÉRMINOS Y CONDICIONES REGISTRO DENTRO DE LA APLICACIÓN WEB DE LA "PLATAFORMA NACIONAL DE TRANSPARENCIA CLIMÁTICA" PNTC**

El Ministerio de Ambiente (MiAmbiente), en cumplimiento del Texto Único de la ley 41 de 1 de julio de 1998, General de Ambiente de la República de Panamá, la ley 38 de 3 de junio de 2015 mediante la cual la República de Panamá adoptó la Enmienda de Doha, la ley 40 de 12 de septiembre de 2016 mediante la cual Panamá ratificó el acuerdo de París, la ley 125 del 4 de febrero de 2020 mediante la cual Panamá aprobó el Acuerdo de Escazú y lo dispuesto en el Decreto Ejecutivo N.º100 de 20 de octubre de 2020, y en concordancia con lo establecido en la Ley 83 de 9 de noviembre de 2012, modificada a través de la Ley 144 de 15 de abril de 2020, Decreto Ejecutivo 275 de 11 de mayo de 2018, ha implementado el proceso de registro, para la ejecución de la Plataforma Nacional de Transparencia Climática en adelante PNTC, en la República de Panamá a fin de gestionar el proceso de acceso a la información Climática.

Que mediante el artículo 8 del Decreto Ejecutivo N.º100 de 20 de octubre de 2020, se crea la Plataforma Nacional de Transparencia Climática, adscrita al Sistema Nacional de Información Ambiental (SINIA) de MiAmbiente, como mecanismo oficial para la gestión, monitoreo, reporte y registro de las iniciativas nacionales que encaminan al país hacia el desarrollo sostenible, inclusivo, bajo en emisiones y resiliente a la crisis climática, en vías de cumplimiento del acuerdo de París, ratificado por la República de Panamá mediante la ley 40 del 12 de septiembre del 2016;

**Participación Interinstitucional**

Que la Plataforma Nacional de Transparencia Climática (PNTC), en el registro de datos, incorpora servicios de interoperabilidad entre diversas instituciones del Estado, necesario para el cumplimiento de los objetivos de la Plataforma Nacional de Transparencia Climática (PNTC).

**Aceptación de los Términos de Uso**

**Políticas de privacidad**

Estas políticas de privacidad involucran a los usuarios de la aplicación web "Plataforma Nacional de Transparencia Climática" PNTC. En el momento en que se registra en el portal y utilice los servicios disponibles, habiendo leído los términos y condiciones y estas políticas de privacidad, usted da su consentimiento y acepta que sus datos personales serán utilizados de acuerdo con lo establecido en la Ley 144 de 2020, que modifica la Ley 83 de 2012, sobre el Uso de Medios Electrónicos para Trámites Estatales, y la Ley 81 de 2019 de Protección de Datos Personales.

Así mismo, al momento en que usted se registra en el portal, se convierte en un usuario y utiliza los servicios disponibles, habiendo leído los términos y condiciones y estas políticas de privacidad, usted da su consentimiento y acepta que toda información registrada en la PNTC y que guarde relación con el estado de las acciones de la mitigación, las entidades participantes, el alcance geográfico de las acciones de mitigación, el alcance sectorial de las acciones, la información sobre el financiamiento y su procedencia, así como el o los impactos directos en GEI y otras información relevante, son de naturaleza pública y declara bajo gravedad de juramento que dicha información, no está protegida por ley, por acuerdo de confidencialidad o no divulgación con terceras personas. Acepta el Usuario que todos estos datos serán utilizados dentro del marco del cumplimiento y de acuerdo con lo establecido en el Texto Único de la ley 41 de 1 de julio de 1998, General de Ambiente de la República de Panamá, la ley 38 de 3 de junio de 2015 mediante la cual la República de Panamá adoptó la Enmienda de Doha, la ley 40 de 12 de septiembre de 2016, mediante la cual Panamá ratificó el acuerdo de París, la ley 125 del 4 de febrero de 2020 mediante la cual Panamá aprobó el Acuerdo de Escazú y lo dispuesto en el Decreto Ejecutivo N.º100 de 20 de octubre de 2020, sus modificaciones si las hubiere, en atención a que dichas normas guardan relación con el ambiente y con los compromisos adquiridos por la República para mitigar los efectos del cambio climático y la Transparencia Climática.

**1. Términos generales**

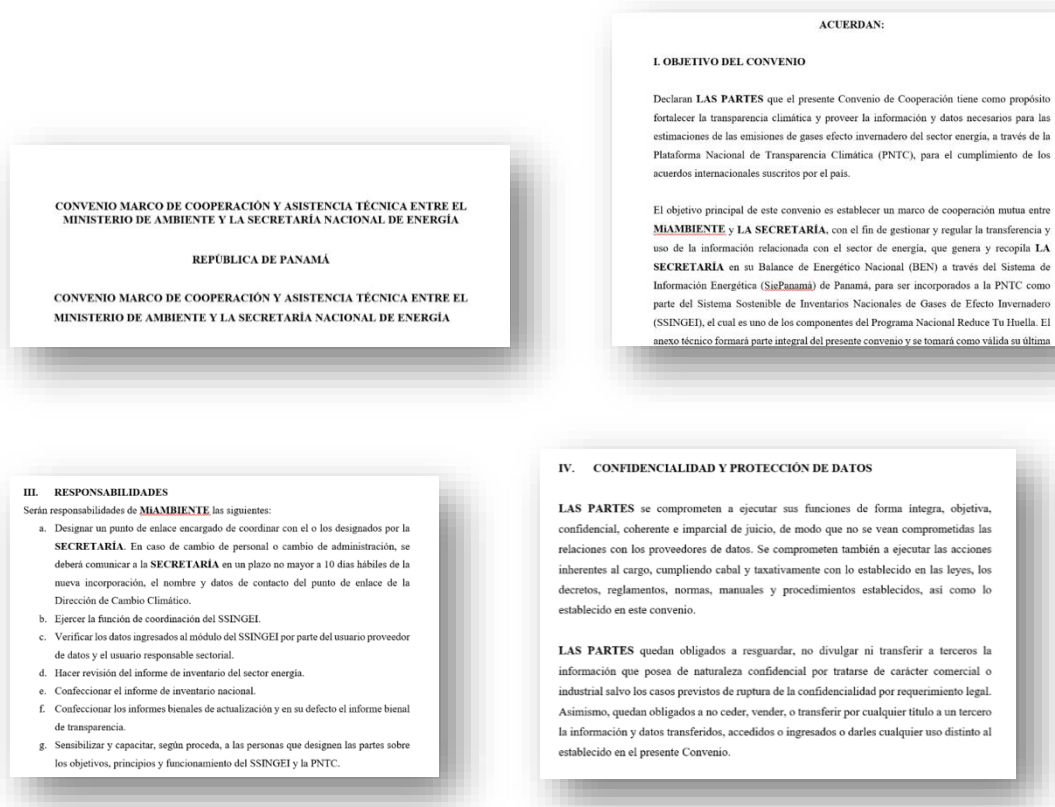
Estos términos y condiciones podrán ser modificados a fin de adecuar cualquier reforma legal aplicable, así como las buenas prácticas.

**2. Tratamiento de datos**

**Figure 5: Registration process and "Terms and Conditions" for activity data provider**

Source: PNTC

99. This is aligned with the IPCC 2006 guidelines which state that *“It is advisable, where possible, to cooperate with data providers to find solutions to overcome their concerns by: explaining the intended use of the data and agreeing, in writing, to the level at which it will be made public...”*
100. For the Energy sector an agreement of cooperation was developed between MiAMBIENTE and the National Energy Secretariat (SNE). The agreement includes the i) objectives (management, transfer and use of energy data), ii) responsibilities by both parties including verification and review of data, iii) confidentiality and data protection among other stipulations (**Figure 6**).



**Figure 6: Extracts from the agreement between MiAMBIENTE and SNE**

Source: PNTC

101. A technical annex to the agreement includes more details about the activity data to be provided and its relation to the IPCC guidelines. The annex also includes the emission factors, net caloric values, as well as units to be used. For clarity, the annex includes the names of the fuels as used by SNE and its equivalent name in the IPCC Guidelines (**Figure 7**).

vez, o si es un "recálculo", el cual hace referencia a cuando se está registrando valores distintos del mismo año registrado previamente.

Tabla #3: Datos de Actividad		
Tipo de Dato de Actividad	Dato de Actividad	
Tipo de Combustible	Nombre común	Nombre IPCC
Combustible Sólido	Carbón Mineral	Otro Carbón Bituminoso
	Coque de Petróleo	Coque de petróleo
Combustible Líquido	Petróleo Crudo	Petróleo Crudo
	Gas Licuado de Petróleo	Gases licuados de petróleo
	Gasolinas y Naftas	Gasolina para motores
	AV Gas	Gasolina para la aviación
	Jet Fuel	Queroseno para motor a reacción
	Kerosene	Otro Queroseno
	Diesel	Gas/Diesel Oil
	Fuel Oil	Fuelóleo residual
Biocombustibles sólidos	Leña	Madera / Desechos de Madera
	Bagazo	Otra biomasa sólida primaria
	Carbón Vegetal	Carbón vegetal
Biocombustibles Líquidos	Alcohol etílico	Biogasolina

### 3.3. Factores de Emisión

El factor de emisión es el coeficiente que cuantifica las emisiones o absorciones de un gas por actividad unitaria. Se utilizan los factores de emisión por defecto obtenidos del Volumen 2 de la versión más reciente de las Directrices del IPCC para los gases CO<sub>2</sub>, CH<sub>4</sub> y N<sub>2</sub>O, para las subcategorías 1A1, 1A2, 1A3 y 1A4. A medida que se vayan realizando estudios y generando factores de emisión específicos, se deberán ingresar a la PNTC y adjuntar documento que sustente su elaboración.

### 4.2. Unidades

Los datos de actividad deberán ingresarse en unidad energética, específicamente en K**bbp**. Si se desea ingresar el dato de actividad en unidades de volumen, se deberá ingresar también la densidad y el VCN.

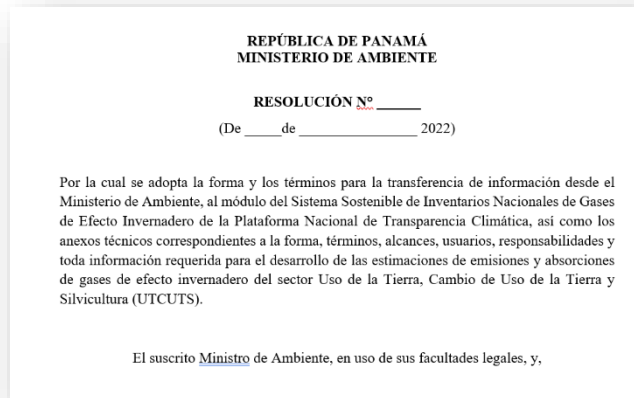
Los valores calóricos netos se encuentran por defecto en la PNTC y los mismos provienen de las Directrices del IPCC del año 2006.

Las unidades de los factores de emisiones son Kg del gas por tera joule, (Kg<sub>gas</sub>/TJ).

Figure 7: Extracts from the technical annex to the agreement between MiAMBIENTE and SNE

Source: PNTC

102. The agreement for the Agriculture sector, with the Ministry of Agricultural Development (MIDA), is similar to the one for the Energy sector. For the LULUCF sector, instead of an agreement a Ministerial Resolution was used as the legal instrument (Figure 8). This is due to the particularity that the data providers for this sector are different direction within MiAMBIENTE (unlike the Energy and Agriculture sector where the data provider is another institution). However, the model is similar to include all the information needed. This includes tables that clearly identify the sources of information and the role of the different directions within MiAMBIENTE.



Dado las responsabilidades previamente establecidas por **MiAMBIENTE**, para cada una de las direcciones técnicas que lo integran, se indica de manera resumida los roles de las direcciones que en esta resolución se ven involucradas.

**Tabla 91: Rol dentro del módulo del SSINGEI**

Dirección	Rol dentro del SSINGEI		
	Usuario Proveedor de datos	Usuario Responsable sectorial (UTCUTS)	Usuario Técnico aprobador
Dirección Forestal	x		
Dirección de Verificación del Desempeño Ambiental	x		
Dirección de Información Ambiental	x		
Dirección de Áreas protegidas y Biodiversidad	x		
Dirección de Seguridad Hídrica	x		
Dirección de Política Ambiental (DIPA)	x		
Dirección de Cambio Climático	x	X	x

Fuente: Elaboración Propia de **MiAMBIENTE**

En el contexto nacional, las subcategorías forestales que se incluyen son: *tierras forestales que permanecen como tales* y *tierras forestales convertidas en tierras forestales*.

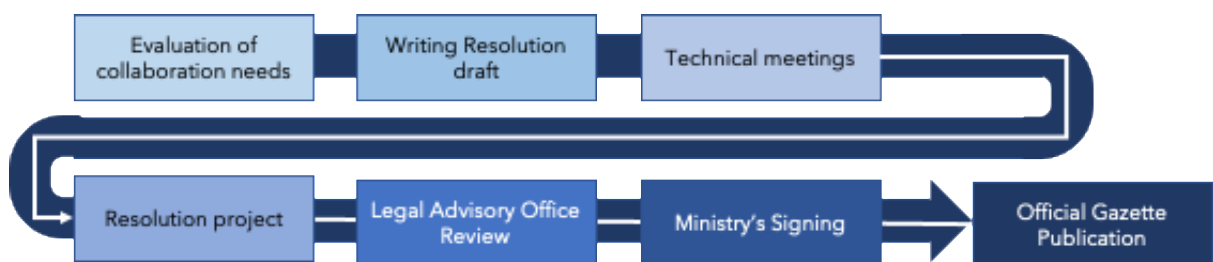
**Tabla 1. Tierras forestales**

Categoría	Subcategoría	Dato de actividad	Unidad	Fuentes del dato de actividad
4.A Tierras Forestales	4.A.1. Tierras forestales que permanecen como tales	<ul style="list-style-type: none"> <li>Superficie de tierras forestales</li> </ul>	ha	Datos derivados de muestreo estadístico ( <b>Mapatón</b> )  DIAM DCC

**Figure 8: Extracts from the Ministerial Resolution for activity data providers for the LULUCF sector within MiAMBIENTE**

Source: PNTC

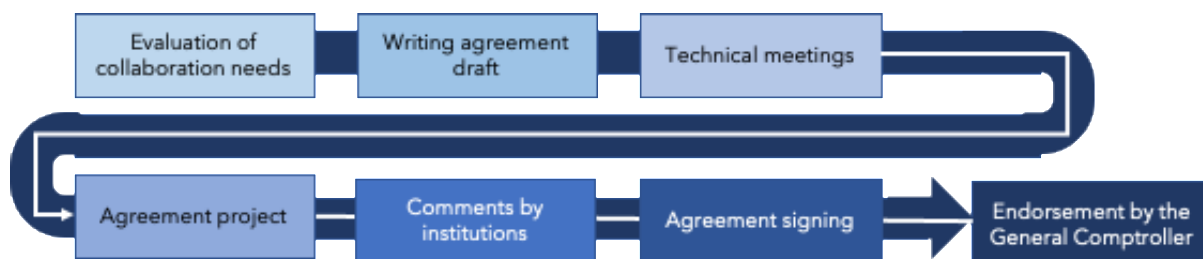
103.A proposal for the Ministerial Resolution approval process have been developed (**Figure 9**), as well a proposal for the approval process of the draft framework agreements (**Figure 10**).



**Figure 9: Ministerial Resolution proposed approval process**

Source: PNTC Deliverable 1.2 - Institutional arrangements





**Figure 10: Framework agreement on cooperation and technical assistance proposed approval process**

Source: PNTC Deliverable 1.2 - Institutional arrangements

### RTH MRV System report (Deliverable 1.3)

104. "Reduce Your Footprint Program" (*Reduce Tu Huella (RTH) Corporativo – Carbono, in Spanish*) has 3 main objectives: i) Establish a standardized process to identify, calculate, report and verify the carbon footprint within the boundaries of public, private and civil society organizations; ii) Promote and enhance a carbon footprint "quantification and management culture" to boost climate action at the organizational level in all sectors; and iii) Develop a "merit recognition system" for good practices in carbon footprint management.

105. As part of the RTH MRV System, the following documents and tools were developed, under deliverable 1.3:

Tools of RTH Corporate - Carbon	<b>Technical Standard</b>
	<a href="https://rth.miambiente.gob.pa/wp-content/uploads/2021/04/Estandar-Tecnico-RTH-Corporativo-Carbono-2021.pdf">https://rth.miambiente.gob.pa/wp-content/uploads/2021/04/Estandar-Tecnico-RTH-Corporativo-Carbono-2021.pdf</a>
	<b>Calculation tool</b>
	<a href="https://rth.miambiente.gob.pa/wp-content/uploads/2021/07/Herramienta-de-Calculo-de-RTH-Corporativo-Carbono-v3.0.xlsx">https://rth.miambiente.gob.pa/wp-content/uploads/2021/07/Herramienta-de-Calculo-de-RTH-Corporativo-Carbono-v3.0.xlsx</a>
	<b>GHG declaration Format</b>
	<a href="https://rth.miambiente.gob.pa/wp-content/uploads/2021/04/Formato-de-Declaraci%C2%A2n-de-GEI-RTH-Corporativo-Carbono-2021.docx">https://rth.miambiente.gob.pa/wp-content/uploads/2021/04/Formato-de-Declaraci%C2%A2n-de-GEI-RTH-Corporativo-Carbono-2021.docx</a>
Documents of Support RTH Corporate - Carbon	<b>Step by step Registry and reporting guide</b>
	<a href="https://rth.miambiente.gob.pa/wp-content/uploads/2021/05/Guia-paso-a-paso-del-sistema-de-registro-y-reporte-RTHCorporativo-Carbono.pdf">https://rth.miambiente.gob.pa/wp-content/uploads/2021/05/Guia-paso-a-paso-del-sistema-de-registro-y-reporte-RTHCorporativo-Carbono.pdf</a>
	<b>Process to acquire – certificate of good standing from MiAMBIENTE</b>
	<a href="https://rth.miambiente.gob.pa/wp-content/uploads/2021/06/Proceso-de-Solicitud-de-Paz-y-Salvo-MiAMBIENTE.pdf">https://rth.miambiente.gob.pa/wp-content/uploads/2021/06/Proceso-de-Solicitud-de-Paz-y-Salvo-MiAMBIENTE.pdf</a>
	<b>Emission Factor of the Interconnected electrical grid</b>
	<a href="https://www.energia.gob.pa/mdocs-posts/reporte-factor-de-emision-del-sin-panama-2020/">https://www.energia.gob.pa/mdocs-posts/reporte-factor-de-emision-del-sin-panama-2020/</a>

<b>Legal Documents of RTH Corporate - Carbon</b>	<b>Executive Decree N°100 of October 2020</b>
	<a href="https://rth.miambiente.gob.pa/wp-content/uploads/2021/05/Decreto-Ejecutivo-N%C2%B0-100.-Reglamenta-un-capitulo-de-la-Ley-41-1998-General-de-Ambiente-sobre-la-mitigacion-del-cambio-climatico.pdf">https://rth.miambiente.gob.pa/wp-content/uploads/2021/05/Decreto-Ejecutivo-N%C2%B0-100.-Reglamenta-un-capitulo-de-la-Ley-41-1998-General-de-Ambiente-sobre-la-mitigacion-del-cambio-climatico.pdf</a>
	<b>Ministerial Resolution DM-0224-2021 of May5, 2021</b>
	<a href="https://rth.miambiente.gob.pa/wp-content/uploads/2021/05/Resolucion-Ministerial-DM-0224-2021.pdf">https://rth.miambiente.gob.pa/wp-content/uploads/2021/05/Resolucion-Ministerial-DM-0224-2021.pdf</a>

**Legal Framework for technical support report (Deliverable 1.4)**

- 106. Article 8 of Executive Decree No. 100 of October 20, 2020, created the National Framework for Climate Transparency (PNTC) attached to the National Environmental Information System (SINIA) of MiAMBIENTE, as an "official mechanism for the management, monitoring, reporting and registration of national initiatives that lead the country towards sustainable, inclusive, low emission and resilient development to the climate crisis, in the process of complying with the Paris Agreement".
- 107. Deliverable 1.4 presented a draft ministerial decree for PNTC operationalization; and a draft resolution was developed with the purpose to approve PNTC "User Manuals" and "Technical Guides" (currently in approval process by MiAMBIENTE legal office).
- 108. In addition, the "terms and conditions" applicable to natural or legal persons, whether public or private, as well as organized civil society for compliance with the due registration of minimum legal information in order to obtain access to the different modules of the PNTC.

**Consultation workshops reports (Deliverable 1.5)**

- 109. Between March and October 2022, workshops were conducted in the provinces de Darién, Chiriquí, Bocas del Toro, Veraguas, Herrera, and Coclé, to present and discuss PNTC with key stakeholders (i.e., private companies, associations, community-based organization, public institutions, universities). In total 594 persons attended the workshops. The following figures summarize the participation by workshop, gender, and age.

**Table 4: Participants per workshop**

Event	Date	Participants	Gender			Age group			
			Woman	Man	Other	16 - 29	30 - 44	45 - 59	59 +
Lanzamiento de la Plataforma	15 de febrero 2022	92	54	36	2	19	33	12	10
Lanzamiento Regional Chiriquí día 1	26 de abril 2022	34	16	17	1	8	16	7	3
Lanzamiento Regional Chiriquí día 2	27 de abril 2022	18	9	7	2	5	10	3	0
Lanzamiento Regional Veraguas día 1	28 de abril 2022	42	18	23	0	11	21	6	5
Lanzamiento Regional Veraguas día 2	29 de abril 2022	22	20	18	0	13	3	2	0
Lanzamiento Regional Herrera/Los Santos día 1	28 de junio 2022	36	16	20	0	15	13	3	5
Lanzamiento Regional Coclé día 1	30 de junio 2022	43	21	20	2	11	17	9	6
Taller con la Academia	24 de agosto 2022	37	23	14	0	10	13	12	2
Taller Actores Módulo M&E	1 de septiembre 2022	33	17	16	0	13	6	5	9
Presentación de Avances Chiriquí	6 de septiembre 2022	24	11	13	0	6	10	4	4
Taller Universitario Chiriquí	7 de septiembre 2022	10	3	7	0	6	3	0	1
Presentación de Avances Veraguas	8 de septiembre 2022	34	17	17	0	5	17	4	5
Taller Universitario Veraguas	9 de septiembre 2022	38	20	18	0	21	10	5	2
Presentación de Avances Darién	27 de septiembre 2022	34	11	22	1	9	9	6	4
Presentación de Avances Herrera/Los Santos	11 de octubre 2022	29	18	11	0	22	10	11	3
Taller Universitario Herrera/Los Santos	12 de octubre 2022	18	6	12	0				
Presentación de Avances Coclé	13 de octubre 2022	14	6	8	0	2	8	2	2
Taller Universitario Coclé	14 de octubre 2022	36	21	15	0	19	11	4	2
<b>Total</b>		<b>594</b>	<b>307</b>	<b>294</b>	<b>8</b>	<b>195</b>	<b>210</b>	<b>95</b>	<b>63</b>
			50,4%	48,3%	1,3%	34,6%	37,3%	16,9%	11,2%

Source: Deliverable 3.3

### Institutional arrangements guidelines (Deliverable 1.6)

110. Deliverable 1.6 presented guidelines and models for the development of institutional arrangements, including general aspects of institutional agreements, the actors involved in the process, their structure, cases for which an agreement applies, and an approval process.

### Availability of Output 2 (Fully Available)

**Output 2:** National tools to ensure consistency, transparency, and standardization in the monitoring and reporting of climate data are disseminated.

Activities	Deliverables
2.1: Develop guidelines and processes for implementing the national inventory system for the prioritized sectors, specifying how the 2006 IPCC Guidelines will be applied in the national context	Design of national inventory system completed and approved by the technical committee
2.2: Develop guides and processes for the bottom-up component of the MRV system for emissions and mitigation actions, along with baselines for prioritized sectors	Registry Design completed and approved by the technical committee
2.3: Develop guides and protocols for the MRV system for climate finance needed and received	Design of MRV of climate finance completed and approved by the technical committee
2.4: Conduct a test run of the Platform to report on the development of the second Biennial Update Report (BUR2)	Improvement plan (for PNTC, MRV systems) developed through successful execution of pre- and post-test run workshops, completed and approved

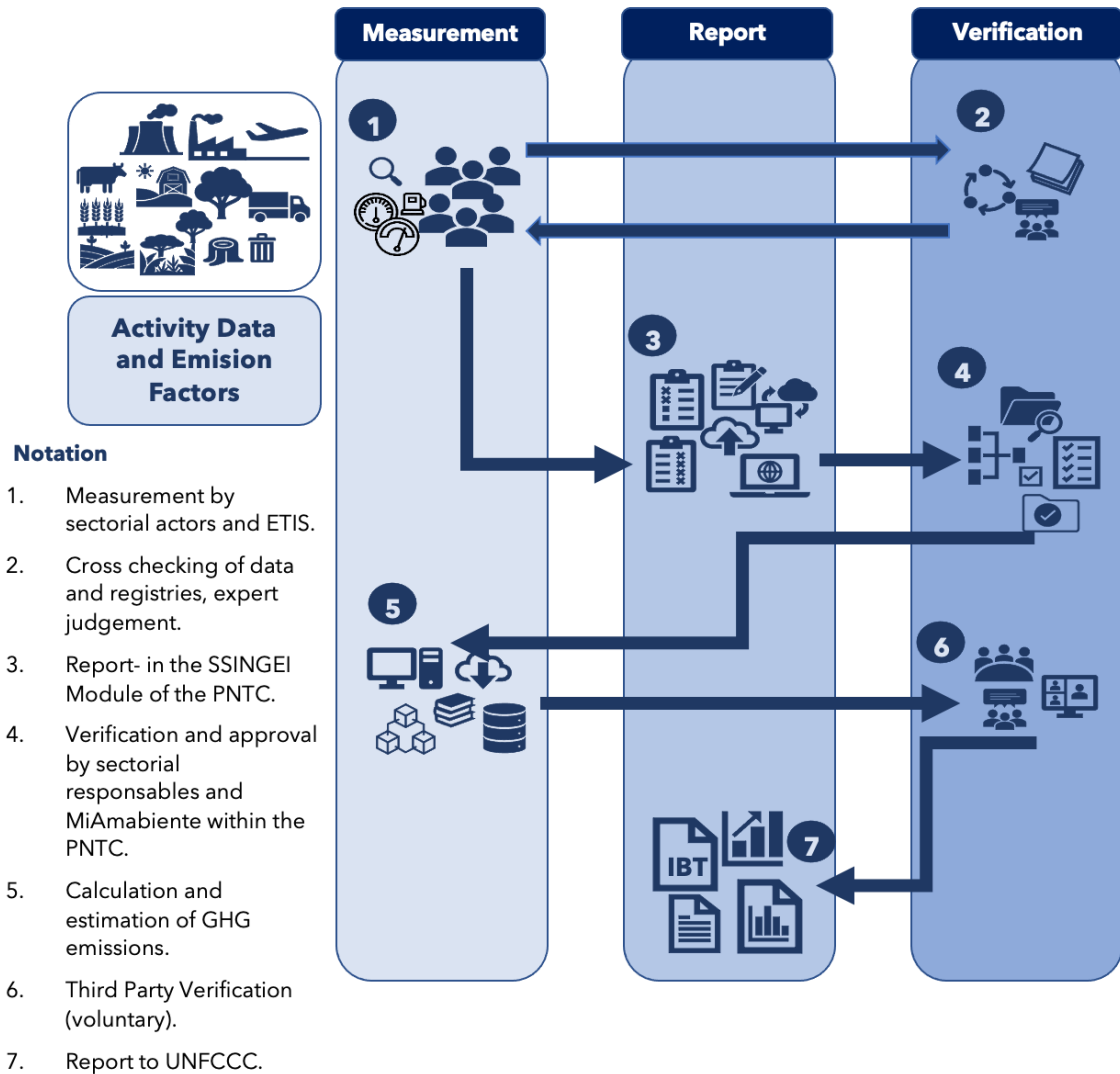
111. Output 2 aimed to "define and then disseminate relevant tools such as processes, methodologies, guidelines, baselines and indicators, produced under 2006 IPCC

relevant guidelines (in the case of mitigation) that will make the arrangements included in Output 1 fully operational in order to ensure a consistent use of national data management methods". The technical guidelines developed under Output 2 presents and explain the foundations for the GHG Inventories Management System (MRV for emissions), the MRV system for mitigation actions, the monitoring and evaluation (M&E) system for adaptation, and the MRV of means of implementation and climate finance.

112. Output 2 addressed (together with the Capacity Building Program - Deliverable 5.1) the following barriers: "insufficient technical capacity to collect, analyze and disseminate sectoral data for GHG inventories and adaptation measures - and include climate considerations in long-term planning"; and "insufficient technical capacity to collect, analyze and disseminate sectoral data for GHG inventories and adaptation measures - and include climate considerations in long-term planning".
113. Finally, activities under this output were also used to build on the Gender Action Plan for the project developed in activity 4.1.
114. The below sections briefly review the key deliverables under this output that were produced by the project directly with GEF funding.

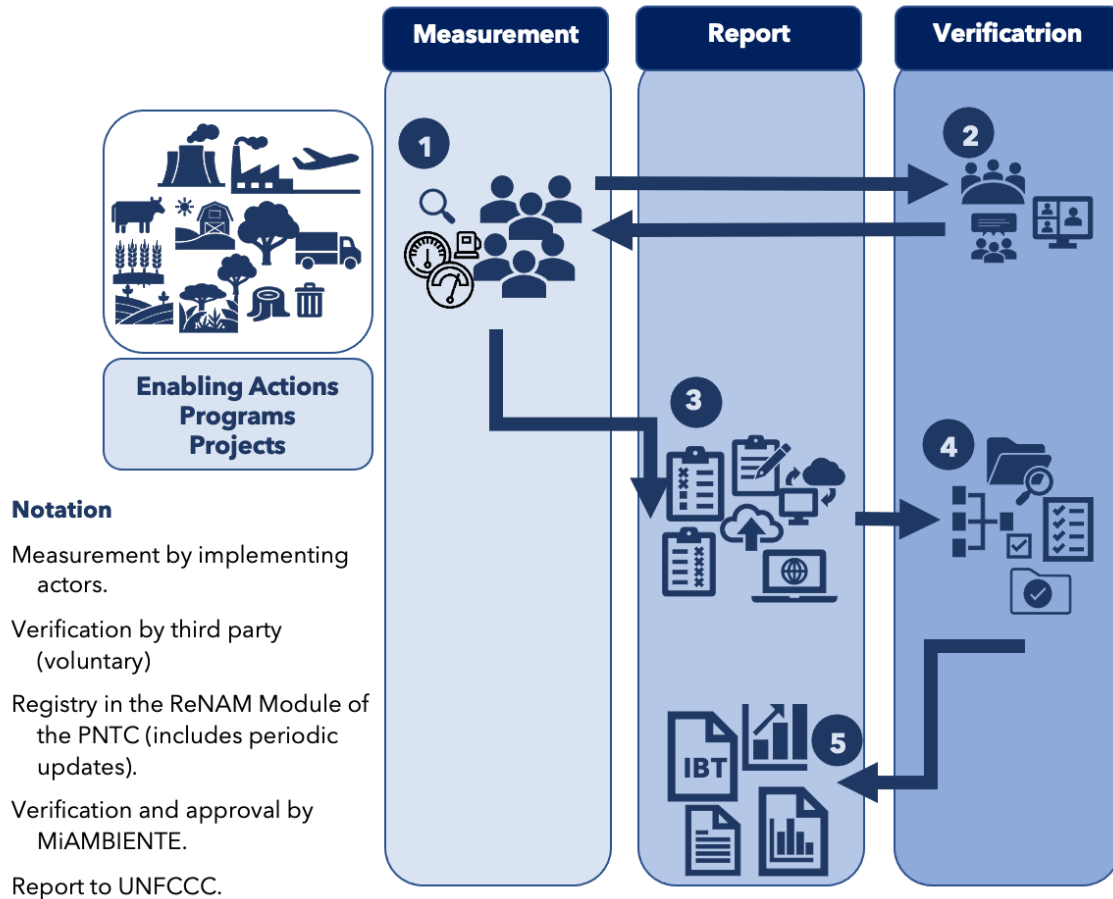
#### **PNTC modules report (Deliverables 2.1, 2.2 and 2.3)**

115. Deliverable 2.1, 2.2 and 2.3 have presented (in one single report) the overall design proposal, with main data/information required, steps to be taken, key actors involved and respective responsibilities, for the national inventory system (*Sistema Sostenible de Inventarios Nacionales de Gases de efecto Invernadero* - SSINGEI, in Spanish - **Figure 11**); the MRV system for mitigation actions (*Registro Nacional de Acciones de Mitigación* - ReNAM, in Spanish - **Figure 12**); and the MRV system for climate finance needed and received (*Registro Nacional de Medios de Implementación* - ReNMI, in Spanish - **Figure 13**).
116. The relationships between all modules were also identified and explained, with the aim to promote synergies and consistency, in particular regarding the mitigation actions and others MRV systems (**Figure 14**).



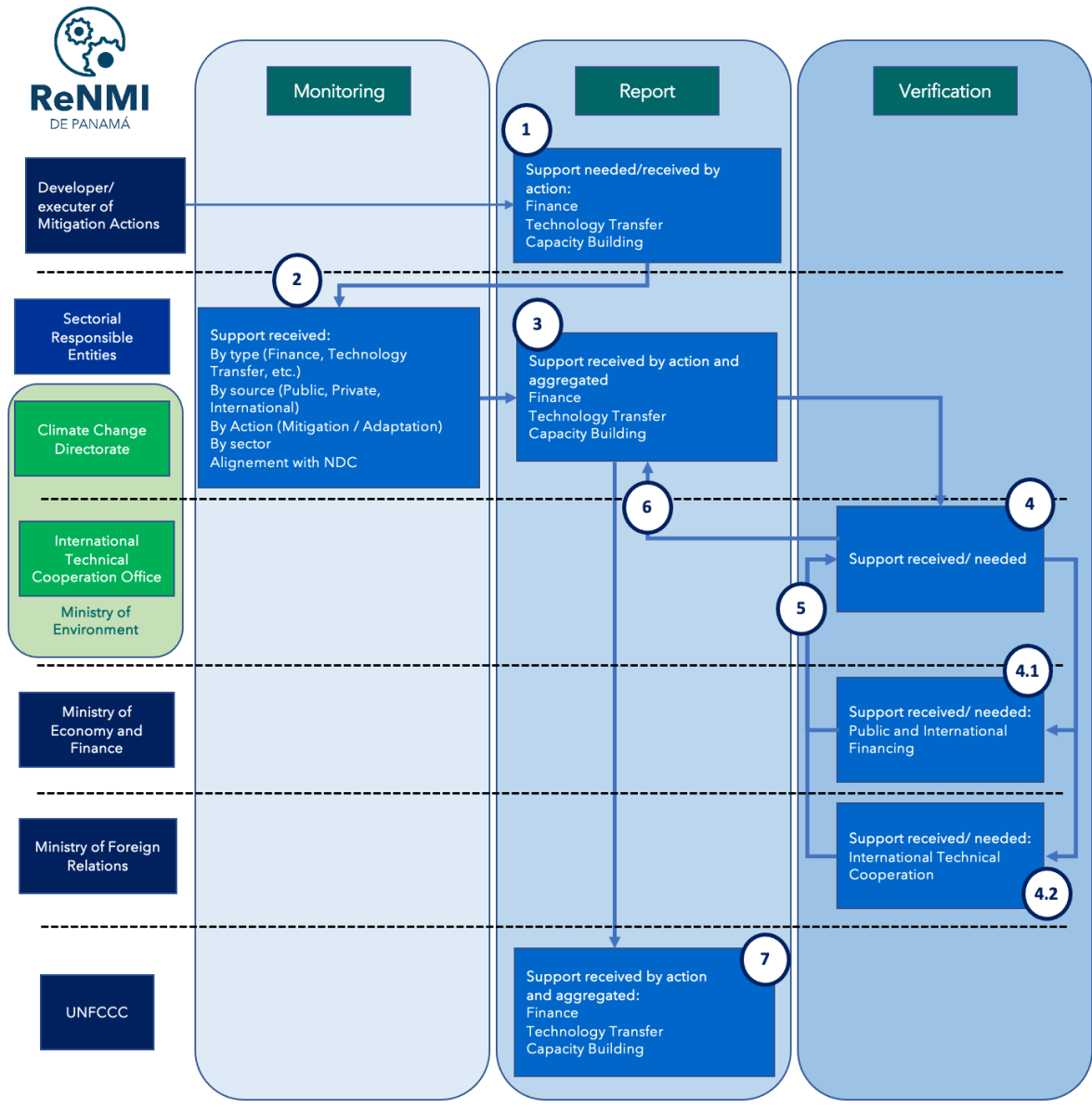
**Figure 11: SSINGEI Overall design**

Source: Deliverables 2.1/2.2/2.3



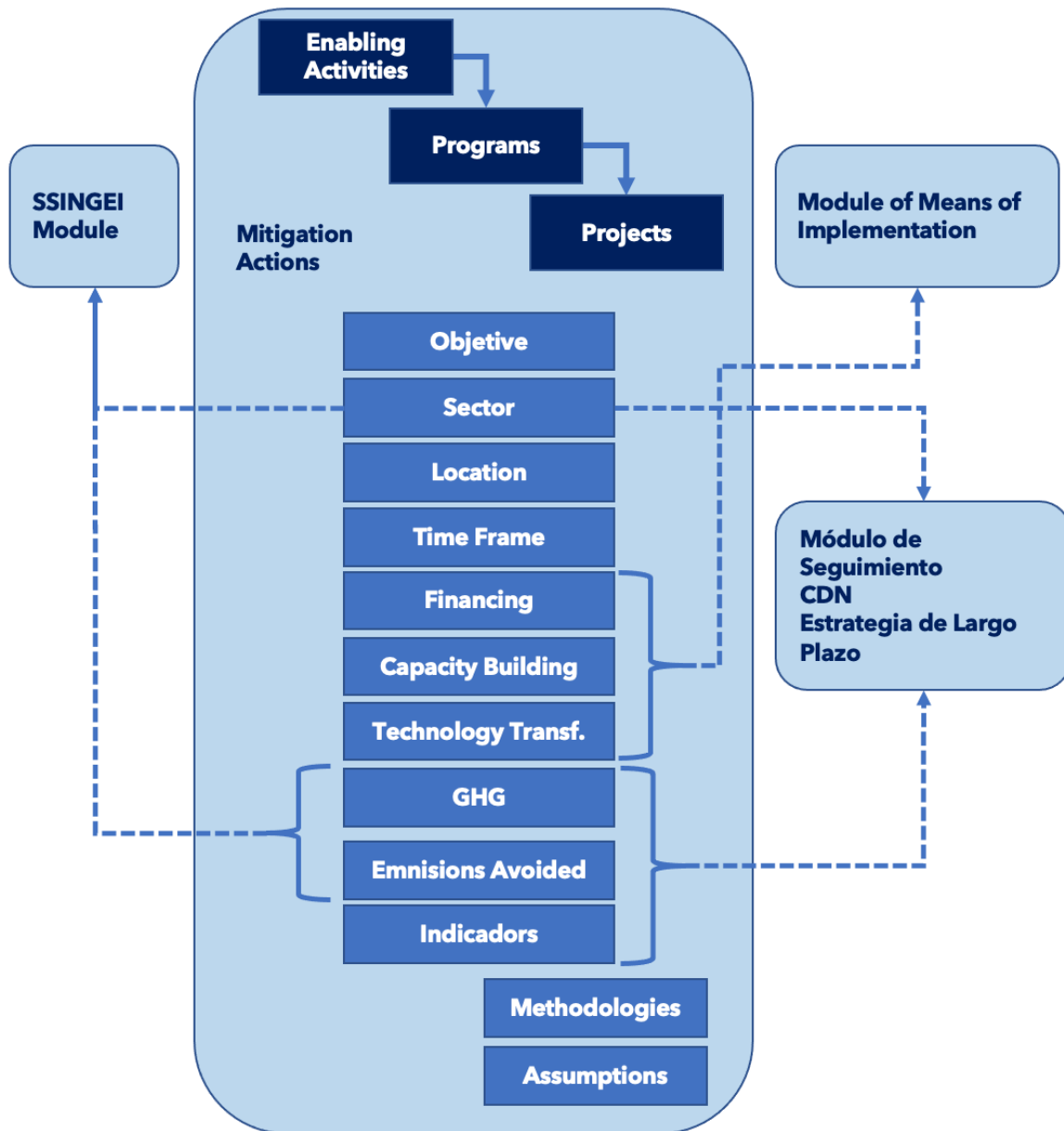
**Figure 12: ReNAM Overall design**

Source: Deliverables 2.1/2.2/2.3



**Figure 13: ReNMI Overall design**

Source: Deliverables 2.1/2.2/2.3



**Figure 14: Relationships between different MRV systems**

Source: Deliverables 2.1/2.2/2.3

**Improvement plan (Deliverable 2.4)**

117. Each PNTC module was subject to specific "test run". For example, the Monitoring and Evaluation Module (M&E) was evaluated by MiAMBIENTE Climate Change Directorate regarding the 21 indicators that have been developed, with the respective methodologies, protocols for collecting information and reporting templates.

As result of the "test run" several potential improvements were identified (



118. Table 5).

Table 5: Potential improvements identified during PNTC "test run"

Area / Module	Improvements
Sustainable System of National Greenhouse Gas Inventories (SSINGEI)	Identification of relevant actors in the IPPU and Waste sectors
	Development of institutional arrangements with entities of the IPPU and Waste sector
	Design and development of the registration forms of activity data and emission factors of the IPPU and Waste sectors
	Update of manuals, guides and procedures to include the IPPU and Waste sectors
	Capacity building and training to actors of the IPPU and Waste sectors in the use of the PNTC and SSINGEI Module
	Implementation of the Roadmap for the Improvement of activity data and emission factors of the LULUCF sector
	Investments in equipment identified by the Institute of Agricultural Innovation of Panama (IDIAP) to be able to carry out studies and research to have their own emission factors for the agricultural sector.
	Development of the Disclosure Plan of the National Greenhouse Gas Inventory
National Registry of Emissions (ReNE)	Development of the Training Plan for Technical Inventory Teams (ETIs)
	National Emissions Registry (ReNE) Development of ReNE's internal submodules
	Migration of the data and information contained on the website of the corporate carbon RTH program to the corporate RTH module within the ReNE
	Dissemination and socialization campaign of the new location of information and the use of the PNTC for the Corporate RTH program
	Design of RTH subprograms Products Projects Municipal After this design, the functionalities to make it operational can be programmed in the ReNE module.
	ReNE update to allow the registration of carbon credits acquired to offset the carbon footprint of program participants.
National Register of Actions (ReNA)	Linking the ReNE with the Register of offset projects to complete the traceability cycle of carbon credits used to offset the carbon footprint.
	National Registry of Actions (ReNA) Update of the submodule of the National Registry of Mitigation Actions (ReNAM) to include the functionality of No-Objection to incorporate the development already done to obtain the notes of no objection through the PNTC
	Creation of the National Registry of Offset Projects for those projects that wish to participate in the National Carbon Market
	Linking the registry of offset projects with the Panamanian Carbon Exchange for the commercialization of carbon credits

Area / Module	Improvements
	Development of the registry of REDD+ projects, linking it with developments/platforms of the Forestry Directorate (DIFOR) of the Ministry of Environment
	Development of the Submodule of the National Registry of Adaptation Actions
	Development of the Submodule of the National Registry of Transversal Actions
National Registry of Means of Implementation (ReNMI)	Development of public climate finance submodule and linkage with information from the Ministry of Economy and Finance (MEF)
	Development of the consolidated climate finance sub-module to showcase both international and national climate finance
	Development of institutional agreements with private banking entities to register the financing of "green" projects in the country by these entities and to be able to show the lines of financing available at the national level for mitigation, adaptation or transversal projects.
	Gathering of information to show the calls or calls for the presentation / application of projects by international climate funds to facilitate access to financing
	Updating user guides and manuals
	Development of functionalities for monitoring support in the form of Technology Transfer and Capacity Building
	Monitoring and Evaluation of Adaptation (M&E)
Linking the M&E module with the Adaptation Actions submodule to obtain indicator-specific information related to adaptation projects or initiatives from the adaptation actions register	
Continuation of the training process for actors providing data for the indicators	
Tracking Module	Design and development of the Monitoring module
	Record of the country's NDC goals in the module
	Linking the monitoring module with the ReNA module to identify actions that relate to the country's NDC sectors and goals
	Linking the monitoring module with the ReNMI module to identify resource allocation that relates to the country's NDC sectors and goals
	Linking the monitoring module with the SSINGEI module to verify progress against NDC targets that are quantifiable in terms of GHG
	Development of guides and user manuals for the module
	Identification of relevant actors
Knowledge Hub	Dissemination and training for the use of the module
	Design and Development of the module and its functionalities
	Incorporación de curso sobre cambio climático (creado) dentro del hub de conocimiento
	Identificación de actores clave

Area / Module	Improvements
	Development of institutional arrangements
	Development of guides and manuals
	Dissemination and training in the use of the module
	Identification, design and development of key indicators of climate participation and empowerment through the module
	Creation of summaries of the information, aimed at a young and child audience
	Development of functionalities to make operational the "Youth Academy on Climate Change" through the knowledge hub
National Adaptation Data System	Identification of Key Actors
	Development of institutional arrangements
	Design and development of the module and its functionalities
	Gathering information and preparing data for the creation of the interactive atlas of climate change scenarios
	Design and development of the interactive atlas of climate change scenarios
	Linking the module with climate data sources of humidity, temperature, sea level, precipitation, etc.
	Design of the loss and damage submodule, as well as its link with information sources

Source: Deliverable 2.4

119. During the interviews it was informed that there were advances in the development and improvement of the M&E module through UNDP/Climate Promise support. In addition, with MiAMBIENTE internal funds there was also progress allowing for a "carbon projects registry" and to create a space within the platform to communicate information regarding a carbon market. With UNDP funds a "climate change training" was developed and is available through the Knowledge Hub. With Euroclima's funding, a module to track NDC progress is being developed, and mapping of stakeholders was completed, MRV is being designed and arrangements are being discussed.

### Availability of Output 3 (Fully Available)

**Output 3:** Public engagement mechanism for enhanced transparency framework is designed and implemented

Activities	Deliverables
3.1: Through an analysis of key audiences, design an engagement mechanism to facilitate the use of the public interface of the platform and SINIA	Approval of Communications and Engagement Plan to involve Society in the use of the platform
3.2: Design materials for public engagement	Approval and printing/publication of materials for engagement of the general public

Activities	Deliverables
3.3: Develop a communications structure for key audiences on how to use the public interface of the platform	Evaluation report of the compliance with the Communications and Engagement Plan and development of the Sustainability Plan

120. Output 3 aimed to create a "public engagement mechanism that will seek to strengthen the social and environmental outcomes of the framework". In addition, "inputs from stakeholders, taking into special consideration relevant stakeholders from the academia and research institutions, ... will provide scientific and technical evidence to avoid adverse impacts related to climate measures in their livelihoods. The mechanism will also serve to minimize, mitigate, and manage climate-related risks where avoidance is not possible".

121. The sections below address briefly key deliverables under this output.

### Communication and Engagement Plan (Deliverable 3.1)

122. Deliverable 3.1 developed a **Communication and Engagement Plan** with the aim to deliver the following main message to the general public:

- PNTC brings together all the information on Panama's climate action.
- It is a complete tool for managing, monitoring, reporting and recording the country's climate action initiatives.
- The information published is updated and validated by specialists/expert entities in the field.
- The platform itself is an intuitive and easy-to-use portal for all types of audiences.
- Climate change affects our human rights and has an impact on our quality of life.
- Knowledge about climate action allows us to make better individual and collective decisions.

123. Three main groups have been identified: A) Project developers/companies entering information into the PNTC; B1) Users looking for general information on environment and climate action; and B2) Users looking for specific information on climate action and specific initiatives.

124. For each group the age range, main characteristics, entry points to capture their attention, interests or reasons for engaging with the PNTC and challenges in establishing communications with them were identified. Based on these information, specific strategies were developed for each group. Finally, a calendar for the implementation of the communication and engagement plans was defined. Details of the implementation of the communication and engagement plans are presented in deliverable 3.3.

### Public engagement materials (Deliverable 3.2)

125. Deliverable 3.2 presented the material for public engagement, including PNTC logo (**Figure 15**) and modules icons (**Figure 16**).



Figure 15: PNTC logos

Source: Deliverables 3.2

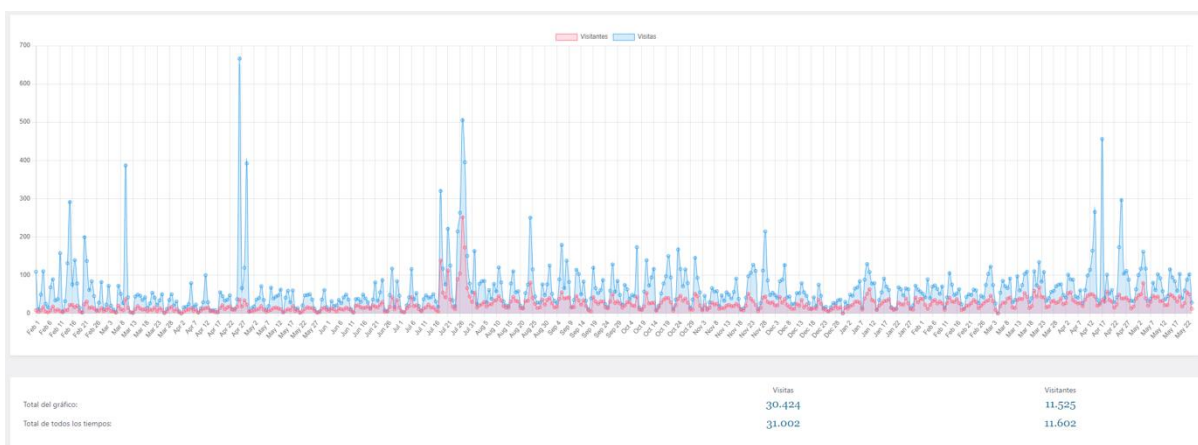


Figure 16: PNTC modules icons

Source: Deliverables 3.2

### Communications and engagement plan compliance reports (Deliverable 3.3)

126. Deliverable 3.3 presents the main communication and engagement activities that were implemented between the start of the project and November 2022, divide between pre-launch initiatives; PNTC launch and post-launch initiatives.
127. PNTC official launch occurred on February 15, 2022, in Panama City, attended (presential and virtually) by 92 attendees. After the launch several consultation workshops were held (as described in deliverable 1.5).
128. PNTC have received, since its launch and November 25, 2022 (date of publication of deliverable 3.3), 19,005 visits from 6,383 visitors. From February 2022 to May 24, 2023, there were 30,424 hits from 11,525 visitors.



**Figure 17: PNTC visits and visitors (up to May 24, 2023)**

Source: PNTC

### Availability of Output 4 (Fully Available)

**Output 4:** A National Platform for Climate Transparency is established for the monitoring, reporting, and verification of climate-related data

Activities	Deliverables
4.1: Conduct a study to devise a Gender Action Plan for the project as a whole	Gender Action Plan for the project
4.2: Design a national platform that includes all arrangements, processes, methodologies, and other guidelines developed through outputs 1, 2, 3 and 4	Presence of the platform online
4.3: Launch and maintain the platform	Presence of 100% of the necessary data on the platform

129. Output 4 aimed to "digitalize and make user friendly all the arrangements, processes, methodologies, guidelines, baselines and indicators developed under Outputs 1, 2. and 4 by making them operational through a web platform. On this platform, data compilers, suppliers, expert users, the public and other stakeholders will be able to fulfill their respective responsibilities defined under the PNTC".

130. Output 4 addressed the following barriers: "limited institutional arrangements for cross-sectoral climate planning, data collection, and sharing"; "insufficient technical capacity to collect, analyze and disseminate sectoral data for GHG inventories and adaptation measures - and include climate considerations in long-term planning"; and "insufficient technical capacity to collect, analyze and disseminate sectoral data for GHG inventories and adaptation measures - and include climate considerations in long-term planning".

131. The below sections briefly review the key deliverables under this output that were produced by the project directly with GEF funding.

### Gender Action Plan (Deliverable 4.1)

132. Deliverable 4.1 describes the process taken for the development of the **Gender Action Plan**, which has the main objective of defining a strategy for the insertion of a gender perspective in PNTC project execution.
133. The Gender Action Plan developed describes a set of steps, actions, guidelines, and concepts; and provides a methodology so that PNTC national team (defined as the main user of the Plan) has the necessary resources and guidance to meet the Plan objective.
134. The Plan has developed 5 matrixes based on the fundamental elements for incorporating a gender perspective in the PNTC Project: i) Mainstreaming of the gender perspective; ii) Use of non-sexist language; iii) Use of inclusive language; iv) Data disaggregated by sex; and v) Differentiated benefits/impacts and presentation of project results. Each matrix includes the objective, guidelines, indicators, activities and those responsible for their execution in the Project.
135. Finally, the Plan includes a "verification list" with necessary criteria to evaluate if the gender perspective has been included in the PNTC project (Table 6). During the interviews it was explained that the "verification list" was applied, and resulted that: a) the gender declaration was not yet included in the Platform, as the team :did not find a right place to put it and there was not an official declaration "; and b) periodic publishing of users disaggregated by gender in platform reports was not yet carried out, since there was not yet a periodic publishing of any data.

Table 6: Verification list for incorporating the Gender Perspective in PNTC project

No.	Estrategia	Aplica		Observaciones
		Sí	No	
<b>Transversalización de la Perspectiva de Género</b>				
1	Conocimiento de los conceptos y normas básicas relacionadas con la Perspectiva de Género.			
2	Implementación de la herramienta de verificación en la aplicación de los conceptos y acciones para la incorporación de la Perspectiva de Género en el Proyecto.			
3	Incorporación de la Perspectiva de Género en las comunicaciones internas y externas, indicadores y resultados del Proyecto.			
4	Incorporación de la Perspectiva de Género en las comunicaciones internas y externas, indicadores y resultados del Proyecto.			
5	Empleo de las formas de tratamiento adecuado (título de cortesía), el pronombre personal y los adjetivos que concuerden con el género.			
6	Se garantiza la inserción de una declaratoria sobre la visibilización y aplicación de los principios de igualdad de género en la Plataforma de Transparencia Climática.			



No.	Estrategia	Aplica		Observaciones
		Sí	No	
<b>Lenguaje No Sexista</b>				
7	Se mantiene coherencia al referirse a hombres y mujeres.			
8	Se eliminaron o evitaron expresiones discriminatorias o con connotaciones negativas que hacen referencias a concepciones estereotipadas de las características de los géneros.			
9	Se emplean pares de femenino y masculino. (Se visibiliza el género mediante el desdoblamiento: uso de la versión femenina y masculina de la misma palabra, sin abusar).			
10	Se emplean estrategias tipográficas como la barra [/] o los paréntesis (()) para explicitar el femenino, (El/La Director/a; Sr./Sra., etc.).			
11	Se usan sustantivos colectivos u otras estructuras genéricas como el explícito de ambos grupos "hombres"/"varones" y "mujeres", o todas las personas, la población, etc.).			
12	Se mencionan los cargos u ocupaciones haciendo referencia a las personas, grupo, institución, órgano o cargo representado.			
13	Se usan los pronombres relativos "quien(es)", los pronombres indefinidos "alguien", "nadie" y "cualquiera" y el adjetivo indefinido "cada" seguido de sustantivo común en cuanto al género.			
14	Se usan adjetivos sin marca de género en lugar de sustantivos; "se" impersonal ("se recomienda"), de pasiva refleja ("se debatirá") o de pasiva perifrástica ("se va a elegir")			
15	Se emplea el infinitivo y el gerundio o se omite al agente. Es necesario que el usuario... Es necesario tener una cuenta para acceder al portal. (uso recomendado)			
<b>Lenguaje Inclusivo</b>				
16	Lo expresado promueve la sensibilidad y la igualdad de género.			
17	Se identificaron sesgos de género u otros.			
18	Se eliminaron expresiones con estereotipos de género.			
19	Se utilizan expresiones, sustantivos o pronombres neutrales.			
20	Se eliminaron expresiones negativas sobre la legibilidad y comprensibilidad del texto.			
21	Se incluye la diversidad cultural y/o multiétnica: las etnias, culturas, grupos, poblaciones, minorías, etc.			
22	Se incluye territorios, lugares poblados, rural, urbano, periferias, etc.			

No.	Estrategia	Aplica		Observaciones
		Sí	No	
23	Se incluye la diversidad generacional: grupos etarios (infancia/niñez, adolescentes, jóvenes, mayores de edad, tercera edad, etc.)			
24	Se incluyen poblaciones con capacidades especiales (Discapacidad o limitación física u otra condición).			
<b>Datos Desagregados por Sexo</b>				
25	Se visibiliza la condición de ventaja o desventaja de las mujeres comparativamente a los hombres.			
26	Se visibilizan las desigualdades de sexo.			
27	Se visibilizan las transformaciones por sexo.			
28	Se describen o analizan las causas o consecuencias de las desigualdades de género.			
29	Se registra la información de participación de los usuarios de la Plataforma Nacional de Transparencia Climática desagregada por sexo.			
30	Se visibiliza mediante la publicación periódica el registro de participación de los usuarios de la Plataforma Nacional de Transparencia Climática desagregada por sexo.			
<b>Beneficios/Impactos Diferenciados</b>				
31	El logro de los objetivos y resultados para hombres y mujeres.			
32	La manera en que los grupos sociales, así como mujeres y hombres se benefician del proyecto.			
33	La manera en que se miden los beneficios y participación (ejemplo: acceso y control sobre beneficios).			
34	Beneficios, impactos o resultados generados por el proyecto, desagregado por sexo, edad, etnia, cultura, etc.			

Source: Deliverable 4.1

### **PNTC launch reports (Deliverables 4.2 and 4.3)**

136. As indicated before, PNTC official launch occurred on February 15, 2022, in Panama City, attended by 92 attendees (46 presential from which 25 were women). A webcast of the launch is available on YouTube<sup>22</sup>.

### **Availability of Output 5 (Fully Available)**

**Output 5:** Training for data compilers, suppliers and platform users is provided

Activities	Deliverables
5.1: Design a continuous capacity development programme on statistics and methods for data compilers, suppliers, staff, and other stakeholders involved with the PNTC Programme, and its web platform	Web curriculum developed for capacity building program
5.2: Carry out peer exchanges activities and trainings to Ministry staff/local authorities and other relevant stakeholders on NDC and support provided/received tracking	Training of 100% of key stakeholders for project implementation, successful implementation of one round of capacity building (training report)

<sup>22</sup> <https://www.youtube.com/watch?v=8i0JyqXnQ2k>

Activities	Deliverables
5.3: Provide training to public servants to integrate long-term climate strategies, GHG emissions projections and adaptation considerations into policy and decision-making	
5.4: Develop user guides for data compilers, suppliers, expert users, general public and other stakeholders on the PNTC and its web platform	Publication of Platform user guides

137. Output 5 aimed to ensure "that all users and stakeholders involved with the PNTC and the web platform are proficient on the platform and fully capable of complying with their duties" and to "promote the training of public servants on long-term climate planning". This output included a South-South peer exchange activity. During the interviews the following exchange activities were mentioned: Peru ("indigenous people platform"); Costa Rica (MRV and the use of platforms); Colombia (registry of actions); Dominican Republic (CBIT project implementation); Argentina and Dominican Republic (experience about CBIT project implementation - during COP 27); Costa Rica and Peru (CBIT project implementation - during COP 26); Honduras (CBIT project implementation); Argentina and Peru (climate finance); and UNEP CBIT projects (gender).

138. Output 5 addressed the following barriers: "; "insufficient technical capacity to collect, analyze and disseminate sectoral data for GHG inventories and adaptation measures - and include climate considerations in long-term planning"; "insufficient technical capacity to collect, analyze and disseminate sectoral data for GHG inventories and adaptation measures - and include climate considerations in long-term planning"; and "inadequate mechanisms to efficiently involve stakeholders in climate planning and reporting".

139. The below sections briefly review the key deliverables under this output that were produced by the project directly with GEF funding.

#### **Capacity Building Program (Deliverable 5.1)**

140. Deliverable 5.1 presents the **Capacity Building Program**, with the aim to assist the country in creating and improving technical and institutional capacities that would allow the implementation of PNTC MRV systems.

141. Within the Program, training needs were identified, as well as the available courses, workshops, trainings that could be used to overcome knowledge and training gaps. A prioritization was carried out based on needs, available resources, and cost-effectiveness.

142. Finally, a list of trainings covered with the project funds and a list of other trainings that must be covered later to achieve sufficient capacities within the country was included.

#### **Key actor capacity building report (Deliverable 5.2 and 5.3)**

143. Deliverable 5.2 presents the results of the Capacity Building Program, in particular the prioritized courses and trainings that were initially performed as part of the Program.

#### **User guides and manuals (Deliverable 5.4)**

144. Deliverable 5.4 presents technical guides and manuals, with description of processes, roles and responsibilities that the various actors have, as well as records that will be made through PNTC modules and sub-modules that have been created under the project:

- **National GHG Inventories Sustainable System (*Sistema Sostenible de Inventarios Nacionales de Gases de efecto Invernadero - SSINGEI, in Spanish*)**, includes all the provisions, arrangements and procedures for the estimation of anthropogenic emissions by sources and removals of GHG sinks not controlled by the Montreal Protocol, to manage and present the national inventories of the Republic of Panama, in accordance with international guidelines.
- **National Registry for Emissions and Mitigation Actions**, sub-divide in:
  - **National Action Registry (*Sistema Nacional de Acciones - ReNA, in Spanish*)**, through which the country climate change actions will be reported and characterized. The registry will consolidate information on mitigation and adaptation actions developed under national or international schemes that are quantifiable, reportable, and verifiable:
    - **National Mitigation Action Registry (*Sistema Nacional de Acciones de Mitigación - ReNAM, in Spanish*)**: understood as actions with impacts on GHG emissions reductions and/or increase in the carbon dioxide removals. This registry, in turn, is subdivided into Mitigation Actions, Compensation Projects and REDD+.
    - **National Adaptation Action Registry (*Sistema Nacional de Acciones de Adaptación, in Spanish*)**: initiatives formulated in order to implement adaptation and resilience actions to climate change. This registry will be developed in the next phases of the PNTC.
    - **National Integrated Action Registry (*Sistema Nacional de Acciones Integrales, in Spanish*)**: these include both mitigation and adaptation objectives and targets. This registry will be developed in the next phases of the PNTC.
  - **National Emission Registry (*Sistema Nacional de Emisiones - ReNE, in Spanish*)**, to registry data and information related to GHG emissions at levels other than the national level (for example, RTH Program).
- **Adaptation monitoring and evaluation (M&E) system (*Sistema de Monitoreo y Evaluación de la Adaptación, in Spanish*)**, where climate change adaptation is presented, through relevant indicators related to climate risk and vulnerability.

## Achievement of Project Outcomes

### Achievement of Outcome 1 (Fully Achieved)

**Outcome 1:** Public and private entities are responsible for the monitoring, reporting, and dissemination of robust, transparent and verifiable climate-related data from their respective sectors.

Outcome indicators	Baseline	Targets	Assumptions/risks
A. Improvement in the quality of institutional	Designated transparency institution exists,	Designated transparency institution with an organizational unit with	Organizations with institutional arrangements will

Outcome indicators	Baseline	Targets	Assumptions/risks
capacity for transparency based on GEF score 1 to 4 as per Annex IV of CBIT programming directions	but with limited staff and capacity to support and coordinate implementation of transparency activities under Article 13 of Paris Agreement  Institution lacks authority or mandate to coordinate transparency activities under Article 13	standing staff with capacity to coordinate and implement transparency activities under Article 13 of the Paris Agreement  Institution has authority or mandate to coordinate transparency activities under Article 13  Activities are not integrated into national planning or budgeting activities	fulfil their commitments
B. % of specialized trained staff who declares to be in a better position to implement MRV systems (gender disaggregated)	Not known	50%	Women will be interested or invited to participate in this project at an equal rate as men
C. Improvement in the quality MRV system based on GEF score 1 to 10 as per Annex III of CBIT programming directions	Measurement systems are in place for a few activities, improved data quality and methodologies, but not cost or time efficient; wider access to reporting is still limited and information is partial; verification is rudimentary/non-standardized	Measurement systems are strong and cover a greater percentage of activities – feedback loops exist even if they are not fully functioning; reporting is available through multiple pathways and formats but may not be complete/transparent; verification is done through standard methodologies but only partially (i.e., not all data is verifiable)	Organizations with institutional arrangements will fulfil their commitments

145.As indicated before PNTC was officially launched on February 15, 2022, where **MiAMBIENTE will have the lead role as the "designated transparency institution ... to coordinate and implement transparency activities under Article 13 of the Paris Agreement"**.

146. The evidence suggests that the project deliverables (in particular, the Legal Framework for technical support report (*Informe del análisis de los requisitos de información legal para los diferentes módulos de la PNTC*, in Spanish) created the necessary **"authority or mandate to coordinate transparency activities under Article 13"**. Nevertheless, the Ministerial resolution proposal for the adoption of PNTC modules technical guides and manual still require formal legal approval. Also, the executive decree for the Climate Change Law has not been approved, since the Law has also not been approved at the National Assembly.
147. Nevertheless, since "activities are not integrated into national planning or budgeting activities" it can't be confirmed that PNTC will have a "standing staff" in the medium and long term. During the interviews it was confirmed that in the short term MiAMBIENTE has made efforts to keep the experts, but in medium and long term this is a main challenge.
148. Regarding "specialized trained staff who declares to be in a better position to implement MRV systems", evidence suggests that there was an increase of awareness and knowledge among national technical experts and key stakeholders, as result of the "Capacity Building Program" (Deliverable 5.1); "Key actor capacity building" (Deliverable 5.2); and "User guides and manuals" (Deliverable 5.3). Regarding gender distribution, the project had ensured that 50% of the project team and 66% of the capacity building beneficiaries were women.
149. Finally, evidence suggests that Panama has, as result of the development of PNTC, its modules and deliverables, a stronger MRV system in place covering most of the country GHG emissions, mitigation, and adaptation activities.
150. It is important to stress that MRV enhancements are part of a "learning by doing exercise", in particular in the context of the ETF, where the country will have the opportunity to "continuous improvement" through "identification of reporting-related capacity-building support needs" during the technical expert review.

### Achievement of Likelihood of Impact

151. The review considers that PNTC, its modules and deliverables will likely ensure that "Panama is able to comply with Paris Agreement ETF reporting requirements (in a timely manner)". Also, as result of the implementation and use of PNTC, "public and private entities will be able to monitor, report and disseminate robust, transparent, and verifiable climate-related data from their respective sectors".
152. Nevertheless, as in any MRV system, the impacts can only be confirmed once the monitoring, reporting and verification occurs. In this case, will be when Panama submits its first biennial transparency report (BTR) by 31 of December 2024, at the latest.
153. In addition, one of the main challenges is to ensure that PNTC activities are "integrated into national planning or budgeting activities". Panama will have the opportunity to identify "reporting-related capacity-building support needs" as part of ETF technical expert review.

Rating for Availability of Outputs:	Highly Satisfactory
Rating for Achievement of Outcomes:	Highly Satisfactory
Rating for Likelihood of Impact:	Satisfactory
<b>Rating for Effectiveness:</b>	<b>Satisfactory</b>

## E. Financial Management

### Adherence to UNEP's Financial Policies and Procedures

154. The review of project documents and records showed that regular expenditure reports were submitted mostly in a timely manner and the expenditures were within the approved annual budgets or within the timely revised annual budgets. The budget revisions themselves were based on a regular analysis of actual expenditures.

155. The review found that the procurement of goods and services was done through transparent tendering processes. In those cases when tenders were not announced for service providers, the justification was given, and relevant permissions were obtained from the PSC and UNEP.

**Table 7: Financial Management Table**

Financial management components:		Rating	Evidence/ Comments
<b>1. Adherence to UNEP's policies and procedures:</b>		<b>HS</b>	
Any evidence that indicates shortcomings in the project's adherence <sup>23</sup> to UNEP or donor policies, procedures or rules		No	
<b>2. Completeness of project financial information<sup>24</sup>:</b>			
Provision of key documents to the reviewer (based on the responses to A-H below)		<b>HS</b>	
A.	Co-financing and Project Cost's tables at design (by budget lines)	Yes	Sufficient details were given at design
B.	Revisions to the budget	Yes	Minor budget revisions were made (and approved) in 20/04/2021; 29/07/2021; 02/12/2021 and 13/04/2022  Budget revisions were mainly to rephrase unspent activities, in order to adjust to the context of the country and the restrictions of the COVID-19 pandemic
C.	All relevant project legal agreements (e.g., SSFA, PCA, ICA)	Yes	ICA has been signed between UNEP's Economy and Industry Division and Regional Office for

<sup>23</sup> If the review raises concerns over adherence with policies or standard procedures, a recommendation maybe given to cover the topic in an upcoming audit, or similar financial oversight exercise.

<sup>24</sup> See also document 'Criterion Rating Description' for reference

Financial management components:		Rating	Evidence/ Comments
			Latin America and the Caribbean (ROLAC)  PCA has been signed between UNEP's Economy and Industry Division and Wetlands International
D.	Proof of fund transfers	Yes	The reviewer could confirm the fund transfers made to Wetlands International on 14 March 2023 (US\$ 23,045); 3 June 2022 (US\$ 324,969); 16 December 2021 (US\$ 204,774); and 24 February 2021 (US\$ 200,000). In total US\$ 752,788 were transferred
E.	Proof of co-financing (cash and in-kind)	Yes	The reviewer could confirm the contributions made by MiAMBIENTE  The project reported almost the same amount of co-financing as it was budgeted (i.e., 150,207 USD versus 150,000 USD)
F.	A summary report on the project's expenditures during the life of the project (by budget lines, project components and/or annual level)	Yes	Summary annual and consolidated project expenditure reports were available by budget lines and by project component (including activities)
G.	Copies of any completed audits and management responses (where applicable)	Yes	Audit report for the period November 2020 - December 2021 was provided  According to the audit report "the financial statements, ..., present fairly, in all material respects, the project "Development of the National Climate Transparency Framework for



Financial management components:		Rating	Evidence/ Comments
			Panama" and comply with generally accepted accounting principles in Panama"
H.	Any other financial information that was required for this project (list):	Yes	Inventory of non-expendable equipment reports were provided
<b>3. Communication between finance and project management staff</b>		<b>HS</b>	
Project Manager and/or Task Manager's level of awareness of the project's financial status.		HS	Copies of electronic communications between Wetlands International, UNEP and MiAmbiente demonstrate that Project manager had full "awareness of the project's financial status"
Fund Management Officer's knowledge of project progress/status when disbursements are done.		HS	Copies of electronic communications between Wetlands International, UNEP and MiAmbiente demonstrate that the Fund Management Officer had full "awareness of project progress/status and disbursements"
Level of addressing and resolving financial management issues among Fund Management Officer and Project Manager/Task Manager.		HS	Copies of electronic communications between Wetlands International, UNEP and MiAmbiente demonstrate that the Fund Management Officer and the Project Manager maintained regular contact to address and resolve financial management issues.
Contact/communication between by Fund Management Officer, Project Manager/Task Manager during the preparation of financial and progress reports.		HS	Copies of electronic communications between Wetlands International, UNEP and MiAmbiente demonstrate that the Fund Management Officer and the Project Manager maintained regular contact during the preparation of

Financial management components:	Rating	Evidence/ Comments
		financial and progress reports.
Project Manager, Task Manager and Fund Management Officer responsiveness to financial requests during the review process	HS	Copies of electronic communications between Wetlands International, UNEP and MiAmbiente demonstrate adequate responsiveness to financial requests during the review process
<b>Overall rating</b>	HS	

### Completeness of Financial Information

156. As given in [Table 8](#), the completeness of financial information was rated as Highly Satisfactory. The reviewer was able to obtain all applicable items related to the financial management of the project. More specifically, these documents include: a high-level project budget for secured funds, given also by funding sources; funds transfer documents from UNEP to the EA, audit reports, partner legal agreements and documentation for all amendments/ revised budgets.

### Communication Between Finance and Project Management Staff

157. The communication between the finance and project management staff was found to be Highly Satisfactory, as project management was aware of UNEP's financial reporting requirements and of the project's financial status. The FMO had a strong awareness of overall project progress when financial disbursements were made, and there was regular and frequent contact between the project management and FMO.

Rating for Adherence:	Highly Satisfactory
Rating for Completeness:	Highly Satisfactory
Rating for Communication:	Highly Satisfactory
<b>Rating for Financial Management:</b>	<b>Highly Satisfactory</b>

### F. Efficiency

158. The review determined that the project was implemented in a relatively efficient manner considering its duration, complexities due to COVID-19 pandemic, established synergies with similar initiatives and the number of outputs/benefits produced with the given financing.

Partner	Project	Relation with the CBIT project
World Bank / Carbon Limits	Design of a cross-sectorial Measurement, Reporting, Verification and Registry framework for Panama	Preliminary evaluation of technologies and alternatives to host the Climate Transparency Platform. Conceptual design of the Platform according to the requirements of the Executive Decree 100 of 2020.

Partner	Project	Relation with the CBIT project
World Bank / PMR	Support to improve data management for Reduce Your Carbon Footprint	Supported the project to start designing the Mitigation Action Registry (ReNA)
CAF / Factor	GCF Readiness for Development of the National Climate change Strategy of Panama	Design of a procedure for the non-objection letters emitted by the Ministry of Environment as NDA to the GCF and technological development of a function to be included in the ReNA to link the Mitigation Actions to the process to receive non-objection letters for those projects seeking funding by the GCF.
FAO	PREMAREF	Conceptual design of the registry of REDD+ projects, and social and environmental safeguards development and adoption. REDD+ MRV design
PNUMA	Capacity building in the development of environmental accounts	Understanding of the accountings to be considered in the design of the Climate Transparency Platform as future developments in this area could impact both ReNA and ReNMI modules
PNUMA	“Aligning financial flows of the panamanian financial sector with the paris agreement climate change goals” with support of GCF Readiness and the NDC partnership CAEP Initiative	Support to align and develop the Means of Implementation Registry (ReNMI) with the processes advanced by the Ministry of Environment to incorporate climate change in the financial sector decision making with support of GCF Readiness and the NDC partnership CAEP Initiative
OLADE / National Energy Secretariat of Panama	Development of the Energy Information System (SiE)	Evaluation of possible automatic data transfer from the SiE to the Inventory Module (SSINGEI) for activity data of the energy sector.
Ministry of Foreign Relations	N/A	Evaluation of possible automatic data sharing between the PANAMA-COOPERA platform (for international cooperation project registered at the Ministry of foreign relations) and the Registries of Mitigation Actions and Means of Implementation
World Bank	«Consultancy to support the consolidation of a national greenhouse gas inventory system in Panama	The project created the manual for the development of the Sustainable Sistema for GHG inventory, thus it was taken into account in the development of the Inventory module (SSINGEI)

159. Nevertheless, as explained in Section C the restrictions imposed by the health authorities due to the COVID-19 pandemic, as well as the caution of people to participate in on-site events, have made it necessary to rely on virtual platforms to carry most of the meetings and consultations, which was challenging as there is less attention and less opportunities to make dynamic meetings. The approach was to make the meetings very focused on one topic. In addition, specific emphasis was given on the use of virtual platform and its functionalities, to promote participation and interest; events/meeting were coordinated with other projects/initiatives so to keep PNTC in mind of a broad audience.

## G. Monitoring and Reporting

### Monitoring Design and Budgeting

160. The project's monitoring plan covered all the indicators in the logical framework, and identified baselines, targets, means of verification, data collection frequency and persons responsible for monitoring progress.

161. The indicators included were:

- Improvement in the quality of institutional capacity for transparency based on GEF score 1 to 4 as per Annex IV of CBIT programming directions;
- Public and private entities are able to monitor, report and disseminate robust, transparent, and verifiable climate-related data from their respective sectors; and
- Improvement in the quality of the MRV system based on GEF scores 1 to 10 as per Annex III of CBIT programming directions.

162. The project allocated adequate funding for the final evaluations. Moreover, the M&E budget constituted about 3.6% of the GEF's funding.

### Monitoring of Project Implementation

163. The project was reviewed yearly through **Project Implementation Review (PIR)**. Its purpose was to assess project performance, to analyse whether the project was on track, what problems and challenges the project was encountering, and which corrective actions were required so that the project could achieve its intended outcomes in the most efficient and sustainable way. UNEP Task Manager was responsible to monitor whether the agreed recommendations were implemented. Two PIR have been elaborated.

164. The **first PIR** covered the period of 1 July 2021 to 30 June 2022; resulting in a "Satisfactory" (S) rate for "outcomes", a "Highly Satisfactory" (HS) rate for "outputs" and, a "Low" (L) rate for "risks".

165. The **rating towards the outcome was "Satisfactory" (S)** because of the progress achieved, the involvement of actors, and the elements to formalize and settle the institutional arrangements were in place. PNTC was already available online and the SSINGEI, ReNAM and ReNMI modules were being developed. The Capacity Building Program for capacity building was ongoing.

166. The **rating towards outputs was "Satisfactory" (S)** because the execution of the project has advanced according to schedule, demonstrating significant progress in the development of the institutional arrangements to set the MRV systems, as well as the development of guides and manuals. The process of implementation has been broad and inclusive, including a gender perspective. The project was able to build upon progress made by the country and joined parallel initiatives, ensuring consistency among them. The institutional arrangements have been approved as drafts and were used as the basis for the consultations with key stakeholders and their legal teams. The guides and manuals were well advanced and expected to be formally published in a ministerial resolution (already drafted and approved). The project has carried out consultation activities and produced communication material to ensure engagement of key actors. In summary, PNTC was successfully launched, the testing of modules has started, and other modules were expected to be completed soon,

167. The **overall risk rating was "Low" (L)** as most risks were effectively mitigated. Administrative risks were addressed during a project revision, resulting in no changes during implementation, and there was a very good collaboration between MiAMBIENTE and all partners of the project.
168. The **second (and last) PIR** covered the period of 1 June 2021 to 30 November 2022; resulting in "Highly satisfactory" (HS) rate for "outcomes" and for "outputs" and, a "Low" (L) rate for the "risks".
169. The **rating towards the outcome was "Highly Satisfactory" (HS)** as the project outcome has been accomplished. PNTC was available online and SSINGEI, ReNAM and ReNMI modules were functional. The platform was also showing public data and graphics to complement UNFCCC (also available in the platform). The Capacity Building Program was successfully implemented and strengthened the capacity of the country to fulfil the ETF reporting requirements.
170. The **rating of the outputs was "High Satisfactory" (HS)**, as the execution of the project was completed on schedule and within the budget. The institutional arrangements were ready. The MRV systems were in place with the necessary guides and manuals for each type of user. The dissemination and capacitation process for the use of the platform was carried out, with relevant materials developed and used, which includes videos (in Spanish, with captions for people with hearing disability and translated to the language of indigenous people), infographics and brochures as well as a digital book on climate transparency.
171. The **overall risk rating was "Low" (L)** as the project was concluded without problems. No perceived risks to post-project sustainability were identified, with a CBIT II project planned and currently under development.

### Project Reporting

172. The project produced 02 "Half-year progress report", 02 "Inventory of non-expendable equipment purchased" and 01 annual co-finance report. These reports were based on the UNEP-provided templates and were completed fully, attaching the documentation/evidence of the project's progress in the appendices.
173. As part of the coordination for the implementation, there were 03 reports from the meetings of the Directive Committee<sup>25</sup>.
174. The final workshop took place on November 29, 2022, with a presentation of the results of the project<sup>26</sup>.

Rating for Monitoring Design and Budgeting	Highly Satisfactory
Rating for Monitoring of Project Implementation	Highly Satisfactory
Rating for Project Reporting	Highly Satisfactory
<b>Rating for Monitoring and Reporting:</b>	<b>Highly Satisfactory</b>

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<sup>25</sup> Summary of those meetings can be found in the following link:  
[https://1drv.ms/u/s!AubFrWzI5I6c9mS8D\\_5DHzh4IZQV?e=yVquAw](https://1drv.ms/u/s!AubFrWzI5I6c9mS8D_5DHzh4IZQV?e=yVquAw)

<sup>26</sup> Recording of the session can be accessed at the following link:  
<https://www.youtube.com/watch?v=hUkf2EUMYbc>

## **H. Sustainability**

### **Socio-political Sustainability**

175. The evidence suggests that there is strong ownership, interest and commitment among government and other stakeholders to sustain results in the future.
176. Nevertheless, elections results were mentioned by several stakeholders, during the interviews, as a recurrent (and potential) risk for maintaining "climate change MRV" as a priority. On the other hand, due to the ratification of the Paris Agreement and the submission of Panama updated NDC, on 20 of December 2020, is very unlikely that the country would not submit its first biennial transparency report (BTR).
177. Another aspect, mentioned during the interviews, that would reduce project outcomes dependency on socio-economic and political factors, would be the regular use of PNTC by public and private entities, generating and disseminating public and useful information on climate change. In this regard, emphasis should be given in the accessibility (and understanding) of the communication material by a wider audience, showing the importance and relevance of "climate change MRV".

### **Financial Sustainability**

178. Project outcomes have a high dependency on financial flows, in particular due to the fact that all PNTC activities are not yet integrated into national planning or budgeting activities.
179. During interviews, the need to ensure sufficient financial resources to ensure that well trained technical experts are present within the government institutions, were mentioned as a major challenge to be clearly addressed.
180. In this regard, is worth to noting that MiAMBIENTE has assigned a budget to complement the project through their own funds, specifically one project that is mobilizing funds to give sustainability PNTC results by "strengthening the capacities and hiring personnel in the order of \$20,000 for servers, \$44,000 for publicity and dissemination of information, \$30,000 for workshops, as well as hiring personnel (consultants)".
181. Finally, is worth to stress again that Panama will have the opportunity to identify "reporting-related capacity-building support needs" during the ETF technical expert review and seek for additional international financial resources, as appropriate.

### **Institutional Sustainability**

182. One of the main outputs of the project was the establishment of "institutional arrangements for the monitoring, reporting, verification, dissemination, and sustainability over time of sectoral climate-related data".
183. Such institutional arrangements have been embedded into the "legal framework for technical support report"; and "translated" into different legal instruments: a ministerial resolution proposal, draft framework agreement proposal on cooperation and technical with National Secretariat of Energy, and a draft framework agreement proposal on cooperation and technical with Ministry of Agricultural Development (currently in approval process by MiAMBIENTE legal office).
184. Based on this, it can be assumed that Panama can sustain such institutional arrangements in the medium and long-term. Is worth to recall, that the institutional arrangements can be modified and improved in the future, based on the concrete experience and lessons learned from submitting BTR and the feedback received through ETF technical expert review.

Rating for Socio-political Sustainability	Likely
Rating for Financial Sustainability	Moderately Likely
Rating for Institutional Sustainability	Highly Likely
<b>Rating for Sustainability:</b>	<b>Likely</b>

## I. Factors Affecting Performance and Cross-Cutting Issues

### Preparation and Readiness

185. The evidence suggests that the project was effective at assembling the project team at MiAMBIENTE, establishing appropriate governance arrangements, holding an inception workshop, and forming the project steering committee (PSC). The project also developed the workplan, costed procurement and monitoring plans, and exit and communication strategies.

### Quality of Project Management and Supervision Performed by Implementing Agency

186. The review ascertained that UNEP provided strong guidance and supervision to the executing partner through frequent consultations, information exchange, and participating at PSC meetings. Evidence includes e-mail exchanged between UNEP and MiAMBIENTE and PSC meetings reports. This assessment was also corroborated in interviews made with project team and key stakeholders.

### Quality of Project Management and Supervision Performed by Executing Agency

187. The executing agency, MiAMBIENTE, had effective arrangements for the project's management and supervision. A Directive (Steering) Committee was established to "ensure sound implementation of the project, share information and provide leadership for the key institutions involved, and ensure integrated coordination of activities". This Directive Committee, met 3 times during the lifetime of the project and was formed by four representatives – one each from the following institutions – MiAMBIENTE, Ministry of Economy and Finance (MEF), UNEP, and the Coordinating Unit of the NAP Project.

188. MiAMBIENTE had prior experience with implementing GEF-funded activities for UNFCCC (i.e., preparation of previous NC and the first BUR), and other donor funded projects in climate change thematic area.

189. Wetlands International was chosen by the Ministry of Environment of Panama as its designated agency for project's execution. The review of the agreement between UNEP and Wetlands International showed that the project partners and consultants had clearly defined responsibilities and were managed and supervised well by the project manager.

### Stakeholders Participation and Cooperation

190. The project succeeded in reaching and involving all relevant stakeholders (including at the regional level) in order to mobilize sufficient support for the achievement of the outputs and outcomes. Actions to ensure the appropriated level of engagement were taken based on the Communication and Engagement Plan (Deliverable 3.1).

191. A series of meetings (20) were conducted, organized by the project team, as well as the active participation of the key actors. The focus of these meetings was to: a) understand and be familiar with the Project; b) relate the work of stakeholders to the MRV system and transparency framework; c) share views and receive inputs to improve the work; and d) provide information about the results (achieved and expected).

192. More than 500 persons participated in the consultations, capacitation and dissemination workshops (53% of them were women) and over 30,424 visits have occurred to the Climate Transparency Platform up to date.

193. The project was effective also in promoting stakeholder ownership, through several materials, guides, and manuals.

### **Responsiveness to Human Rights and Gender Equality**

194. Gender mainstreaming was an intrinsic part of the project and resulted in a **Gender Action Plan** (deliverable 4.1).

195. Project team was gender balanced, with 50% of the members being men and 50% being women. As part of the selection process, there was at least one woman as part of the interviewers (3 in total).

196. In addition, 66% of the capacity-building beneficiaries were women. During the invitations to any event, there was a review to ensure at least 50% of the invitees were women.

197. As part of the process of preparing documents (reports, brochures, the script of videos, climate transparency book, etc.) they were reviewed to try to ensure there was inclusive writing and no discriminatory word were used. An example of this is that the videos that were developed as part of the project were divided to ensure half of them have male voices and the other half female voices.

198. In all the registry of users either in the workshops or in PNTC includes information about gender to raise information that allows the country to identify the reach, priorities, and participation by gender.

### **Environmental and Social Safeguards**

199. The project primarily consisted of the development of an online MRV and was rated with an overall low risk at CEO endorsement. In this context, all safeguards have been effectively managed.

### **Country Ownership and Driven-ness**

200. As the findings under the effectiveness section suggest the project implementation was country-driven, with **MiAMBIENTE** leading the change processes and providing strategic guidance. Other relevant government institutions that were critical for PNTC development includes:

- **National Energy Secretariat (SNE)**: as activity data provider to SSINGEI module and data and information source for ReNAM module on mitigation actions
- **Maritime Authority of Panama (AMP)**: as activity data provider to SSINGEI module
- **Ministry of Agricultural Development (MIDA)**: as activity data provider to SSINGEI and data and information source for ReNAM module on mitigation actions (e.g., Rice NAMA)
- **Ministry of Foreign Relations (MIRE)**: as data and information source related to international cooperation received and needed for ReNMI module
- **Government Innovation Authority (AIG)**: for development of the legal requirements, terms, and conditions for the use of PNTC (and linkage of registries with the platform Panama Digital)



- **Ministry of Economy and Finance (MEF):** responsible for budgeting of financial and non-financial resources and the efficient implementation of government plans, programmes, and projects

201. Finally, other governmental institutions under **National Council of Climate Change of Panama (CONACCP)** are expected to play important roles in providing additional information in their respective areas/sectors of interest.

### Communication and Public Awareness

202. A key outcome of the project was the design and implementation of a "Public engagement mechanism" through a "**Communication and Engagement Plan**" (Deliverable 3.1) and "**Public engagement materials**" (Deliverable 3.2).

Rating for Preparation and Readiness	Highly Satisfactory
<i>Rating for Quality of Project Management and Supervision for UNEP</i>	Highly Satisfactory
Rating for Quality of Project Management and Supervision for MiAMBIENTE	Highly Satisfactory
Rating for Quality of Project Management and Supervision	Highly Satisfactory
Rating for Stakeholders Participation and Cooperation	Highly Satisfactory
Rating for Responsiveness to Human Rights and Gender Equality	Highly Satisfactory
Rating for Environmental and Social Safeguards	Highly Satisfactory
Rating for Country Ownership and Driven-ness	Highly Satisfactory
Rating for Communication and Public Awareness	Highly Satisfactory
<b>Rating for Factors Affecting Performance and Cross-Cutting Issues:</b>	<b>Highly Satisfactory</b>

## VI. CONCLUSIONS AND RECOMMENDATIONS

### A. Conclusions

203. Based on the Theory of Change (TOC), constructed during the review, it can be concluded that, as result of the project, Panama is in the direction to be able to comply with Paris Agreement ETF reporting requirements, in a timely manner; and that "public and private entities are able to monitor, report and disseminate robust, transparent, and verifiable climate-related data from their respective sectors".

204. To support such general conclusion, the institutional and technical barriers identified during the development of the project proposal (baseline) are re-evaluated and presented in the following specific conclusions.

205. **Conclusion 1. Technical capacity and know-how to generate, manage and disseminate robust and verifiable climate-related data was enhanced.**

206. The development and establishment of the **National Framework for Climate Transparency of Panama** (*Plataforma Nacional de Transparencia Climática - PNTC*, in Spanish), its modules, programs, guides and manuals, allowed the country to enhance its MRV technical capacity and know-how.

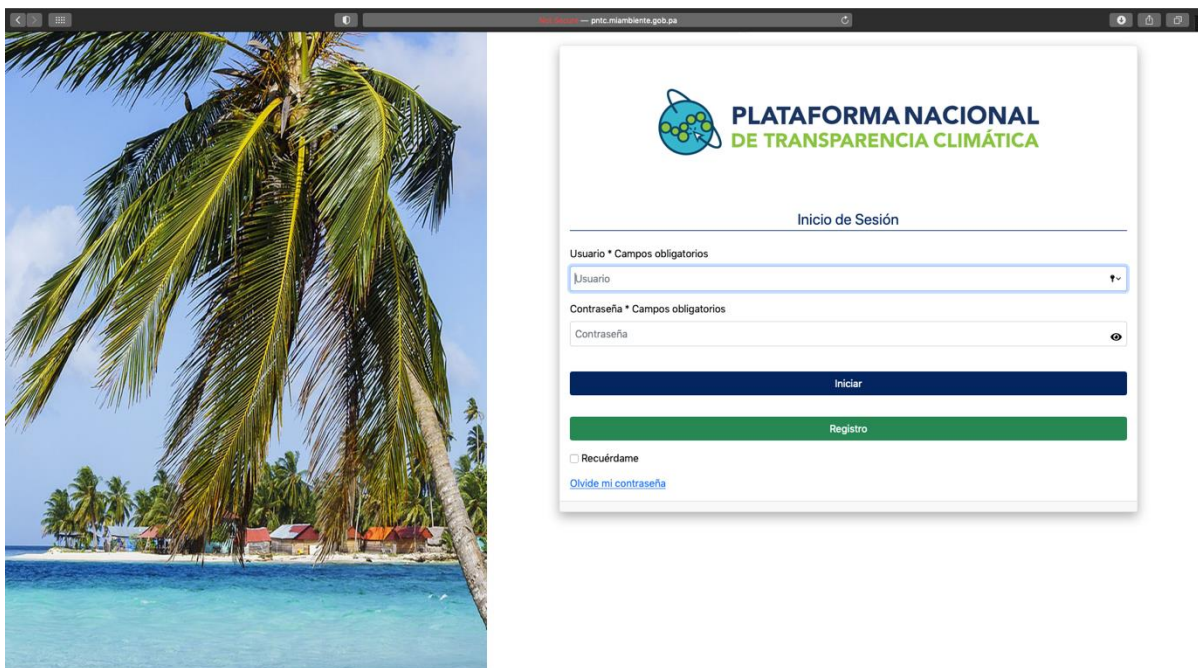


Figure 18: National Framework for Climate Transparency of Panama (PNTC)

Source: PNTC

207. In particular, the development and implementation of the **Capacity Building Program** (*Programa de fortalecimiento de capacidades*, in Spanish - Deliverable 5.1) gave the opportunity for around 500 persons (where 53% of them were women) to participate in consultations, capacitation, and dissemination workshops.

208. Also, the user guides and manuals created for PNTC modules (*Guías y manuales de usuarios*, in Spanish - Deliverable 5.3) have been used to disseminated knowledge; and if used continuously will assist further dissemination of MRV technical capacity and know-how.

209. **Conclusion 2. Tracking of climate actions and investments executed outside the jurisdiction of the Ministry of Environment was enhanced.**

210. With the development and implementation of the **National Action Registry** (*Sistema Nacional de Acciones - ReNA*, in Spanish) the country will be able to report and track climate change actions. The registry will consolidate information on mitigation and adaptation actions developed by any national governmental and/or private institution, under national or international schemes that are quantifiable, reportable, and verifiable.

211. Under the **National Mitigation Action Registry** (*Sistema Nacional de Acciones de Mitigación - ReNAM*, in Spanish) any national governmental and/or private institution will be able to report and track actions with impacts on GHG emissions reductions and/or increase in the carbon dioxide removals.

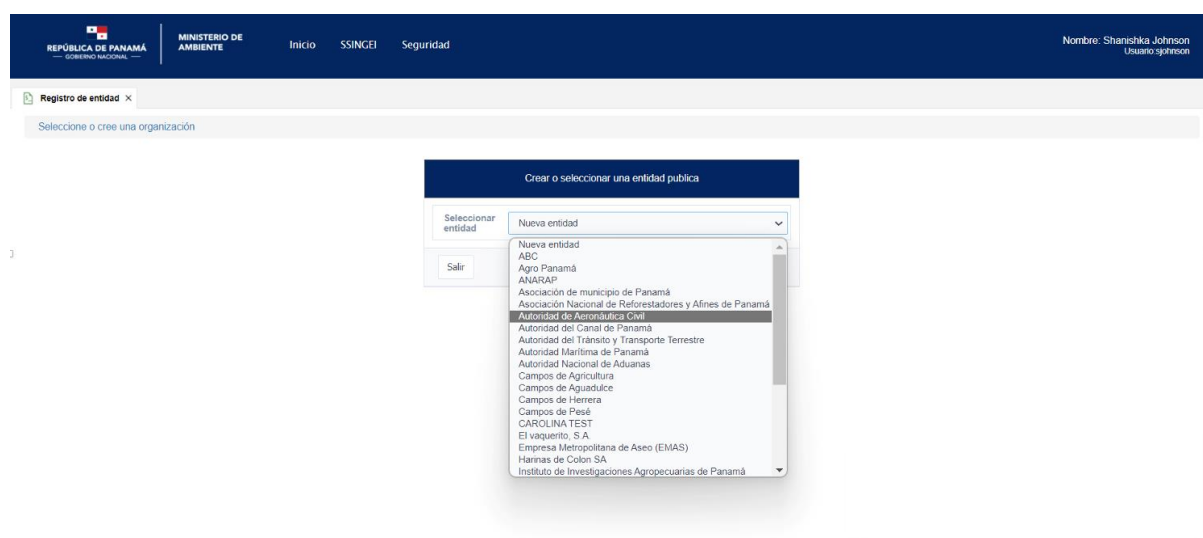


Figure 19: Inclusion of a new national government and/or private institution in the PNTC

Source: PNTC

212. For adaptation actions, any national governmental and/or private institution can use the **Adaptation monitoring and evaluation (M&E) system** (*Sistema de Monitoreo y Evaluación de la Adaptación*, in Spanish), where climate change adaptation will be reported and tracked, through relevant indicators related to climate risk and vulnerability (see more details on Conclusion #4).

213. **Conclusion 3. A robust GHG Inventories Management System was developed and implemented.**

214. As a result of the project, Panama has nowadays a **National GHG Inventories Sustainable System** (*Sistema Sostenible de Inventarios Nacionales de Gases de efecto Invernadero - SSINGEI*, in Spanish).

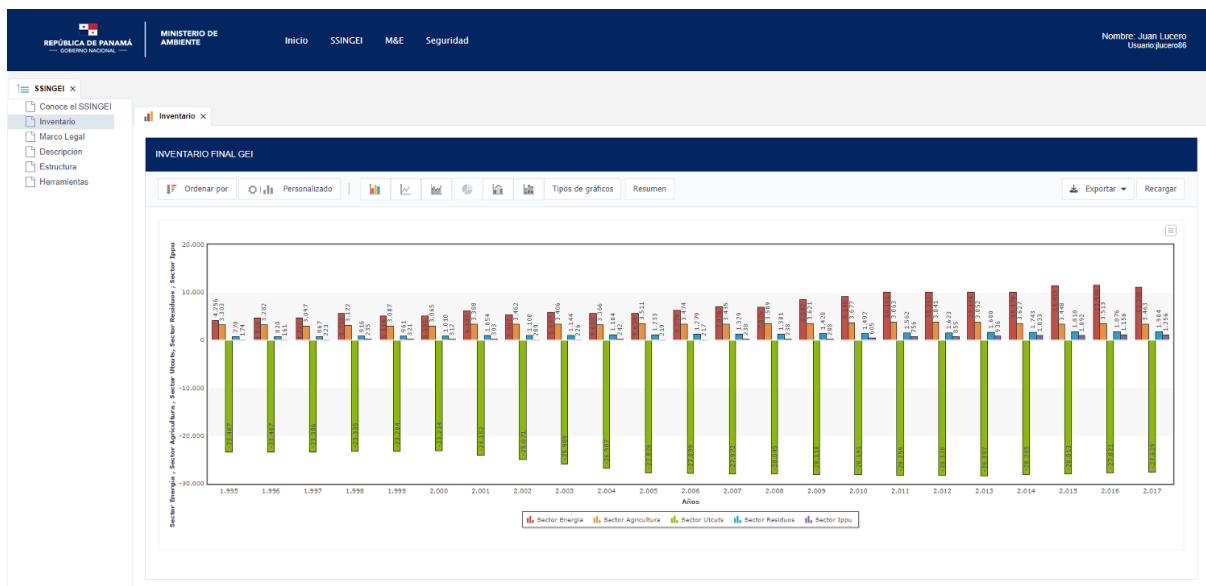


Figure 20: National GHG Inventories Sustainable System

Source: PNTC

215. The SSINGEI module will assist the country to estimate and report GHG emissions and removals, following the 2006 IPCC Guidelines, in line with the ETF reporting requirements. Through SSINGEI, sectorial specific activity data (AD) and emission factors (EF) can be directly introduced by providers.
216. SSINGEI will also allow SINIA and other interested stakeholders to access the GHG emissions and removals estimates, and use this information to support the planning, development, implementation, and evaluation of national climate change policies (see more details in Conclusion #8).
217. Specific manuals and guides were developed for the inventory system (Deliverable 5.3). Additional to these guide and manuals, a series of short step-by-step guides have been also developed.
218. **Conclusion 4. The adaptation methodologies and indicators to be used within the monitoring and evaluation (M&E) system will facilitate the measurement of the progress of adaptation actions.**
219. As mentioned before, an **Adaptation monitoring and evaluation (M&E) system** was created. where climate change adaptation will be reported and tracked, through relevant indicators related to climate risk and vulnerability.
220. In total, 21 indicators have been developed (Figure 21), with the respective methodologies, protocols for collecting information and reporting templates. The indicators are divided in 3 indicators for climate change impact, 12 indicators for adaptation measures and 6 indicators for adaptation results.
221. The use of such indicators and methodologies will facilitate the measurement of the progress of adaptation actions, by providing to users a standardized and objective approach.

Número	Nombre
1	Número de beneficiarios de los proyectos de adaptación al cambio climático
2	Porcentaje de cámaras de comercio e industria y gremios empresariales que utilizan información de cambio climático y/o adaptación
3	Grupos de trabajo de organizaciones gubernamentales y no gubernamentales que incluyen la adaptación al cambio climático
4	Mareógrafos instalados y en funcionamiento en zonas costeras del Atlántico y del Pacífico
5	Estaciones meteorológicas existentes en la República de Panamá, según cuenca hidrográfica, provincia y comarca
6	Longitud de costas bajo esquemas de protección marina en Panamá
7	Beneficiarios con vulnerabilidad al cambio climático, que han recibido apoyo para mejorar sus medios de vida y fuentes de ingreso
8	Número y valor de los activos físicos que se hicieron más resistentes a la variabilidad y el cambio climático
9	Instrumentos y modelos de inversión con capacidad de respuesta ante el cambio climático
10	Número de instrumentos de planificación que integran riesgos climáticos y adaptación al cambio climático

**Figure 21: Adaptation indicators included in the M&E system (partial list)**

Source: PNTC

**222. Conclusion 5. Institutional arrangements for cross-sectoral climate planning, data collection, and sharing were established and updated.**

223. One of the main outputs of the project was the establishment of "institutional arrangements for the monitoring, reporting, verification, dissemination, and sustainability over time of sectoral climate-related data" (Deliverable 1.2).

224. Such institutional arrangements have been embedded into the "legal framework for technical support report"; and "translated" into different legal instruments: a ministerial resolution proposal, draft framework agreement proposal on cooperation and technical with National Secretariat of Energy, and a draft framework agreement proposal on cooperation and technical with Ministry of Agricultural Development (currently in approval process by MiAMBIENTE legal office).

**225. Conclusion 6. Management of information in sectoral records to facilitate the development of research on climate change were enhanced.**

226. Due to the national GHG emission profile and the NDC measures (to increase other sources of renewable energy such as solar and wind, reforestation, and forest recovery), the development and implementation of PNTC modules were focused on emissions, mitigation actions and means of implementation for the AFOLU and Energy sectors.

227. Information from these sectors will be provided mainly by the National Secretary of Energy and the Ministry of Agricultural Development.

### Formulario DA/FE Energía

**Datos generales**

Sector: Energía

Categoría: Actividad de quema de combustibles

Subcategoría: Industria de la energía

Actividad: Producción de electricidad y calor como actividad principal

Subactividad: Generación de electricidad

**Datos de Actividad**

Tipo de datos actividad: Combustible líquido

Dato de actividad: Fuelóleo residual

Año a registrar: Seleccionar año

Valor:

Unidad: Kbp

Nuevo:

Recálculo:

[Añadir Año](#)

Año	Valor	Unidad	Tipo	Densidad	U. Densidad	Tipo VCN	Documento	VNC	U. VCN	Quitar
2022	1000	Kbep	Nuevo	N/A	N/A	N/A	N/A	N/A	N/A	<input type="button" value="x"/>
2021	970	Kbep	Nuevo	N/A	N/A	N/A	N/A	N/A	N/A	<input type="button" value="x"/>

**Factores de Emisión**

Tipo de Gas	Tipo de Factor	Valor	Unidad
CO <sub>2</sub>	Por defecto	77400	KgCO <sub>2</sub> / TJ
CH <sub>4</sub>	Por defecto	3	kgCH <sub>4</sub> / TJ
N <sub>2</sub> O	Por defecto	0.6	KgN <sub>2</sub> O / TJ

Observaciones

Figure 22: Example of management of information for the Energy sector in the PNTC

Source: PNTC

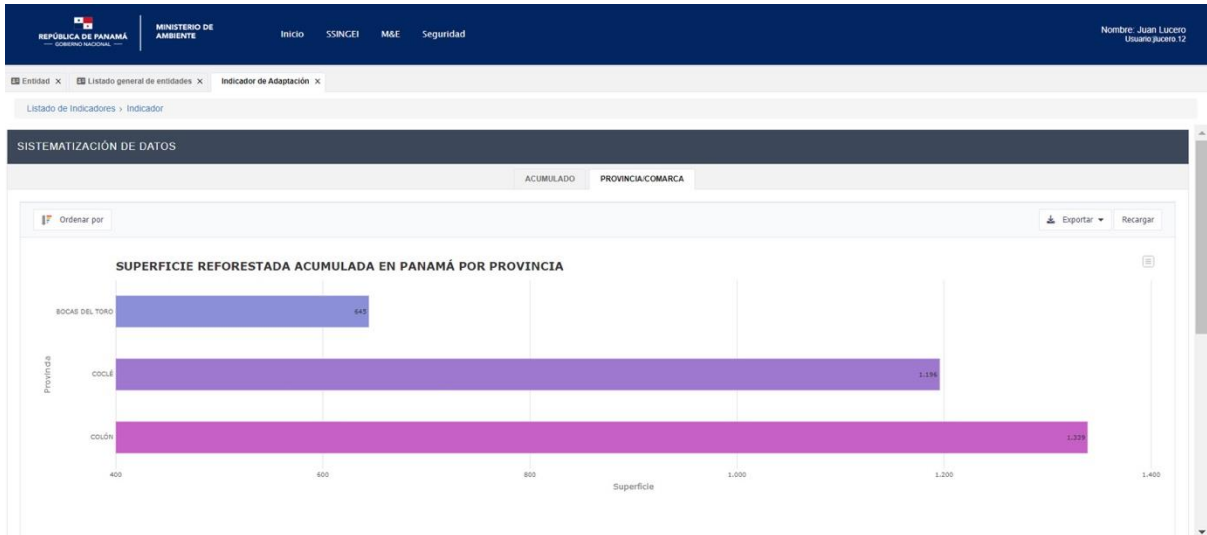
- 228. **Conclusion 7. Institutional programs for safeguarding data and information; including of guidelines, procedures or protocols were created.**
- 229. PNTC continuous operation will allow the country to collect climate change data and information, in line with the ETF reporting requirements. To ensure that all actors operate within the transparency framework developed, guides and manuals were created for PNTC modules.
- 230. In such guides and manuals, different users will find the necessary guidelines, procedures, or protocols to be followed, based on the different responsibilities.



Figure 23: Example of guidelines, procedures or protocols available in the PNTC

Source: PNTC

231. **Conclusion 8. Climate change data and information are available to be taken into consideration in decision making.**
232. The climate change data and information to be collected under the different PNTC modules will form a robust, transparent, and verifiable database that could be used by different actors (in public and/or private sector) in decision making.
233. As more PNTC is used, by different actors, more the database will be enhanced allowing for a more accurate assessment and use of the information included in the platform. It is important to recall that due to the timeline and nature of the ETF, technical expert reviews will occur every 2 years, giving the opportunity to "continuous improvement" and the "identification of reporting-related capacity-building support needs".



**Figure 24: Example of data and information provided by PNTC to be taken into consideration in decision making (forested area by province)**

Source: PNTC

## B. Summary of project findings and ratings

234. The table below provides a summary of the ratings and finding discussed in Chapter V. Overall, the project demonstrates a rating of 'Highly Satisfactory'.

### UNEP Evaluation Office Validation of Performance Ratings:

The UNEP Evaluation Office formally quality assesses (see Annex VIII) management led Terminal Review reports and validates the performance ratings therein by ensuring that the performance judgments made are consistent with evidence presented in the Review report and in-line with the performance standards set out for independent evaluations.

The Evaluation Office assesses a Terminal Review report in the same way as it assesses the initial draft of a Terminal Evaluation report. It applies the following assumptions in its validation process:

- That what is being assessed is the contents of the report and the extent to which it makes a consistent and justifiable case for the performance ratings it records.
- That the consultant has, within the report, presented all the evidence that was made available to them.
- That the Review has been based on a robust Theory of Change, reconstructed where necessary, which reflects UNEP's definitions at all levels of results.
- That the project team and key stakeholders have already reviewed a draft version of the report and provided substantive comments and made factual corrections to the Review Consultant, who has responded to them. The Evaluation Office assumes, therefore, that it has received the Final (revised) version of the report.

In this instance the Evaluation Office validates the overall project performance rating at the '**Satisfactory**' level.



**Table 8: Summary of project findings and ratings**

Criterion	Summary assessment	Rating	Justification for any ratings' changes due to validation (to be completed by the UNEP Evaluation Office – EOU)	EOU Validated Rating
<b>Strategic Relevance</b>	<b>See below</b>	<b>Highly Satisfactory</b>	<b>Rating validated</b>	HS
1. Alignment to UNEP MTS, POW and strategic priorities	<p>PNTC project was well aligned with the UNEP MTS (2018-2021) Subprogramme Climate Change.</p> <p>More specifically with Outcome 1C "State and non-State actors adopt the enhanced transparency framework arrangements under the Paris Agreement"; and Indicator (iii) "Number of national, subnational, and private-sector actors reporting under the enhanced transparency arrangements of the Paris Agreement with UNEP support.</p>	Highly Satisfactory	Rating validated.	HS
2. Alignment to Donor/Partner strategic priorities	<p>Project's outcomes and interventions were found to be fully aligned with Indicator 3 on "MRV systems for emissions reductions in place and reporting verified data".</p> <p>Project deliverables and PNTC modules that have been created have the potential to ensure "transparency, accuracy and comparability of information", as well as to serve as "repositories of knowledge and information".</p>	Highly Satisfactory	Rating validated	HS
3. Relevance to global, regional, sub-regional and national environmental priorities	<p>Project was in a full alignment with national priorities both under the UNFCCC and the Paris Agreement.</p> <p>Furthermore, the project planned to contribute to the implementation of the plans under relevant conventions and to meeting the country's commitments.</p>	Highly Satisfactory	Rating validated	HS

Criterion	Summary assessment	Rating	Justification for any ratings' changes due to validation (to be completed by the UNEP Evaluation Office – EOU)	EOU Validated Rating
4. Complementarity with relevant existing interventions/coherence	PNTC project established complementarity with the "Carbon Pricing Project", in particular regarding elements for a "National Registry". PNTC project has also been planned in collaboration with the "Building capacities for the implementation of the National Adaptation Plan at sectoral level in Panama.	Highly Satisfactory	Rating validated	HS
<b>Quality of Project Design</b>	This review found that the project design was strong in terms of clearly showing the project's alignment and relevance to UNEP/GEF/Donor and global/national priorities. The design was also strong in clarifying challenges in operating context, identifying governance and supervision arrangements, knowledge transfer mechanisms, proposing sound budgets and efficiency measures.	<b>Highly Satisfactory</b>	Rating validated	HS
<b>Nature of External Context</b>	The project during its implementation did not experience any conflicts or political upheavals, however its operations were affected by the COVID-19 pandemic.	<b>Moderately Favourable</b>	Rating validated	MF
<b>Effectiveness</b>	<b>See below</b>	<b>Satisfactory</b>	<b>Aggregated from below</b>	<b>S</b>
1. Availability of outputs	All 5 outputs, and respective deliverables were fully available at the end of the Project.	Highly Satisfactory	Rating validated	HS

Criterion	Summary assessment	Rating	Justification for any ratings' changes due to validation (to be completed by the UNEP Evaluation Office – EOU)	EOU Validated Rating
2. Achievement of project outcomes	PNTC was officially launched on February 15, 2022, where MiAMBIENTE executes a leading role as the "designated transparency institution ... to coordinate and implement transparency activities under Article 13 of the Paris Agreement".	Highly Satisfactory	<p>The Evaluation Office notes that this outcome and its indicators are not formulated to reflect uptake or adoption of the outputs (it is formulated at the level of stakeholders 'having the ability to...'). The Evaluation Office has therefore reviewed the report to find evidence of take up and any limitations to take up.</p> <p>Rating adjusted to 'Satisfactory' given that para. 146 and 147 highlight the following challenges: "Ministerial resolution proposal still require formal legal approval"; "the executive decree for the Climate Change Law has not been approved"; "it can't be confirmed that PNTC will have a "standing staff" in the medium and long term". Para 153 also notes that the report identifies integration into national planning or budgeting activities as a challenge.</p>	S

Criterion	Summary assessment	Rating	Justification for any ratings' changes due to validation (to be completed by the UNEP Evaluation Office – EOU)	EOU Validated Rating
3. Likelihood of impact	<p>This review considers that PNTC, its modules and deliverables will likely ensure that "Panama is able to comply with Paris Agreement ETF reporting requirements (in a timely manner)". Also, as result of the implementation and use of PNTC, "public and private entities will be able to monitor, report and disseminate robust, transparent, and verifiable climate-related data from their respective sectors".</p> <p>Nevertheless, as in any MRV system, the impacts can only be confirmed once the monitoring, reporting and verification occurs. In this case, will be when Panama submits its first biennial transparency report (BTR) by 31 of December 2024, at the latest.</p> <p>In addition, one of the main challenges is to ensure that PNTC activities are "integrated into national planning or budgeting activities". As identified by several stakeholders, there is a need that all activities of the PNTC have enough financial resources allocated within the national planning and budget. The source of such financial resources could be national and/or international funding. In any case, they have to be formally included in national planning or budgeting activities.</p>	Satisfactory	<p>The Evaluation Office notes that this sub-category is rated against a scale of 'likelihood'. Rating adjusted to 'Moderately Unlikely'.</p> <p>The ToC at Review does not present any drivers, assumptions and results at the Intermediate State level.</p> <p>The last column of the table on the achievement of project outcomes identifies as Assumption/Risk the fact that "Organizations with institutional arrangements will fulfil their commitments". However, there is no assessment of whether this assumption (which is not presented in the ToC at Review) is expected to hold. Moreover, para. 152 states that the project impact can only be confirmed once the monitoring, reporting and verification occurs.</p>	MU
<b>Financial Management</b>	<b>See below</b>	<b>Highly Satisfactory</b>	<b>Rating validated</b>	<b>HS</b>
1. Adherence to UNEP's financial policies and procedures	No evidence was found that indicated shortcomings in the project's adherence to UNEP or donor policies, procedures or rules.	Highly Satisfactory	Rating validated. However, the Evaluation Office notes that "expenditure reports were submitted mostly in a timely manner", thus, not all the time.	HS

<b>Criterion</b>	<b>Summary assessment</b>	<b>Rating</b>	<b>Justification for any ratings' changes due to validation (to be completed by the UNEP Evaluation Office – EOU)</b>	<b>EOU Validated Rating</b>
2. Completeness of project financial information	All relevant financial information was available during the evaluation and can be considered complete.	Highly Satisfactory	Rating validated	HS
3. Communication between finance and project management staff	The evidence provided demonstrates that there has been regular communication between finance and project management staff.	Highly Satisfactory	Rating validated	HS
<b>Efficiency</b>	<p>Project was implemented in a relatively efficient manner considering its duration, complexities due to COVID-19 pandemic, established synergies with similar initiatives and the number of outputs/benefits produced with the given financing.</p> <p>Nevertheless, restrictions posed by the health authorities due to the COVID-19 pandemic have made it necessary to rely on virtual platforms to carry most of the meetings and consultations, which was challenging as there is less attention and less opportunities to make dynamic meetings.</p>	<b>Satisfactory</b>	<b>Rating validated</b>	<b>S</b>
<b>Monitoring and Reporting</b>	<b>See below</b>	<b>Highly Satisfactory</b>	<b>Aggregated from below</b>	<b>MS</b>
1. Monitoring design and budgeting	The project's monitoring plan covered all the indicators in the logical framework, and identified baselines, targets, means of verification, data collection frequency and persons responsible for monitoring progress	Highly Satisfactory	The Evaluation Office notes that "the project monitoring plan covered all the indicators in the logical framework". However, the indicators presented in the Review report are only those at the outcome level (para. 161 and page 57). No output indicators are presented. Also, there is no evidence that that data was disaggregated by relevant stakeholder groups including gender and minority/disadvantaged groups. Rating adjusted to 'Moderately Satisfactory'.	MS

Criterion	Summary assessment	Rating	Justification for any ratings' changes due to validation (to be completed by the UNEP Evaluation Office – EOU)	EOU Validated Rating
2. Monitoring of project implementation	<p>Project was twice through Project Implementation Review (PIR)</p> <p>The first one, resulted in a "Satisfactory" (S) rate for "outcomes", a "Highly Satisfactory" (HS) rate for "outputs" and, a "Low" (L) rate for "risks"</p> <p>The second one, resulted in in "Highly satisfactory" (HS) rate for "outcomes" and for "outputs" and, a "Low" (L) rate for the "risks"</p>	Highly Satisfactory	<p>The review only discusses the two PIRs and provides no evidence that the monitoring plan (noted in paras 160 -162 and in para 185) was followed. Para 163 also records a monitoring budget of 3.6%. The report provides no confirmation of how these funds were spent.</p> <p>Rating adjusted to 'Moderately Satisfactory'.</p>	MS
3. Project reporting	Project has produced 02 "Half-year progress report", 02 "Inventory of non-expendable equipment purchased" and 01 annual co-finance report. These reports were based on the UNEP-provided templates and were completed fully, attaching the documentation/evidence of the project's progress in the appendices.	Highly Satisfactory	There is insufficient evidence that the project reported progress at a highly satisfactory level. There is no evidence of highly effective communication with UNEP colleagues, or that results and progress was reported disaggregated by gender, etc. Rating adjusted to 'Satisfactory'.	S
<b>Sustainability</b>	<b>See below</b>	<b>Likely</b>	<b>The weighted ratings approach of the Evaluation Office aggregates the three sub-categories of sustainability to the lowest of the three – this is because they are considered to be mutually limiting.</b>	<b>ML</b>

Criterion	Summary assessment	Rating	Justification for any ratings' changes due to validation (to be completed by the UNEP Evaluation Office – EOU)	EOU Validated Rating
1. Socio-political sustainability	<p>Evidence suggests that there is strong ownership, interest and commitment among government and other stakeholders to sustain results in the future.</p> <p>Nevertheless, "climate change MRV" could not have a high priority pending on results of future elections.</p> <p>Regular use of PNTC by public and private entities, generating and disseminating public and useful information on climate change, could reduce project outcomes dependency on socio-economic and political factors.</p>	Likely	Rating validated	L
2. Financial sustainability	<p>Project outcomes have a high dependency on financial flows, in particular due to the fact that all PNTC activities are not yet integrated into national planning or budgeting activities,</p> <p>Is worth to noting that MiAMBIENTE has assigned a budget to complement the project through their own funds, specifically one project that is mobilizing funds to give sustainability PNTC results.</p>	Moderately Likely	Rating validated	ML

Criterion	Summary assessment	Rating	Justification for any ratings' changes due to validation (to be completed by the UNEP Evaluation Office – EOU)	EOU Validated Rating
3. Institutional sustainability	<p>One of the main outputs of the project was the establishment of "institutional arrangements for the monitoring, reporting, verification, dissemination, and sustainability over time of sectoral climate-related data".</p> <p>Such institutional arrangements have been embedded into the "legal framework for technical support report"; and "translated" into different legal instruments.</p>	Highly Likely	<p>Para. 146 and 147 state that: "the Ministerial resolution proposal for the adoption of PNTC modules technical guides and manual still require formal legal approval. Also, the executive decree for the Climate Change Law has not been approved, since the Law has also not been approved at the National Assembly", and "During the interviews it was confirmed that in the short term MiAMBIENTE has made efforts to keep the experts, but in medium and long term this is a main challenge".</p> <p>Rating adjusted to 'Likely'.</p>	L
<b>Factors Affecting Performance</b>	<b>See below</b>	<b>Highly Satisfactory</b>	<b>Rating validated</b>	<b>HS</b>
1. Preparation and readiness	Evidence garnered suggests that the project was effective at assembling the project team at MiAMBIENTE, establishing appropriate governance arrangements, holding an inception workshop, and forming the project steering committee (PSC). The project also developed the workplan, costed procurement and monitoring plans, and exit and communication strategies.	Highly Satisfactory	The Project Identification table indicates that the first disbursement was done 13 months after the project approval. Rating adjusted to 'Satisfactory'.	S
2. Quality of project management and supervision	See below	Highly Satisfactory	Rating validated	HS
2.1 UNEP - Implementing Agency:	The review ascertained that UNEP provided strong guidance and supervision to the executing partner through frequent consultations, information exchange, and participating at PSC meetings.	Highly Satisfactory	Rating validated	HS



Criterion	Summary assessment	Rating	Justification for any ratings' changes due to validation (to be completed by the UNEP Evaluation Office – EOU)	EOU Validated Rating
2.2 MiAMBIENTE- Executing Agency:	<p>The executing agency, MiAMBIENTE, had effective arrangements for the project's management and supervision. A Directive (Steering) Committee was established to "ensure sound implementation of the project, share information and provide leadership for the key institutions involved, and ensure integrated coordination of activities".</p> <p>MiAMBIENTE had prior experience with implementing GEF-funded activities for UNFCCC.</p>	Highly Satisfactory	Rating validated	HS
3. Stakeholders' participation and cooperation	<p>Project succeeded in reaching and involving all relevant stakeholders (including at the regional level) in order to mobilize sufficient support for the achievement of the outputs and outcomes.</p> <p>More than 500 persons participated in the consultations, capacitation, and dissemination workshops (53% of them were women) and over 30,424 visits have occurred to the Climate Transparency Platform up to date.</p>	Highly Satisfactory	Rating validated	HS
4. Responsiveness to human rights and gender equality	<p>Gender mainstreaming was an intrinsic part of the project and resulted in a Gender Action Plan (deliverable 4.1).</p> <p>Project team was gender balanced, with 50% of the members being men and 50% being women.</p> <p>66% of the capacity-building beneficiaries were women.</p>	Highly Satisfactory	Rating validated	HS

<b>Criterion</b>	<b>Summary assessment</b>	<b>Rating</b>	<b>Justification for any ratings' changes due to validation (to be completed by the UNEP Evaluation Office – EOU)</b>	<b>EOU Validated Rating</b>
5. Environmental and social safeguards	Project primarily consisted of the development of an online MRV and was rated with an overall low risk at CEO endorsement. In this context, all safeguards have been effectively managed.	Highly Satisfactory	Rating validated	HS
6. Country ownership and driven-ness	Findings under the effectiveness section suggest the project implementation was country-driven, with MiAMBIENTE leading the change processes and providing strategic guidance, with the contribution of other key governmental institutions.	Highly Satisfactory	Rating validated	HS
7. Communication and public awareness	A key outcome of the project was the design and implementation of a "Public engagement mechanism", in particular through a "Communication and Engagement Plan" (Deliverable 3.1) and "Public engagement materials" (Deliverable 3.2).	Highly Satisfactory	Rating validated	HS
<b>Overall Project Performance Rating</b>		<b>Highly Satisfactory</b>	<b>Overall Rating adjusted to 'Satisfactory'</b>	<b>S</b>

## C. Lessons learned

235. Key lessons learned by MiAMBIENTE and key stakeholders, during the development and implementation of the Project are listed below. Such lessons should guide future actions to be taken within PNTC, as well as the development of future CBIT projects.

<b>Lesson Learned #1:</b>	<b>Language barriers need to be overcome to ensure full participation of all stakeholders in the PNTC</b>
<b>Context/comment:</b>	The project took the initiative to translate the videos to the language of the indigenous people as a step for further inclusion and with the vision to support the development of an indigenous people platform (like the one in Peru, that was able to share their experience with support and coordination of UNEP).

<b>Lesson Learned #2:</b>	<b>Limited access to internet can limit PNTC impact</b>
<b>Context/comment:</b>	Even though the platform seeks to improve access to information, there are still many who do not have access to the internet, therefore the project has decided to create content to be disseminated in the ministry's library and regional centres (and the use of MiAMBIENTE budget to produce more and disseminate in schools is under evaluation). There is a climate change specialist in the regional centres who can use this material and further disseminate the information.

<b>Lesson Learned #3:</b>	<b>Subnational engagements are necessary to enhance the collection of relevant data and information within PNTC</b>
<b>Context/comment:</b>	The consultations in the provinces of the country have shown the importance of engaging actors and inviting them to participate as they have been eager to express their care for the environment and be part of the fight against climate change.

236. In addition, the Project has also identified lessons learned during the consultation and PNTC development process, such as<sup>27</sup>:

<b>Lesson Learned #4:</b>	<b>Setting clear rules of engagement during PNTC consultation process makes the process easier and reliable</b>
<b>Context/comment:</b>	Establishing, in the beginning, clear rules for the PNTC consultation and development process, enabled participants to intervene with confidence knowing that rules would be respected, their inputs will be

<sup>27</sup> Extracted and summarized from "LECCIONES APRENDIDAS" (Project document from November 30, 2022)

	properly considered and the information shared will be contribute to the different PNTC modules: SSINGEI, ReNE, ReNA, ReNMI and Adaptation M&E.
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<b>Lesson Learned #5:</b>	<b>It is important to give a space in the PNTC where stakeholders can properly communicate their ideas/input</b>
<b>Context/comment:</b>	<p>Listening to stakeholders express their concerns, desires, and needs without going into the technical details may seem at first glance as an insignificant contribution, but it was fundamental to understand the situation, to evaluate alternatives, to obtain support, and it gave a totally different perspective, which was necessary to innovate, succeed and solve problems.</p> <p>Non-technical input can be very valuable. When proposals seemed incorrect from the technical point of view, it was important to not immediately criticize and/or interrupt. It was important to understand how stakeholders saw a given situation and incorporate their concerns or needs into alternative solutions.</p> <p>When presenting PNTC information it was important to take into account to whom the information was presented, so a proper way could be found to capture attention and convey the message.</p> <p>Opening a dialogue channel helps to create trust, to better understand situations, and generates a very valuable exchange of ideas and most importantly makes stakeholders feel part of the process and creates a sense of belonging.</p> <p>Presentations made in a visual, simple way reached stakeholders more efficiently. The message stays and is easier to understand and analyse. The way in which the information is displayed can make a difference in terms of the results in the audience, if it is not visually striking, the message can be lost, if it is very loaded with content it has the same effect.</p> <p>Stakeholders know more than one might presume, and therefore demand respect, when presenting information, know their topics of interest well and prefer to be told the truth (regardless of whether it favours them or not) before they try to convince them of anything.</p> <p>Historically marginalized and excluded communities are more than willing to receive input and contribute to solutions, as long as there is sincerity, that there is no attempt to justify the mistakes of the past and that nothing is imposed on them.</p>

<b>Lesson Learned #6:</b>	<b>There is no opposition to progress, there is disagreement with the means to achieve it and the lack of equality</b>
<b>Context/comment:</b>	During the consultation and PNTC development process it was evident that there is no opposition to progress, that stakeholders do not seek

	<p>to stop the Project, but demand respect for communities, the environment and true sustainable development.</p> <p>PNTC development needed to include communities that have historically been marginalized, so they could "see the projects on their lands and see how they could benefit from project implementation".</p>
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<b>Lesson Learned #7:</b>	<b>Reporting on the progress of PNTC process is necessary, it provokes greater interest</b>
<b>Context/comment:</b>	<p>Keeping project participants informed of progress, constantly updating the results obtained, helped to gauge the progress and reinforced the purpose for which things were being implemented.</p> <p>Involving stakeholders in the process allowed them to create a sense of motivation that "helped maintain the initial impulse and didn't let the spirits fall".</p>

## D. Recommendations

<b>Recommendation #1:</b>	<b>MiAMBIENTE should take steps to ensure that sufficient funding is made available in the national budget for the ongoing operation and maintenance of the PNTC</b>
<b>Challenge/problem to be addressed by the recommendation:</b>	As identified during the review, the major risk for PNTC sustainability is the "Financial Sustainability".
<b>Priority Level<sup>28</sup>:</b>	Critical
<b>Type of Recommendation<sup>29</sup></b>	Partners
<b>Responsibility:</b>	MiAMBIENTE in close coordination with Ministry of Economy and Finance, based on the support needed identified by MiAMBIENTE and other relevant actors, must prepare and implement a funding plan aiming to ensure sustainable resources in the long-term (i.e., to ensure

<sup>28</sup> Select priority level from these three categories:

*Critical recommendation (High level): Address significant and/or widespread deficiencies in governance, risk management, or internal control processes such that likelihood of achieving the programmed objectives is greatly reduced, or the provisions of relevant principles or policies are compromised.*

*Important recommendation (Medium level): Address reportable deficiencies or weaknesses in governance, risk management, or internal control processes such that likelihood of achieving the programmed objectives is reduced, or the provisions of relevant principles or policies are threatened.*

*Opportunity for improvement (Low level): Address distinctive challenges and comprise suggestions to improve performance that do not meet the criteria of either critical or important recommendations.*

<sup>29</sup> Select type of recommendation from these categories:

*Project: where the actions of those UNEP staff managing the evaluation can address the recommendation or the underlying problem independently.*

*Partners: Where the actions to be taken to resolve the problem require approval/leadership from UNEP partners (e.g., Executing Agencies; National Governments/Ministries; Research Organisations; Private Sector; Steering Committees; Academia; UN agencies). In such a case, the Task Manager would need to pass on the recommendation, effectively/substantively, to the Partners (evidence would be an email; PowerPoint; meeting notes, etc.).*

	that Panama is able to prepare and submit 05 biennial transparency reports to track progress of the current NDC targets).
<b>Proposed implementation timeframe:</b>	Before the submission of the first BTR (at the latest by 31 December 2024), to avoid any disruption of the biennial MRV cycle.

<b>Recommendation #2:</b>	<b>MiAMBIENTE should take steps to ensure that the proposals for the ministerial resolution and draft framework agreement are formally adopted following the agreed legal procedures</b>
<b>Challenge/problem to be addressed by the recommendation:</b>	<p>As identified during the interviews the "Ministerial Resolution" (Deliverable 1.2) has not yet been signed by MiAMBIENTE. Until the conclusion of this TR, it was still under review by MiAMBIENTE legal advisory office (<b>Figure 9</b>).</p> <p>Also, the "draft framework agreement" on cooperation and technical assistance were still to be signed by the key institutions of each sector:</p> <ol style="list-style-type: none"> <li>1. Energy sector – National Secretariat of Energy (SNE);</li> <li>2. Agriculture sector – Ministry of Agricultural Development (MIDA); and</li> <li>3. LULUCF sector – Ministry of Environment</li> </ol> <p>Once the "draft framework agreement" are signed by MiAMBIENTE, SNE and MIDA, they need to be endorsed by the Office of the Comptroller General (<b>Figure 10</b>).</p>
<b>Priority Level:</b>	Critical
<b>Type of Recommendation</b>	Partners
<b>Responsibility:</b>	MiAMBIENTE in close coordination with the competent legal authorities
<b>Proposed implementation timeframe:</b>	Before the submission of the first BTR

<b>Recommendation #3:</b>	<b>MiAMBIENTE should take steps to encourage ministries, public institutions and key stakeholders to use the tools and procedures established under the PNTC Project</b>
<b>Challenge/problem to be addressed by the recommendation:</b>	Many public institutions were capacitated; however they tend to keep using previous practices, and/or require more practice in the use of the tools created, in particular: ReNE, ReNA and ReNMI
<b>Priority Level:</b>	Important
<b>Type of Recommendation</b>	Partners
<b>Responsibility:</b>	<p>MiAMBIENTE in close coordination with other ministries and key stakeholder should continue to advertise and promote the use of:</p> <ul style="list-style-type: none"> <li>• <b>National Action Registry (Sistema Nacional de Acciones - ReNA, in Spanish)</b>, through which the country climate change actions will be reported and characterized. The registry will consolidate information on mitigation and adaptation actions</li> </ul>

	<p>developed under national or international schemes that are quantifiable, reportable, and verifiable:</p> <ul style="list-style-type: none"> <li>○ <b>National Mitigation Action Registry (<i>Sistema Nacional de Acciones de Mitigación - ReNAM, in Spanish</i>):</b> understood as actions with impacts on GHG emissions reductions and/or increase in the carbon dioxide removals.</li> <li>○ <b>National Adaptation Action Registry (<i>Sistema Nacional de Acciones de Adaptación, in Spanish</i>):</b> initiatives formulated in order to implement adaptation and resilience actions to climate change.</li> <li>○ <b>National Integrated Action Registry (<i>Sistema Nacional de Acciones Integrales, in Spanish</i>):</b> these include both mitigation and adaptation objectives and targets.</li> <li>● <b>National Emission Registry (<i>Sistema Nacional de Emisiones - ReNE, in Spanish</i>),</b> to registry data and information related to GHG emissions at levels other than the national level.</li> <li>● <b>Means of Implementation National Registry (<i>Registro Nacional de Medios de Implementación - ReNMI, in Spanish</i>),</b> to collect and track information on financing, technology transfer and capacity building in a systematized way, allowing effective action to be taken against climate change.</li> </ul>
<p><b>Proposed implementation timeframe:</b></p>	<p>Before the submission of the first BTR (at the latest by 31 December 2024).</p>

**ANNEX I. RESPONSE TO STAKEHOLDER COMMENTS**

**Table 9: Response to stakeholder comments received but not (fully) accepted by the reviewers, where appropriate**

Page Ref	Stakeholder comment	Reviewer Response
	Xxx	Xxx



## ANNEX II. PEOPLE CONSULTED DURING THE REVIEW

**Table 10: People consulted during the Review**

Organisation	Name	Position	Gender
Independent consultant	Ana Him	Mitigation MRV expert involved in the development of ReNE and ReNA modules	Female
MiAmbiente	Ana Moreno	Mitigation MRV expert involved in the development of ReNA module	Female
MiAmbiente	Ángela Jiménez	AFOLU expert involved in the development of SSINGEI module (LULUCF sector)	Female
Independent consultant	Hernán Martínez	Adaptation expert involved in the development of M&E Adaptation	Male
Independent consultant	Isaías Martínez	AFOLU expert involved in the development of SSINGEI module (LULUCF sector)	Male
Independent consultant	José Batista	Communications expert involved in the development of the Communications and Engagement Plan	Male
Independent consultant	José Cadogan	Expert for legal framework involved in the development of "legal deliverables"	Male
MiAmbiente	Katherine Martínez	Adaptation expert responsible for the coordination of the M&E module	Female
MiAmbiente	Melani Acosta	GHG inventory expert responsible for the coordination of the SSINGEI module	Female
MiAmbiente	Natalia Gutiérrez	Mitigation MRV expert involved in the development of ReNA module (Energy and AFOLU sectors coordination)	Female
Independent consultant	Ricardo Mazzocchi	Adaptation expert involved in the development of M&E module	Male
UNEP	Willian Holness	Project coordination at the implementing agency	Male
MiAmbiente	Yaneth Laffaurie	Climate finance expert involved in the development of ReNMI module	Female
MiAmbiente	Yuriza Guerrero	Agriculture expert involved in the development of SSINGEI and ReNA modules (agriculture sector)	Female

## ANNEX III. REVIEW FRAMEWORK/MATRIX

Review questions	Methods	Sources
<b>Strategic Relevance</b>		
1. To what extent is the project in alignment with UNEP's MTS 2014-2017 / 2018-2021 and Programme of Work (POW)? 2. To what extent is the project in alignment with Donor/Partner strategic priorities? 3. To what extent are project's objectives and implementation strategies consistent with global, regional and national environmental priorities? 4. To what extent has the project explored and built complementarity with other existing initiatives?	Document review, interviews	Project documents, project team, interviews with key stakeholders
<b>Quality of Project Design</b>		
Questions included in the "Completed assessment of the Project Design Quality" - Inception report	Document review, interviews	Project documents, project team, interviews with key stakeholders
<b>Nature of External Context</b>		
5. How did the political, environmental, social, institutional context change, if at all, and how did it affect project implementation? 6. What were, if any, the adaptive management measures planned and implemented in response?	Document review, interviews	Project documents, project team, interviews with key stakeholders
<b>Effectiveness</b>		
Availability of outputs		
7. How successful was the project in delivering the planned outputs and in a timely manner? In case of delays or modifications to the outputs, what were the reasons? 8. How participatory was the delivery of outputs? 9. What were the factors influencing the delivery of outputs – both facilitating and hindering factors, such as quality of project management and supervision, preparation and readiness, etc.? 10. How useful and relevant were the delivered outputs to intended beneficiaries? 11. How satisfactory was the quality of generated knowledge products content-wise (incl. studies, training and other information materials, etc.) in terms of communicating clearly key findings / concepts, relevant issues, etc. and considering the existing knowledge and capabilities of target audiences?	Document review, interviews	Project documents, project team, interviews with key stakeholders
Achievement of project outcomes		
12. To what extent the capacities were built of various stakeholders "to monitor, report and disseminate robust, transparent, and verifiable climate-related data from their respective sectors"? 13. To what extent Panama is able to comply with Paris Agreement ETF reporting requirements (in a timely manner)?	Document review, interviews	Project documents, project team, interviews with key stakeholders
Likelihood of impact		
14. To what extent did the project achieve the most important outcomes to attain intermediate states and the impact? 15. To what extent did the assumptions for the change processes from outputs to project outcomes hold? 16. To what extent are the drivers to support transition from project outcomes to intermediate states in place?	Document review, interviews	Project documents, project team, interviews with key stakeholders
<b>Financial Management</b>		

Review questions	Methods	Sources
17. To what extent did the financial management of the project adhere to UNEP's financial policies and procedures? 18. How complete was the financial information of the project? 19. How adequate was the amount of financing for achieving stated outcomes/project objective? 20. How sound was the budget planning and execution? (Did expenditures match the approved budget / work-plan? What were the reasons for under/overspent budget, if any?) 21. To what extent did the financial management issues affect the timely delivery of the project or the quality of its performance? 22. What levels of co-financing did the project obtain (Percent of planned)?	Document review, interviews	Project documents, project team, interviews with key stakeholders
<b>Efficiency</b>		
23. To what extent was the implementation of project activities compliant with the original plan, both with regards to time and financial budgets? If not, were there any impacts on planned outputs and outcomes? 24. To what extent was the project cost-effective? 25. To what extent did the project utilize/build on the existing data sources, structures, information and communication channels, networks, similar initiatives? If yes, how did they influence the delivery of project results? 26. To what extent the partnerships/synergies were established with similar initiatives?	Document review, interviews	Project documents, project team, interviews with key stakeholders
<b>Monitoring and Reporting</b>		
Monitoring design and budgeting		
27. How adequate was the project's M&E plan in terms of completeness of indicators, indicator definitions (SMART), frequency of data collection, and resource allocation (both human and financial). 28. To what extent were the project's indicators and methods for data collection relevant and appropriate for tracking progress?	Document review, interviews	Project documents, project team, interviews with key stakeholders
Monitoring of project implementation		
29. To what extent was the monitoring system operational - indicators measured timely, with indicated frequency and methods of data collection - throughout the project's implementation? 30. To what extent is the gathered baseline data relevant, accurate and appropriately documented? 31. To what extent was the monitoring the representation and participation of disaggregated groups (incl. women, marginalized, vulnerable groups) in project activities conducted? 32. What was the quality of the information generated by the monitoring system and how it was used to adapt and improve project execution, achievement of outcomes and for ensuring sustainability? 33. What was the performance at the project's completion against Core Indicator Targets?	Document review, interviews	Project documents, project team, interviews with key stakeholders
Project reporting		
34. To what extent were the reporting requirements fulfilled - vis a vis the taken obligations (PIR, progress reports, financial reports, etc.) and with respect to the effects of the project on disaggregated groups?	Document review, interviews	Project documents, project team, interviews with key stakeholders
<b>Sustainability</b>		
Socio-political sustainability		

Review questions	Methods	Sources
<p>35. To what extent do social and political factors support the continuation and further development of project outcomes?</p> <p>36. To what extent the individual and/or institutional built capacities, if any, are sustained or have a potential to be sustained, considering the socio-political stability, staff turnover, and other factors.</p> <p>37. To what extent do the trained national and local government representatives remain in the system?</p> <p>38. What is the level of readiness of national government stakeholders to continue work on the project's-initiated policy and legal changes, and on strengthening the institutional arrangements?</p>	Document review, interviews	Project documents, project team, interviews with key stakeholders
Financial sustainability		
39. To what extent are the project outcomes financially sustainable at pilot sites', communities, and national levels?	Document review, interviews	Project documents, project team, interviews with key stakeholders
Institutional sustainability		
<p>40. To what extent the sustainability of project outcomes (esp. policies and laws) dependent on issues related to institutional frameworks and governance?</p> <p>41. To what extent are the institutional capacity development efforts likely to be sustained?</p>	Document review, interviews	Project documents, project team, interviews with key stakeholders
<b>Factors Affecting Performance</b>		
Preparation and readiness		
<p>42. What changes were made to the project design after the project approval?</p> <p>43. To what extent the documents promised in the design were developed: e.g., communication and stakeholder engagement plan?</p> <p>44. What was the extent and quality of engagement of the project team with all the relevant stakeholder groups (how well those groups were identified)?</p>	Document review, interviews	Project documents, project team, interviews with key stakeholders
Quality of project management and supervision		
45. How effective was the project management in terms of: <ul style="list-style-type: none"> <li>- Planning and implementing activities for delivering the stated results, supervising the project performance?</li> <li>- Ensuring the participation of all the relevant stakeholders in project activities?</li> <li>- Ensuring coordination, knowledge sharing among the involved parties / similar initiatives</li> <li>- Responding to and overcoming challenges, managing risks?</li> </ul>	Document review, interviews	Project documents, project team, interviews with key stakeholders
Stakeholders' participation and cooperation		
<p>46. To what extent the stakeholder engagement plan was implemented?</p> <p>47. To what extent did the project involve all the relevant stakeholders in its implementation?</p> <p>48. How effective were the mechanisms for stakeholder participation and cooperation – e.g., PSC, knowledge portal, etc.</p> <p>49. To what extent was the engagement of different - gendered, marginalized groups, etc. – was ensured?</p>	Document review, interviews	Project documents, project team, interviews with key stakeholders
Responsiveness to human rights and gender equality		

Review questions	Methods	Sources
<p>50. To what extent has the project applied the UN Common Understanding in the human-rights based approach (HRBA) and the UN Declaration on the Rights of Indigenous People</p> <p>51. To what extent does the intervention adhere to UNEP's Policy and Strategy for Gender Equality and the Environment?</p> <p>52. To what extent has project implementation and monitoring taken into consideration: (i) possible inequalities (especially those related to gender) in access to, and the control over, natural resources; (ii) specific vulnerabilities of disadvantaged groups (especially women, youth and children) to environmental degradation or disasters; and (iii) the role of disadvantaged groups (especially those related to gender) in mitigating or adapting to environmental changes and engaging in environmental protection and rehabilitation?</p> <p>53. What were the completed gender-responsive measures and, if applicable, actual gender result areas?</p>	Document review, interviews	Project documents, project team, interviews with key stakeholders
Environmental and social safeguards		
<p>54. To what extent did the project address environmental and social safeguards primarily through the process of environmental and social screening at the project approval stage?</p> <p>55. To what extent did the project assess and manage risks (avoidance, minimization, mitigation or, in exceptional cases, offsetting) of potential environmental and social risks and impacts associated with project activities? How were the identified risks addressed?</p> <p>56. To what extent UNEP requirements<sup>30</sup> were met to: review risk ratings on a regular basis; monitor project implementation for possible safeguard issues; respond (where relevant) to safeguard issues through risk avoidance, minimization, mitigation or offsetting and report on the implementation of safeguard management measures taken?</p> <p>57. To what extent did the project management management of the project minimize the project's environmental footprint?</p> <p>58. What was the progress made in the implementation of the management measures against the Safeguards Plan submitted at CEO Approval?</p>	Document review, interviews	Project documents, project team, interviews with key stakeholders
Country ownership and driven-ness		
<p>59. To what extent was the momentum built among the project's stakeholders for them to take the results from outcomes to intermediate states and impacts.</p> <p>60. How committed are the stakeholders (incl. gov. representatives across different ministries) to implement the developed plans and adopt the suggested changes to the legal framework?</p>	Document review, interviews	Project documents, project team, interviews with key stakeholders
Communication and public awareness		

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<sup>30</sup> For the review of project concepts and proposals, the Safeguard Risk Identification Form (SRIF) was introduced in 2019 and replaced the Environmental, Social and Economic Review note (ESERN), which had been in place since 2016. In GEF projects safeguards have been considered in project designs since 2011

Review questions	Methods	Sources
<p>61. What was the effectiveness of communication of learning and experience sharing between project partners and interested groups arising from the project during its life?</p> <p>62. What were the challenges and effectiveness of the knowledge management approach (knowledge gaps identification, knowledge generation, transfer, application), including: knowledge and learning deliverables (e.g., website/platform development); knowledge products/events; communication strategy; lessons learned and good practice; adaptive management actions?</p> <p>63. What is the sustainability of the communication channels established under the project?</p> <p>64. What was the effectiveness of public awareness activities that were undertaken during the implementation of the project to influence attitudes or shape behaviour among the target stakeholders?</p> <p>65. How effectively were the existing communication channels and networks used, including meeting the differentiated needs of gendered or marginalized groups?</p> <p>66. How was the feedback gathered from the involved stakeholders? What was the effectiveness of feedback channels? of grievance redress mechanisms, if available?</p>	<p>Document review, interviews</p>	<p>Project documents, project team, interviews with key stakeholders</p>

## ANNEX IV. KEY DOCUMENTS CONSULTED

### Project planning and reporting documents

- "GEF6 Request for project endorsement / approval" form (May 2020)
- "CEO Approval of Medium-sized Project" letter (June 9, 2020)
- PCA agreement signed by UNEP and Wetlands International (November 2020)
- Inception Workshop and Directive Committee first meeting Report (March - April 2021)
- ICA agreement signed by UNEP and ROLAC (October 2021)
- Memorandum to request to extend the operational validity of the grant (December 20, 2022)

### Project Output 1: Institutional arrangements for the monitoring, reporting, verification, dissemination, and sustainability over time of sectoral climate-related data are established

- **Deliverable 1.1:** Report on the Stakeholder Mapping and data provision gaps (*Mapeo de Actores Relevantes y Análisis de Brechas*, in Spanish)
- **Deliverable 1.2:** Institutional arrangements report (*Informe de arreglos institucionales*, in Spanish), including:
  - Ministerial resolution proposal
  - Draft framework agreement proposal on cooperation and technical with National Secretariat of Energy
  - Draft framework agreement proposal on cooperation and technical with Ministry of Agricultural Development
- **Deliverable 1.3:** RTH MRV System report (*Documentación del MRV del Programa RTH Corporativo*, in Spanish)
- **Deliverable 1.4:** Legal Framework for technical support report (*Informe del análisis de los requisitos de información legal para los diferentes módulos de la PNTC*, in Spanish), including:
  - Executive decree for the Climate Change Law
  - Ministerial resolution proposal for the adoption of PNTC modules technical guides and manuals
- **Deliverable 1.5:** Consultation workshops reports (*Informes diversos*, in Spanish)
- **Deliverable 1.6:** Institutional arrangements guidelines (*Guías y modelos sobre cómo desarrollar arreglos institucionales para la incorporación de los sectores prioritarios en PNTC* in Spanish)

### Project Output 2: National tools to ensure consistency, transparency, and standardization in the monitoring and reporting of climate data are disseminated

- **Deliverables 2.1, 2.2 and 2.3:**
  - Technical Guidelines (*Guía Técnica - Módulo del Sistema Sostenible de Inventarios Nacionales de Gases de Efecto Invernadero (SSINGEI) - Versión 1.0 / 2022; Guía Técnica - Registro Nacional de Acciones de Mitigación - Versión 1.0 / 2022; Guía Técnica - Módulo de Registro Nacional de Medios de Implementación (RENMI) - Versión 1.0 / 2022; Guía Técnica*

- *Módulo del Sistema de Monitoreo y Evaluación de la Adaptación (M&E) - Versión 1.0 / 2022*, in Spanish)
- PNTC modules report (*Diseño del sistema de medición, reporte y verificación (MRV): MRV de Inventarios de Gases de Efecto Invernadero; MRV de Acciones de Mitigación; y MRV de Financiamiento Climático*, in Spanish)
- **Deliverable 2.4:** Improvement plan (*Plan de mejoras de la PNTC y sistema MRV*, in Spanish)

**Output 3:** Public engagement mechanism for enhanced transparency framework is designed and implemented

- **Deliverable 3.1:** Communication and Engagement Plan (*Plan de comunicaciones y compromisos*, in Spanish)
- **Deliverable 3.2:** Public engagement materials (*Informe resumen de la aprobación de logos e imágenes y la elaboración de los materiales de promoción, divulgación*, in Spanish)
- **Deliverable 3.3:** Communications and engagement plan compliance reports (*Reporte de evaluación del cumplimiento del Plan de Comunicaciones*, in Spanish)

**Output 4:** A National Platform for Climate Transparency is established for the monitoring, reporting, and verification of climate-related data

- **Deliverable 4.1:** Gender Action Plan (*Plan de acción de género para el Proyecto*, in Spanish)
- **Deliverables 4.2 and 4.3:** PNTC launch reports (*Lanzamiento Plataforma Nacional de Transparencia Climática*, in Spanish)

**Output 5:** Training for data compilers, suppliers and platform users is provided

- **Deliverable 5.1:** Capacity Building Program (*Programa de fortalecimiento de capacidades*, in Spanish)
- **Deliverable 5.2:** Key actor capacity building report (*Capacitación a actores claves*, in Spanish)
- **Deliverable 5.3:** User guides and manuals (*Guías e manuales de usuarios*, in Spanish), including:
  - National GHG Inventories Sustainable System (SSINGEI) - Technical guide
  - National Mitigation Action Registry (ReNAM) - Technical guide
  - Adaptation M&E Module (M&E) - Technical guide
  - Administrator user Manual SSINGEI and ReNAM modules
  - User Manual - ReNAM
  - User Manual - SSINGEI

#### **Previous reviews/evaluations**

- Project Steering Committee - 1<sup>st</sup> meeting report (April 15, 2021)
- Project Steering Committee - 2<sup>nd</sup> meeting report (October 1, 2021)



- Project Steering Committee - 3<sup>rd</sup> meeting report (August 26, 2022, and September 13, 2022)
- Report of proposed changes in the project workplan and budget (approved on April 20, 2021)
- Proposed changes in the project workplan and budget - email exchange (approved on July 29, 2021)
- Report of proposed changes in the project workplan and budget (approved on December 2, 2021)
- Report of proposed changes in the project workplan and budget (approved on April 13, 2022)
- Quarterly Expenditures and Unliquidated Obligations Reports for 2021 and 2022

**Reference documents**

- Panama Third National Communication (NC3)
- Panama First Biennial Update Report (BUR1)
- LECCIONES APRENDIDAS (Project document from November 30, 2022)

## ANNEX V. PROJECT BUDGET AND EXPENDITURES

**Table 11: Project Funding Sources Table**

Funding source	Planned funding	% of planned funding	Secured funding	% of secured funding
<b>All figures as USD</b>				
<b>Cash</b>				
Funds from the Environment Fund	850,00	100%	850,000	100%
Funds from the Regular Budget				
Extra-budgetary funding (listed per donor):				
<b>Sub-total: Cash contributions</b>				
<b>In-kind</b>				
Environment Fund staff-post costs				
Regular Budget staff-post costs				
Extra-budgetary funding for staff-posts (listed per donor)				
<b>Sub-total: In-kind contributions</b>				
<b>Co-financing*</b>				
Co-financing cash contribution				
Co-financing in-kind contribution				
Ministry of Environment (MiAMBIENTE)	150,000		150,027	
<b>Sub-total: Co-financing contributions</b>				
<b>Total</b>				

\*Funding from a donor to a partner which is not received into UNEP accounts but is used by a UNEP partner or collaborating centre to deliver the results in a UNEP – approved project.

**Table 12: Expenditure by Outcome/Output**

Component/sub-component/output	Estimated cost at design	Actual Cost/ expenditure
<b>All figures as USD</b>		
Component 1 / Outcome 1		
Component 2 / Outcome 2		
Component 3 / Outcome 3		

## ANNEX VI. BRIEF CV OF THE REVIEWER

Marcelo Theoto Rocha

<b>Profession</b>	Climate change consultant
<b>Nationality</b>	Brazilian
<b>Country experience (most recent)</b>	<ul style="list-style-type: none"> <li>• Europe: Georgia, Portugal</li> <li>• Africa: São Tomé and Príncipe</li> <li>• Americas: Brazil, Argentina, Uruguay, Paraguay, Honduras, Costa Rica, Panama</li> <li>• Asia: Malaysia</li> <li>• Oceania: Australia</li> </ul>
<b>Education</b>	<ul style="list-style-type: none"> <li>• Agronomist</li> <li>• Master and PhD. Environmental Economics</li> </ul>

### Short biography

Marcelo T. Rocha is a multilingual agronomist, and AFOLU expert. He holds a master and PhD. in Environmental Economics. He has 28 years' experience in environmental projects in developing countries, and over 21 years' experience in climate change issues related to LULUCF sector, REDD+, mitigation projects, carbon market and monitoring, reporting and verification (MRV) requirements. As one of the lead negotiators for Brazil since 2003, Marcelo has a deep understanding of current international climate change rules related to accounting and transparency, including, the requirements, processes and guidelines established by the UNFCCC and IPCC. He is an UNFCCC accredited GHG inventory Lead Reviewer (acting as generalist and agriculture sector expert), National Communication/ Biennial Report reviewer and Biennial Update Report technical expert. He has been participating fully in UNFCCC review and technical analysis since 2005. Marcelo was a coordinating lead author for the IPCC "2013 Revised Supplementary Methods and Good Practice Guidance Arising from the Kyoto Protocol" and for the "2019 Refinement to the 2006 IPCC Guidelines for National Greenhouse Gas Inventories" (AFOLU Volume).

Marcelo has advised several developing countries in the establishment and implementation of climate change policies, particularly related to mitigation, national GHG inventories and MRV systems. He also has performed several capacity building activities particularly with UNITAR, covering the following topics: climate change science, UNFCCC negotiation process, mitigation, CDM methodologies, GHG inventories and MRV requirements. The training activities were targeted both for technical teams as well to managers and policy markers.

Key specialties and capabilities cover:

- AFOLU expert.
- MRV and Transparency.
- International climate change negotiations.
- IPCC Guidelines for national GHG inventories.

## ANNEX VII. REVIEW TORS (WITHOUT ANNEXES)

### TERMS OF REFERENCE

#### Terminal Review of the UNEP project “Development of the National Framework for Climate Transparency of Panama – GEF 10023”

#### Section 1: PROJECT BACKGROUND AND OVERVIEW

##### 1. Project General Information

**Table 1. Project summary**

<b>UNEP PIMS/SMA<sup>31</sup> ID:</b>	<b>PS Project ID: SB-016439</b>	<b>SMA ID:44067</b>	
<b>Donor ID:</b>	GEF 10023		
<b>Implementing Partners:</b>	Wetlands International Ministry of the Environment		
<b>SDG(s) and indicator(s)</b>	<p>SDG 13: Take urgent action to combat climate change and its impacts.</p> <p>Target 13.2: Integrate climate change measures into national policies, strategies and planning.</p> <p>Indicator 13.2.1: Number of countries with nationally determined contributions, long-term strategies, national adaptation plans, strategies as reported in adaptation communications and national communications</p> <p>Target 13.3: Improve education, awareness-raising and human and institutional capacity on climate change mitigation, adaptation, impact reduction and early warning.</p> <p>Indicator 13.3.2: Number of countries that have communicated the strengthening of institutional, systemic and individual capacity building to implement adaptation, mitigation and and technology transfer, and development actions.</p>		
<b>Sub-programme:</b>	Climate change	<b>Expected Accomplishment(s):</b>	Development of the National Framework for Climate Transparency of Panama
<b>UNEP approval date:</b>	09/06/2020	<b>Programme of Work Output(s):</b>	1B,1C: 1.1;1.5; 1.3;1.6; 1.7; 1.8.
<b>Expected start date:</b>	November 30, 2020	<b>Actual start date:</b>	November 30, 2020
<b>Planned operational completion date:</b>	November 30, 2022	<b>Actual operational completion date:</b>	November 30, 2022
<b>Planned total project budget at approval (show breakdown of individual sources/grants):</b>	850,000	<b>Actual total expenditures reported as of 30 November 2022:</b>	\$ 775,514
<b>Expected co-financing:</b>	150,000	<b>Secured co-financing<sup>32</sup>:</b>	150,207
<b>First disbursement:</b>	31/12/2021	<b>Planned date of financial closure:</b>	30/11/2023
<b>No. of project revisions:</b>	2	<b>Date of last approved project revision:</b>	13/04/2022

<sup>31</sup> Acronym for ID assigned by the Integrated Planning, Monitoring and Reporting (IPMR) system.

<sup>32</sup> State whether co-financing amounts are cash or in-kind.

No. of Steering Committee meetings:	2	Date of last/next Steering Committee meeting:	Last:10/23/2022	Next: N/A
Mid-term Review/ Evaluation <sup>33</sup> (planned date):	N/A	Mid-term Review/ Evaluation (actual date):	N/A	
Terminal Review (planned date):	December 2022	Terminal Review (actual date):	October 2023.	
Coverage - Country(ies):	Panama	Coverage - Region(s):	National	
Dates of previous project phases:	N/A	Status of future project phases:	N/A	

## 2. Project Rationale

The **Ministry of Environment (MiAMBIENTE)** of Panama, as a national focal point for the UNFCCC, and through the Climate Change Unit, has the responsibility to comply with the commitments established by the UNFCCC.

At the time of the Project proposal, Panama had submitted **three national communications (NC) and a biennial update report (BUR)** to the UNFCCC using financial resources from GEF and having UNDP as the implementation agency. The Third National Communication (NC3) was submitted in October 2018, and the First Biennial Update Report (BUR1) in December 2018. All of these reports, with the exception of the First National Communication (NC1), were developed through external consulting services, due to the low level of technical expertise in inventory development and institutional arrangements for monitoring and evaluation of the data required for these purposes. Regrettably, the hiring of consultants severely hampered the possibilities of developing the capacities of government personnel responsible for the generation and management of climate-related data.

Some capacities have been built within the Government of Panama with the support of other projects, such as those for implementing offsetting measures following the Reduction of Emissions from Deforestation and Forest Degradation (REDD+) mechanism. In this sense, cooperation agreements for capacity building in REDD+ and the use of the 2006 IPCC Guidelines for the Agriculture, Forestry, and Land Use (AFOLU) sector have been financed through the Forest Carbon Partnership Facility (FCPF) project, given that the REDD+ mechanism requires a common approach to measuring, reporting, and verifying (MRV) emission reductions results.

Nevertheless, in the Project proposal Panama identified several institutional and technical barriers that existed at that point in time and need to be overcome, so the country could fully comply with the transparency requirements set by the **Enhanced Transparency Framework (ETF) of the Paris Agreement (PA)**, including:

- (i) Weak technical capacity and know-how to generate, manage, and disseminate robust and verifiable climate-related data;
- (ii) Poor tracking of climate actions and investments executed outside the jurisdiction of the Ministry of Environment;
- (iii) Absence of a robust GHG Inventories Management System;
- (iv) Lack of national adaptation methodologies and indicators;
- (v) Lack of updated institutional arrangements for cross-sectoral climate planning, data collection, and sharing;
- (vi) Lack of management of information in sectoral records to facilitate the development of research on climate change;
- (vii) Lack of institutional programs for safeguarding data and information; and an absence of guidelines, procedures or protocols;

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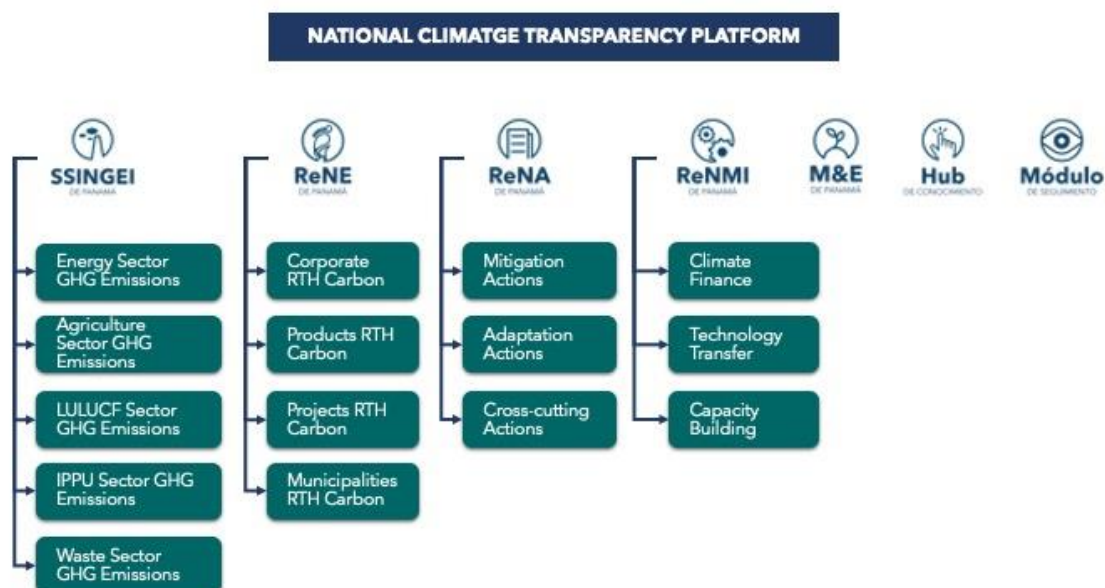
<sup>33</sup> UNEP policies require projects with planned implementation periods of 4 or more years to have a mid-point assessment of performance. For projects under 4 years, this should be marked as N/A.

- (viii) Lack of a monitoring and evaluation (M&E) system to measure adaptation actions, vulnerability, and progress; and,
- (ix) Absence of climate considerations in decision making.

Therefore, it was imperative for Panama to develop and establish a national framework for climate transparency to comply with international transparency and MRV requirements and to track progress in implementing and achieving its nationally determined contribution (NDC) and other adaptation and mitigation actions.

### 3. Project Results Framework

The Project’s main objective was to establish the **National Framework for Climate Transparency of Panama (Plataforma Nacional de Transparencia Climática - PNTC, in Spanish)** to facilitate the collection, management and dissemination of climate-related data in a consultative and transparent manner (Figure 1).



**Figure 1: National Framework for Climate Transparency of Panama (PNTC, in Spanish)**

Source: PNTC Guidelines Manuals

The Project was aimed at building the foundation upon which the ETF of the Paris Agreement will be implemented in the country. This framework covered mitigation, adaptation and means of implementation and consisted of four main elements:

- (i) National GHG inventory management system (MRV for GHG emissions);
- (ii) MRV system for mitigation actions and emissions registry;
- (iii) MRV for means of implementation; and
- (iv) M&E system for adaptation.

The objective of the Project was also to build capacities of public and private entities, so they are enabled to monitor, report, and disseminate robust, transparent, and verifiable climate-related data from their respective sectors.

The Project had only **01 component (Component 1: National Framework for Climate Transparency of Panama)** with **05 outputs**:

- (i) Institutional arrangements for MRV systems;
- (ii) Tools to ensure consistency and standardization, and transparency in the monitoring and reporting of climate data are disseminated;
- (iii) Public engagement mechanism for ETF;
- (iv) National Platform for Climate Transparency; and,
- (v) Training of data compilers.

The proposal requested assistance for the development of outputs (i) through (iv) and it covered the following:

- a. Emissions, mitigation actions, and means of implementation for the AFOLU and Energy sectors;
- b. Evaluation of impacts on water resources and agricultural sectors, in terms of adaptation measures;
- c. Strengthening the national inventory system through an institutionalization and better definition of information channels between key stakeholders;
- d. A MRV system for mitigation actions, which will allow the country to register emissions and mitigation actions in key sectors;
- e. An MRV system for means of implementation and climate finance. This system will measure funding flows entering the country from international entities and national funds dedicated to mitigation and adaptation to climate change; and
- f. Incorporation of the results of the development of a monitoring and evaluation (M&E) system in vulnerability and adaptation measures into the PNTC, and training key stakeholders on how to report adaptation progress. This system will use the inputs from the information collection conducted in the project titled "Building Capacities for the Implementation of the National Adaptation Plan at the sectoral level in Panama" to support baseline development, establishment of institutional arrangements, indicator design, and M&E framework development at the national level.

#### **4. Executing Arrangements**

The Executing Agency of the Project was the **Ministry of Environment (MiAMBIENTE)**, through the Climate Change Directorate, while the Implementing Agency was **UNEP**. Panama has requested execution support from the UN Environment Regional Office for Latin America and the Caribbean (ROLAC). Therefore, ROLAC received and administered the funds (including managing the acquisition and contracting processes), following the decisions of the Ministry of the Environment.

UNEP, as the Implementing Agency, launched the Project's implementation in cooperation with **Wetlands International**, that was selected by the Ministry of Environment of Panama as its designated managing entity for the Project's execution.

A **Directive (Steering) Committee** was established to "ensure sound implementation of the Project, share information and provide leadership for the key institutions involved, and ensure integrated coordination of activities". This Directive Committee, meet 3 time during the lifetime of the Project and was formed by four representatives – one each from the following institutions – MiAMBIENTE, Ministry of Economy and Finance (MEF), UN Environment, and the Coordinating Unit of the NAP Project. This Committee received technical support from a technical committee composed of MiAMBIENTE, Ministry of Agricultural Development (MIDA), National Energy Secretariat (SNE), and National Institute of Statistics and Census (INEC), and advised by an external advisory committee, conformed for the most part, by institutions from the CONACCP, as well as other representatives from the civil and private sector.

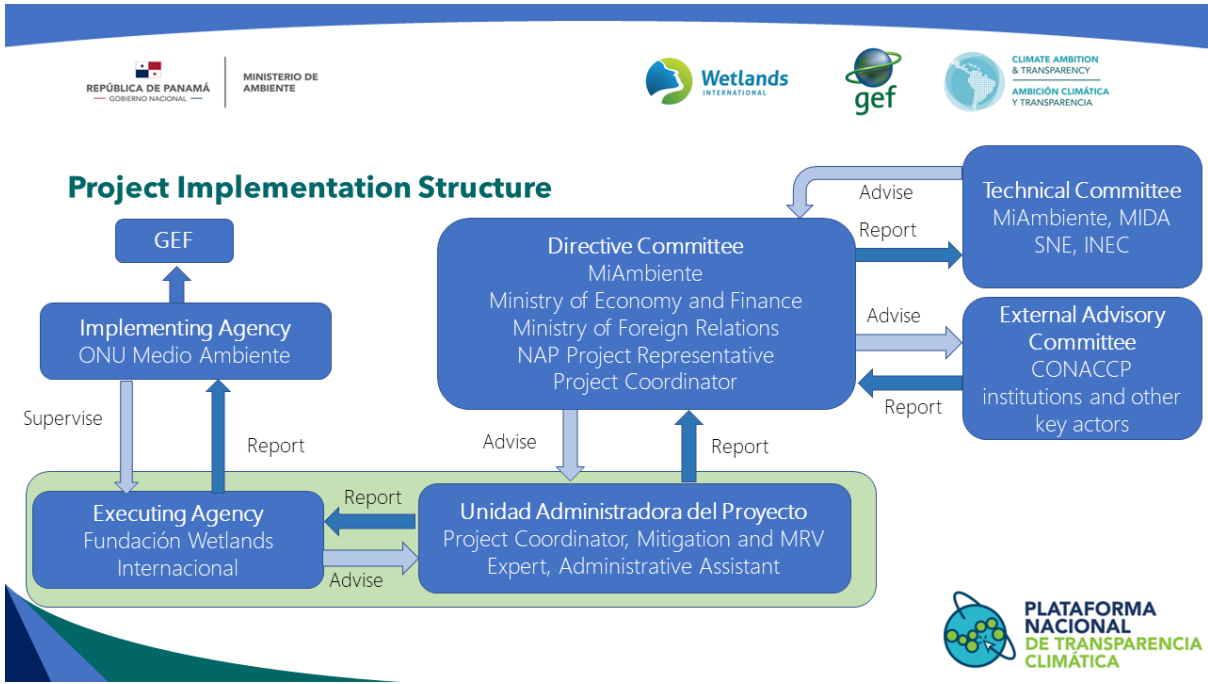


Figure 2: Project organization chat with key project key stakeholders



## 5. Project Cost and Financing

Panama has received GEF funding for the implementation of the **medium-size project “Development of the National Framework for Climate Transparency of Panama” (GEF ID 10023)**, which in this document is referred to as the PNTC project.

Under its climate change focal area, and to support the country’s efforts to implement the Paris Agreement, the GEF approved the Project in June 2020, with **850,000 USD GEF financing** which included **80,750 USD GEF Agency Fee**. The Project was implemented from November 2020 to November 2022 through the Capacity-building Initiative for Transparency (CBIT).

Funding source	Planned funding	% of planned funding	Secured funding	% of secured funding
<b>All figures as USD</b>				
<b>Cash</b>				
Funds from the Environment Fund	850,00	100%	850,000	100%
Funds from the Regular Budget				
Extra-budgetary funding (listed per donor):				
<b>Sub-total: Cash contributions</b>				
<b>In-kind</b>				
Environment Fund staff-post costs				
Regular Budget staff-post costs				
Extra-budgetary funding for staff-posts (listed per donor)				
<b>Sub-total: In-kind contributions</b>				
<b>Co-financing*</b>				
Co-financing cash contribution				
Co-financing in-kind contribution				
Ministry of Environment (MIAMBIENTE)	150,000		150,027	
<b>Sub-total: Co-financing contributions</b>				
<b>Total</b>				

## 6. Implementation Issues

Changes in the timeline of some activities have been proposed and accepted, during the first meeting of the Directive Committee (held on April 25, 2021), in light of delays in the execution of activities in year 1; due to **COVID-19 pandemic regulations**, and the need to adjust to internal procedures for review and approval by the Ministry of Environment.

Also, the **"Reduce Your Footprint Program" (Reduce Tu Huella (RTH) Corporativo – Carbono, in Spanish)**, which didn't exist during the design of the project, was included as part of Activity 1.3 (i.e., Define the elements of the three Monitoring, Reporting and Verification (MRV) systems). The Program was initially developed within a Partnership for Market Readiness (PMR) project, funding and coordinated by the World Bank. Based on the needs expressed by the Ministry of Environment, the activity proposed goes into further detail for the "Reduce Your Footprint Program" (Corporate and Municipal) which are also part of the PNTC. Such inclusion avoided duplicity of work and build upon the progress made by the country. The Corporate Reduce Your Footprint Program was established by Executive Decree N° 100 of

October 2020 and aims to partner with business and corporations of the private sector to measure, report and verify their emissions and provide recognition to those that implement mitigation actions. The Municipal Reduce your Footprint program aims to build the capacities of local governments to report inventories of GHG from activities within their jurisdiction.

## Section 2. OBJECTIVE AND SCOPE OF THE REVIEW

### 7. Objective of the Review

In line with the UNEP Evaluation Policy<sup>34</sup> and the UNEP Programme Manual<sup>35</sup>, the Terminal Review (TR) is undertaken at operational completion of the project to assess project performance (in terms of relevance, effectiveness and efficiency), and determine outcomes and impacts (actual and potential) stemming from the project, including their sustainability. The Review has two primary purposes: (i) to provide evidence of results to meet accountability requirements, and (ii) to promote operational improvement, learning and knowledge sharing through results and lessons learned among UNEP and MiAMBIENTE. Therefore, the Review will identify lessons of operational relevance for future project formulation and implementation, especially for future phases of the project, where applicable.

### 8. Key Review principles

Review findings and judgements will be based on **sound evidence and analysis**, clearly documented in the Review Report. Information will be triangulated (i.e., verified from different sources) as far as possible, and when verification is not possible, the single source will be mentioned (whilst anonymity is still protected). Analysis leading to evaluative judgements should always be clearly spelled out.

**The “Why?” Question.** As this is a Terminal Review and a follow-up project is likely, particular attention is given to learning from the experience. Therefore, the “why?” question should be at the front of the consultant(s)’ minds all through the review exercise and is supported by the use of a theory of change approach. This means that the consultant(s) need to go beyond the assessment of “what” the project performance was and make a serious effort to provide a deeper understanding of “why” the performance was as it was (i.e. what contributed to the achievement of the project’s results). This should provide the basis for the lessons that can be drawn from the project.

**Attribution, Contribution and Credible Association:** In order to *attribute* any outcomes and impacts to a project intervention, one needs to consider the difference between what has happened with, and what would have happened without, the project (i.e., take account of changes over time and between contexts in order to isolate the effects of an intervention). This requires appropriate baseline data and the identification of a relevant counterfactual, both of which are frequently not available for reviews. Establishing the *contribution* made by a project in a complex change process relies heavily on prior intentionality (e.g., approved project design documentation, logical framework) and the articulation of causality (e.g. narrative and/or illustration of the Theory of Change). Robust evidence that a project was delivered as designed and that the expected causal pathways developed supports claims of contribution and this is strengthened where an alternative theory of change can be excluded. A *credible association* between the implementation of a project and observed positive effects can be made where a strong causal narrative, although not explicitly articulated, can be inferred by the chronological sequence of events, active involvement of key actors and engagement in critical processes.

**Communicating Review Results.** A key aim of the Review is to encourage reflection and learning by UNEP staff and key project stakeholders. The consultant should consider how reflection and learning can be promoted, both through the review process and in the communication of review findings and key lessons. Clear and concise writing is required on all review deliverables. Draft and final versions of the main review report will be shared with key stakeholders by the UNEP Project Manager<sup>36</sup>. There may, however, be several intended audiences, each with different interests and needs regarding the report.

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<sup>34</sup> <https://www.unenvironment.org/about-un-environment/evaluation-office/policies-and-strategies>

<sup>35</sup> <https://wecollaborate.unep.org>

<sup>36</sup> For GEF funded projects, UNEP Project Manager refers to the Task Manager.

The consultant will plan with the UNEP Project Manager which audiences to target and the easiest and clearest way to communicate the key review findings and lessons to them. This may include some or all of the following: a webinar, conference calls with relevant stakeholders, the preparation of a review brief or interactive presentation.

## 9. Key Strategic Questions

In addition to the review criteria outlined in Section 10 below, the Review will address the **strategic questions**<sup>37</sup> listed below (no more than 3 questions are recommended). These are questions of interest to UNEP and to which the project is believed to be able to make a substantive contribution:

- Did the State and non-State actors participating in the project adopt the enhanced transparency framework arrangements under the Paris Agreement?
- Does the country Strengthen and improve transparency mechanisms of National institutions for domestic and UN conventions reporting?
- Did the State and non-State actors participating in the project adopt the new tools developed by the project?
- (a) (Where relevant) What changes were made to adapt to the effects of COVID-19 and how might any changes affect the project's performance?

For GEF-funded projects there are a series of questions that need to be uploaded to the GEF Portal. The consultant should complete the table in Annex 5 of these TOR and append it to the Final Review report.

## 10. Review Criteria

All review criteria will be rated on a six-point scale. Sections A-I below, outline the scope of the review criteria. The set of review criteria are grouped in nine categories: (A) Strategic Relevance; (B) Quality of Project Design; (C) Nature of External Context; (D) Effectiveness, which comprises assessments of the availability of outputs, achievement of outcomes and likelihood of impact; (E) Financial Management; (F) Efficiency; (G) Monitoring and Reporting; (H) Sustainability; and (I) Factors Affecting Project Performance.

A suite of various tools, templates and guidelines that can help Review Consultant(s) to follow a thorough review process that meets all of UNEP's needs is available via the UNEP Project Manager.

### A. Strategic Relevance

The Review will assess the extent to which the activity is suited to the priorities and policies of the donors, implementing regions/countries and the target beneficiaries. The Review will include an assessment of the project's relevance in relation to UNEP's mandate and its alignment with UNEP's policies and strategies at the time of project approval. Under strategic relevance an assessment of the complementarity of the project with other interventions addressing the needs of the same target groups will be made. This criterion comprises four elements:

#### *i. Alignment to the UNEP's Medium-Term Strategy<sup>38</sup> (MTS), Programme of Work (POW) and Strategic Priorities*

The Review should assess the project's alignment with the MTS and POW under which the project was approved and include, in its narrative, reflections on the scale and scope of any contributions made to the planned results reflected in the relevant MTS and POW. UNEP strategic priorities include the Bali Strategic Plan for Technology Support and Capacity Building<sup>39</sup> (BSP) and South-South Cooperation (SSC). The BSP relates to the capacity of governments to: comply with international agreements and obligations at the national level; promote, facilitate and finance environmentally sound technologies

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<sup>37</sup> The strategic questions should not duplicate questions that will be addressed under the standard review criteria described in section 10.

<sup>38</sup> UNEP's Medium Term Strategy (MTS) is a document that guides UNEP's programme planning over a four-year period. It identifies UNEP's thematic priorities, known as Sub-programmes (SP), and sets out the desired outcomes, known as Expected Accomplishments (EAs), of the Sub-programmes. <https://www.unenvironment.org/about-un-environment/evaluation-office/our-evaluation-approach/un-environment-documents>

<sup>39</sup> <http://www.unep.fr/ozonaction/about/bsp.htm>

and to strengthen frameworks for developing coherent international environmental policies. S-SC is regarded as the exchange of resources, technology and knowledge between developing countries.

**ii. Alignment to Donor/Partner Strategic Priorities**

Donor strategic priorities will vary across interventions. The Review will assess the extent to which the project is suited to, or responding to, donor priorities. In some cases, alignment with donor priorities may be a fundamental part of project design and grant approval processes while in others, for example, instances of ‘softly-earmarked’ funding, such alignment may be more of an assumption that should be assessed.

**iii. Relevance to Global, Regional, Sub-regional and National Environmental Priorities**

The Review will assess the alignment of the project with global priorities such as the SDGs and Agenda 2030. The extent to which the intervention is suited, or responding to, the stated environmental concerns and needs of the countries, sub-regions or regions where it is being implemented will also be considered. Examples may include: UN Development Assistance Frameworks (UNDAF) or, national or sub-national development plans, poverty reduction strategies or Nationally Appropriate Mitigation Action (NAMA) plans or regional agreements etc. Within this section consideration will be given to whether the needs of all beneficiary groups are being met and reflects the current policy priority to leave no-one behind.

**iv. Complementarity with Relevant Existing Interventions/Coherence<sup>40</sup>**

An assessment will be made of how well the project, either at design stage or during the project inception or mobilization<sup>41</sup>, took account of ongoing and planned initiatives (under the same sub-programme, other UNEP sub-programmes, or being implemented by other agencies within the same country, sector or institution) that address similar needs of the same target groups. The Review will consider if the project team, in collaboration with Regional Offices and Sub-Programme Coordinators, made efforts to ensure their own intervention was complementary to other interventions, optimized any synergies and avoided duplication of effort. Examples may include work within Cooperation Frameworks or One UN programming. Linkages with other interventions should be described and instances where UNEP’s comparative advantage has been particularly well applied should be highlighted.

<b>Adaptation Fund</b>	To encourage utilization, each evaluation should optimize <u>relevance</u> by ensuring (i) that the primary intended users of the evaluation and their intended uses are clearly identified and engaged at the beginning of the evaluation process; (ii) that “intended users” include funding, implementing, and beneficiary stakeholders; and (iii) that evaluators ensure these intended users contribute to decisions about the evaluation process.
<b>Green Climate Fund</b>	<u>Coherence</u> in climate finance delivery with other multilateral entities.

**B. Quality of Project Design**

The quality of project design is assessed using an agreed template during the review inception phase. Ratings are attributed to identified criteria and an overall Project Design Quality rating is established. The complete Project Design Quality template should be annexed in the Review Inception Report. Later, the overall Project Design Quality rating<sup>42</sup> should be entered in the final review ratings table (as item B) in the Main Review Report and a summary of the project’s strengths and weaknesses at design stage should be included within the body of the Main Review Report.

**C. Nature of External Context**

<sup>40</sup>This sub-category is consistent with the new criterion of ‘Coherence’ introduced by the OECD-DAC in 2019.

<sup>41</sup> A project’s inception or mobilization period is understood as the time between project approval and first disbursement. Complementarity during project implementation is considered under Efficiency, see below.

<sup>42</sup> In some instances, based on data collected during the review process, the assessment of the project’s design quality may change from Inception Report to Main Review Report.

At review inception stage a rating is established for the project's external operating context (considering the prevalence of conflict, natural disasters and political upheaval<sup>43</sup>). This rating is entered in the final review ratings table as item C. Where a project has been rated as facing either an *Unfavourable* or *Highly Unfavourable* external operating context, and/or a negative external event has occurred during project implementation, the ratings for Effectiveness, Efficiency and/or Sustainability may be increased at the discretion of the Review Consultant and UNEP Project Manager together. A justification for such an increase must be given.

## **D. Effectiveness**

### **i. Availability of Outputs<sup>44</sup>**

The Review will assess the project's success in producing the programmed outputs and making them available to the intended beneficiaries as well as its success in achieving milestones as per the project design document (ProDoc). Any formal modifications/revisions made during project implementation will be considered part of the project design. Where the project outputs are inappropriately or inaccurately stated in the ProDoc, reformulations may be necessary in the reconstruction of the Theory of Change (TOC). In such cases a table should be provided showing the original and the reformulation of the outputs for transparency. The availability of outputs will be assessed in terms of both quantity and quality, and the assessment will consider their ownership by, and usefulness to, intended beneficiaries and the timeliness of their provision. It is noted that emphasis is placed on the performance of those outputs that are most important to achieve outcomes. The Review will briefly explain the reasons behind the success or shortcomings of the project in delivering its programmed outputs and meeting expected quality standards.

### **ii. Achievement of Project Outcomes<sup>45</sup>**

The achievement of project outcomes is assessed as performance against the outcomes as defined in the reconstructed<sup>46</sup> Theory of Change. These are outcomes that are intended to be achieved by the end of the project timeframe and within the project's resource envelope. Emphasis is placed on the achievement of project outcomes that are most important for attaining intermediate states. As with outputs, a table can be used to show where substantive amendments to the formulation of project outcomes is necessary to allow for an assessment of performance. The Review should report evidence of attribution between UNEP's intervention and the project outcomes. In cases of normative work or where several actors are collaborating to achieve common outcomes, evidence of the nature and magnitude of UNEP's 'substantive contribution' should be included and/or 'credible association' established between project efforts and the project outcomes realised.

### **iii. Likelihood of Impact**

Based on the articulation of long-lasting effects in the reconstructed TOC (*i.e. from project outcomes, via intermediate states, to impact*), the Review will assess the likelihood of the intended, positive impacts becoming a reality. Project objectives or goals should be incorporated in the TOC, possibly as intermediate states or long-lasting impacts. The Evaluation Office's approach to the use of TOC in project reviews is outlined in a guidance note and is supported by an excel-based flow chart, 'Likelihood

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<sup>43</sup> Note that 'political upheaval' does not include regular national election cycles, but unanticipated unrest or prolonged disruption. The potential delays or changes in political support that are often associated with the regular national election cycle should be part of the project's design and addressed through adaptive management of the project team. From March 2020 this should include the effects of COVID-19.

<sup>44</sup> Outputs are the availability (for intended beneficiaries/users) of new products and services and/or gains in knowledge, abilities and awareness of individuals or within institutions (UNEP, 2019)

<sup>45</sup> Outcomes are the use (*i.e.* uptake, adoption, application) of an output by intended beneficiaries, observed as changes in institutions or behavior, attitude or condition (UNEP, 2019)

<sup>46</sup> UNEP staff are currently required to submit a Theory of Change with all submitted project designs. The level of 'reconstruction' needed during a review will depend on the quality of this initial TOC, the time that has lapsed between project design and implementation (which may be related to securing and disbursing funds) and the level of any changes made to the project design. In the case of projects pre-dating 2013 the intervention logic is often represented in a logical framework and a TOC will need to be constructed in the inception stage of the review.

of Impact Assessment Decision Tree'. Essentially the approach follows a 'likelihood tree' from project outcomes to impacts, taking account of whether the assumptions and drivers identified in the reconstructed TOC held. Any unintended positive effects should also be identified and their causal linkages to the intended impact described.

The Review will also consider the likelihood that the intervention may lead, or contribute to, unintended negative effects (e.g. will vulnerable groups such as those living with disabilities and/or women and children, be disproportionately affected by the project?). Some of these potential negative effects may have been identified in the project design as risks or as part of the analysis of Environmental and Social Safeguards.

The Review will consider the extent to which the project has played a catalytic role<sup>47</sup> or has promoted scaling up and/or replication as part of its Theory of Change (either explicitly as in a project with a demonstration component or implicitly as expressed in the drivers required to move to outcome levels) and as factors that are likely to contribute to greater or long-lasting impact.

Ultimately UNEP and all its partners aim to bring about benefits to the environment and human well-being. Few projects are likely to have impact statements that reflect such long-lasting or broad-based changes. However, the Review will assess the likelihood of the project to make a substantive contribution to the long-lasting changes represented by the Sustainable Development Goals, and/or the intermediate-level results reflected in UNEP's Expected Accomplishments and the strategic priorities of funding partner(s).

<b>Adaptation Fund</b>	The Review should consider, under Effectiveness, the extent to which the evaluand is reaching Strategic Results Framework indicator targets.
<b>Adaptation Fund</b>	The Review should consider, under Effectiveness, the extent to which the intervention demonstrates that Climate Change Adaptation can be increased or replicated at a broader scale, as well as in other contexts.
<b>Green Climate Fund</b>	The Review should consider, under Effectiveness, the project's <u>Innovativeness</u> in result areas – the extent to which interventions may lead to paradigm shift towards low-emission and climate-resilient development pathways.
<b>Global Environment Facility</b>	The Review should consider, under Effectiveness, the extent to which the evaluand is reaching Core Indicator targets (from GEF-6 onwards).
<b>Global Environment Facility</b>	The Review will determine, under Effectiveness, the project's <u>additionality</u> by comparing the benefits of GEF support to a scenario without GEF support. It will identify specific areas where GEF support has contributed additional results and what these additional results were. It will provide quantitative and qualitative evidence to support the findings.

### **E. Financial Management**

Financial management will be assessed under three themes: *adherence* to UNEP's financial policies and procedures, *completeness* of financial information and *communication* between financial and project management staff. The Review will establish the actual spend across the life of the project of funds secured from all donors. This expenditure will be reported, where possible, at output/component level and will be compared with the approved budget. The Review will verify the application of proper financial management standards and adherence to UNEP's financial management policies. Any financial management issues that have affected the timely delivery of the project or the quality of its performance will be highlighted. The Review will record where standard financial documentation is

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<sup>47</sup> The terms catalytic effect, scaling up and replication are inter-related and generally refer to extending the coverage or magnitude of the effects of a project. Catalytic effect is associated with triggering additional actions that are not directly funded by the project – these effects can be both concrete or less tangible, can be intentionally caused by the project or implied in the design and reflected in the TOC drivers, or can be unintentional and can rely on funding from another source or have no financial requirements. Scaling up and Replication require more intentionality for projects, or individual components and approaches, to be reproduced in other similar contexts. Scaling up suggests a substantive increase in the number of new beneficiaries reached/involved and may require adapted delivery mechanisms while Replication suggests the repetition of an approach or component at a similar scale but among different beneficiaries. Even with highly technical work, where scaling up or replication involves working with a new community, some consideration of the new context should take place and adjustments made as necessary.

missing, inaccurate, incomplete or unavailable in a timely manner. The Review will assess the level of communication between the UNEP Project Manager and the Fund Management Officer as it relates to the effective delivery of the planned project and the needs of a responsive, adaptive management approach.

<b>Global Environment Facility</b>	The Review will determine, under Financial Management, i) time from CEO endorsement (FSP) / CEO approval (MSP) to first disbursement; ii) disbursement balance; iii) whether the project has secured co-financing higher than 35% and iv) time between CEO Endorsement and (likely) end of Terminal Review.
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### **F. Efficiency**

Under the efficiency criterion, the Review will assess the extent to which the project delivered maximum results from the given resources. This will include an assessment of the cost-effectiveness and timeliness of project execution.

Focusing on the translation of inputs into outputs, *cost-effectiveness* is the extent to which an intervention has achieved, or is expected to achieve, its results at the lowest possible cost. *Timeliness* refers to whether planned activities were delivered according to expected timeframes as well as whether events were sequenced efficiently. The Review will also assess to what extent any project extension could have been avoided through stronger project management and identify any negative impacts caused by project delays or extensions. The Review will describe any cost or time-saving measures put in place to maximise results within the secured budget and agreed project timeframe and consider whether the project was implemented in the most efficient way compared to alternative interventions or approaches.

The Review will give special attention to efforts made by the project teams during project implementation to make use of/build upon pre-existing institutions, agreements and partnerships, data sources, synergies and complementarities<sup>48</sup> with other initiatives, programmes and projects etc. to increase project efficiency.

The factors underpinning the need for any project extensions will also be explored and discussed. Consultants should note that as management or project support costs cannot be increased in cases of 'no cost extensions', such extensions represent an increase in unstated costs to UNEP and implementing parties.

### **G. Monitoring and Reporting**

The Review will assess monitoring and reporting across three sub-categories: monitoring design and budgeting, monitoring implementation and project reporting.

#### **i. Monitoring Design and Budgeting**

Each project should be supported by a sound monitoring plan that is designed to track progress against SMART<sup>49</sup> results towards the achievement of the project's outputs and outcomes, including at a level disaggregated by gender, marginalisation or vulnerability, including those living with disabilities. In particular, the Review will assess the relevance and appropriateness of the project indicators as well as the methods used for tracking progress against them as part of conscious results-based management. The Review will assess the quality of the design of the monitoring plan as well as the funds allocated for its implementation. The adequacy of resources for Mid-Term and Terminal Evaluation/Review should be discussed, where applicable.

#### **ii. Monitoring of Project Implementation**

The Review will assess whether the monitoring system was operational and facilitated the timely tracking of results and progress towards project objectives throughout the project implementation

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<sup>48</sup> Complementarity with other interventions during project design, inception or mobilization is considered under Strategic Relevance above.

<sup>49</sup> SMART refers to results that are specific, measurable, achievable, relevant and time-oriented. Indicators help to make results measurable.

period. This assessment will include consideration of whether the project gathered relevant and good quality baseline data that is accurately and appropriately documented. This should include monitoring the representation and participation of disaggregated groups, including gendered, marginalised or vulnerable groups, such as those living with disabilities, in project activities. It will also consider the quality of the information generated by the monitoring system during project implementation and how it was used to adapt and improve project execution, achievement of outcomes and ensure sustainability. The Review should confirm that funds allocated for monitoring were used to support this activity.

**iii. Project Reporting**

UNEP has a centralised Project Information Management System (PIMS) in which project managers upload six-monthly progress reports against agreed project milestones. This information will be provided to the Review Consultant(s) by the UNEP Project Manager. Some projects have additional requirements to report regularly to funding partners, which will be supplied by the project team. The Review will assess the extent to which both UNEP and donor reporting commitments have been fulfilled. Consideration will be given as to whether reporting has been carried out with respect to the effects of the initiative on disaggregated groups.

<b>Global Environment Facility</b>	For internally executed projects the Review Consultant should review the quality of regular reports and confirm they have been submitted on a timely basis.
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**H. Sustainability**

Sustainability<sup>50</sup> is understood as the probability of the benefits derived from the achievement of project outcomes being maintained and developed after the close of the intervention. The Review will identify and assess the key conditions or factors that are likely to undermine or contribute to the endurance of achieved project outcomes (i.e. ‘assumptions’ and ‘drivers’). Some factors of sustainability may be embedded in the project design and implementation approaches while others may be contextual circumstances or conditions that evolve over the life of the intervention. Where applicable an assessment of bio-physical factors that may affect the sustainability of direct outcomes may also be included.

**i. Socio-political Sustainability**

The Review will assess the extent to which social or political factors support the continuation and further development of the benefits derived from project outcomes. It will consider the level of ownership, interest and commitment among government and other stakeholders to take the project achievements forwards. In particular the Review will consider whether individual capacity development efforts are likely to be sustained.

**ii. Financial Sustainability**

Some project outcomes, once achieved, do not require further financial inputs, e.g. the adoption of a revised policy. However, in order to derive a benefit from this outcome further management action may still be needed e.g. to undertake actions to enforce the policy. Other project outcomes may be dependent on a continuous flow of action that needs to be resourced for them to be maintained, e.g. continuation of a new natural resource management approach. The Review will assess the extent to which project outcomes are dependent on future funding for the benefits they bring to be sustained. Secured future funding is only relevant to financial sustainability where the project outcomes have been extended into a future project phase. Even where future funding has been secured, the question still remains as to whether the project outcomes are financially sustainable.

**iii. Institutional Sustainability**

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<sup>50</sup> As used here, ‘sustainability’ means the long-term maintenance of outcomes and consequent impacts, whether environmental or not. This is distinct from the concept of sustainability in the terms ‘environmental sustainability’ or ‘sustainable development’, which imply ‘not living beyond our means’ or ‘not diminishing global environmental benefits’ (GEF STAP Paper, 2019, Achieving More Enduring Outcomes from GEF Investment)



The Review will assess the extent to which the sustainability of project outcomes (especially those relating to policies and laws) is dependent on issues relating to institutional frameworks and governance. It will consider whether institutional achievements such as governance structures and processes, policies, sub-regional agreements, legal and accountability frameworks etc. are robust enough to continue delivering the benefits associated with the project outcomes after project closure. In particular, the Review will consider whether institutional capacity development efforts are likely to be sustained.

<b>Adaptation Fund</b>	The Review should consider, under <u>Human and ecological sustainability and security</u> – the extent to which the intervention is likely to generate continued positive or negative, intended and unintended impacts beyond its lifetime, taking into consideration, social, institutional, economic, and environmental systems. Is the intervention sensitive to conflict and fragility, i.e., to what extent does it consider the political context and the sharing of natural resources? Is it contributing towards targeted communities' livelihoods and to the health or well-being of the ecosystems on which they depend?
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## **I. Factors Affecting Project Performance and Cross-Cutting Issues**

### **i. Preparation and Readiness**

This criterion focuses on the inception or mobilisation stage of the project (i.e. the time between project approval and first disbursement). The Review will assess whether appropriate measures were taken to either address weaknesses in the project design or respond to changes that took place between project approval, the securing of funds and project mobilisation. In particular, the Review will consider the nature and quality of engagement with stakeholder groups by the project team, the confirmation of partner capacity and development of partnership agreements as well as initial staffing and financing arrangements. (*Project preparation is included in the template for the assessment of Project Design Quality*).

### **ii. Quality of Project Management and Supervision**

In some cases 'project management and supervision' may refer to the supervision and guidance provided by UNEP to implementing partners and national governments while in others it may refer to the project management performance of an implementing partner and the technical backstopping and supervision provided by UNEP. The performance of parties playing different roles should be discussed and a rating provided for both types of supervision (UNEP/Implementing Agency; Partner/Executing Agency) and the overall rating for this sub-category established as a simple average of the two.

The Review will assess the effectiveness of project management with regard to: providing leadership towards achieving the planned outcomes; managing team structures; maintaining productive partner relationships (including Steering Groups etc.); maintaining project relevance within changing external and strategic contexts; communication and collaboration with UNEP colleagues; risk management; use of problem-solving; project adaptation and overall project execution. Evidence of adaptive management should be highlighted.

<b>Adaptation Fund</b>	The Review should consider the extent to which the evaluand was <u>adapted in response to lessons and reflections during implementation</u> ; and the extent to which the intervention supported the use, development, or diffusion of innovative practices, tools, or technologies to improve or accelerate Climate Change Adaptation.
<b>Global Environment Facility</b>	For internally executed projects the Review Consultant should review whether the segregation of responsibilities met the GEF requirements <sup>51</sup> (the GEF Agency must separate its project implementation and execution duties and establish each of the following: (a) A satisfactory institutional arrangement for the separation of implementation and executing functions in different departments of the GEF Agency; and (b) Clear lines of responsibility, reporting and accountability within the GEF Agency between the project implementation and execution functions.

<sup>51</sup> GEF Minimum Fiduciary Standards: Separation of Implementation and Execution Functions in GEF Partner Agencies (2019).

### iii. Stakeholder Participation and Cooperation

Here the term 'stakeholder' should be considered in a broad sense, encompassing all project partners, duty bearers with a role in delivering project outputs, target users of project outputs and any other collaborating agents external to UNEP and the implementing partner(s). The assessment will consider the quality and effectiveness of all forms of communication and consultation with stakeholders throughout the project life and the support given to maximise collaboration and coherence between various stakeholders, including sharing plans, pooling resources and exchanging learning and expertise. The inclusion and participation of all differentiated groups, including gender groups, should be considered.

### iv. Responsiveness to Human Rights and Gender Equality

The Review will ascertain to what extent the project has applied the UN Common Understanding on the human rights-based approach (HRBA) and the UN Declaration on the Rights of Indigenous People. Within this human rights context the Review will assess to what extent the intervention adheres to UNEP's Policy and Strategy for Gender Equality and the Environment<sup>52</sup>.

The report should present the extent to which the intervention, following an adequate gender analysis at design stage, has implemented the identified actions and/or applied adaptive management to ensure that Gender Equality and Human Rights are adequately taken into account. In particular the Review will consider to what extent project design, implementation and monitoring have taken into consideration: (i) possible inequalities (especially those related to gender) in access to, and the control over, natural resources; (ii) specific vulnerabilities of disadvantaged groups (especially women, youth and children and those living with disabilities) to environmental degradation or disasters; and (iii) the role of disadvantaged groups (especially women, youth and children and those living with disabilities) in mitigating or adapting to environmental changes and engaging in environmental protection and rehabilitation.

<b>Adaptation Fund</b>	The Review should consider the extent to which the project's design and implementation includes input of the designated authority (DA) and vulnerable groups such as women, youth, persons with disability, Indigenous Peoples, minorities, and other potentially marginalized groups or locations. It also encompasses the degree to which the intervention reduced or perpetuated inequalities, and how equitably benefits were accrued to vulnerable groups.
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### v. Environmental and Social Safeguards

UNEP projects address environmental and social safeguards primarily through the process of environmental and social screening at the project approval stage, risk assessment and management (avoidance, or mitigation of potential environmental and social risks and impacts associated with project and programme activities. The Review will confirm whether UNEP requirements<sup>53</sup> were met to: *review* risk ratings on a regular basis; *monitor* project implementation for possible safeguard issues; *respond* (where relevant) to safeguard issues through risk avoidance, minimization, mitigation or offsetting and *report* on the implementation of safeguard management measures taken. UNEP requirements for proposed projects to be screened for any safeguarding issues; for sound environmental and social risk assessments to be conducted and initial risk ratings to be assigned, are reviewed above under Quality of Project Design).

The Review will also consider the extent to which the management of the project minimised UNEP's environmental footprint.

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<sup>52</sup> The Evaluation Office notes that Gender Equality was first introduced in the UNEP Project Review Committee Checklist in 2010 and, therefore, provides a criterion rating on gender for projects approved from 2010 onwards. Equally, it is noted that policy documents, operational guidelines and other capacity building efforts have only been developed since then and have evolved over time. [https://wedocs.unep.org/bitstream/handle/20.500.11822/7655/-Gender\\_equality\\_and\\_the\\_environment\\_Policy\\_and\\_strategy-2015Gender\\_equality\\_and\\_the\\_environment\\_policy\\_and\\_strategy.pdf.pdf?sequence=3&isAllowed=y](https://wedocs.unep.org/bitstream/handle/20.500.11822/7655/-Gender_equality_and_the_environment_Policy_and_strategy-2015Gender_equality_and_the_environment_policy_and_strategy.pdf.pdf?sequence=3&isAllowed=y)

<sup>53</sup> For the review of project concepts and proposals, the Safeguard Risk Identification Form (SRIF) was introduced in 2019 and replaced the Environmental, Social and Economic Review note (ESERN), which had been in place since 2016. In GEF projects safeguards have been considered in project designs since 2011.

#### **vi. Country Ownership and Driven-ness**

The Review will assess the quality and degree of engagement of government / public sector agencies in the project. While there is some overlap between Country Ownership and Institutional Sustainability, this criterion focuses primarily on the forward momentum of the intended projects results, i.e. either: a) moving forwards from outputs to project outcomes or b) moving forward from project outcomes towards intermediate states. The Review will consider the involvement not only of those directly involved in project execution and those participating in technical or leadership groups, but also those official representatives whose cooperation is needed for change to be embedded in their respective institutions and offices (e.g. representatives from multiple sectors or relevant ministries beyond Ministry of Environment). This factor is concerned with the level of ownership generated by the project over outputs and outcomes and that is necessary for long term impact to be realised. Ownership should extend to all gender and marginalised groups.

#### **vii. Communication and Public Awareness**

The Review will assess the effectiveness of: a) communication of learning and experience sharing between project partners and interested groups arising from the project during its life and b) public awareness activities that were undertaken during the implementation of the project to influence attitudes or shape behaviour among wider communities and civil society at large. The Review should consider whether existing communication channels and networks were used effectively, including meeting the differentiated needs of gendered or marginalised groups, and whether any feedback channels were established. Where knowledge sharing platforms have been established under a project the Review will comment on the sustainability of the communication channel under either socio-political, institutional or financial sustainability, as appropriate.

### **Section 3. REVIEW APPROACH, METHODS AND DELIVERABLES**

The Terminal Review will be an in-depth review using a participatory approach whereby key stakeholders are kept informed and consulted throughout the review process. Both quantitative and qualitative review methods will be used as appropriate to determine project achievements against the expected outputs, outcomes and impacts. It is highly recommended that the consultant(s) maintains close communication with the project team and promotes information exchange throughout the review implementation phase in order to increase their (and other stakeholder) ownership of the review findings. Where applicable, the consultant(s) should provide a geo-referenced map that demarcates the area covered by the project and, where possible, provide geo-reference photographs of key intervention sites (e.g. sites of habitat rehabilitation and protection, pollution treatment infrastructure, etc.)

The findings of the Review will be based on the following:

(a) A **desk review** of:

Relevant background documentation, inter alia:

Project design documents (including minutes of the project design review meeting at approval);  
Annual Work Plans and Budgets or equivalent, revisions to the project (Project Document Supplement), the logical framework and its budget;

Project reports such as six-monthly progress and financial reports, progress reports from collaborating partners, meeting minutes, relevant correspondence and any other monitoring materials etc.;

Project deliverables (e.g. publications, assessments etc):

**National GHG Inventories Sustainable System (*Sistema Sostenible de Inventarios Nacionales de Gases de efecto Invernadero - SSINGEI*, in Spanish)**, includes all the provisions, arrangements and procedures for the estimation of anthropogenic emissions by sources and removals of GHG sinks not controlled by the Montreal Protocol, to manage and present the national inventories of the Republic of Panama, in accordance with international guidelines.

**National Registry for Emissions and Mitigation Actions**, sub-divide in:

**National Action Registry (*Sistema Nacional de Acciones - ReNA, in Spanish*)**, through which the country climate change actions will be reported and characterized. The registry will consolidate information on mitigation and adaptation actions developed under national or international schemes that are quantifiable, reportable, and verifiable:

- (i) **National Mitigation Action Registry (*Sistema Nacional de Acciones de Mitigación - ReNAM, in Spanish*)**: understood as actions with impacts on GHG emissions reductions and/or increase in the carbon dioxide removals. This registry, in turn, is subdivided into Mitigation Actions, Compensation Projects and REDD+.
- (ii) **National Adaptation Action Registry (*Sistema Nacional de Acciones de Adaptación, in Spanish*)**: initiatives formulated in order to implement adaptation and resilience actions to climate change. This registry will be developed in the next phases of the PNTC.
- (iii) **National Integrated Action Registry (*Sistema Nacional de Acciones Integrales, in Spanish*)**: these include both mitigation and adaptation objectives and targets. This registry will be developed in the next phases of the PNTC.

**National Emission Registry (*Sistema Nacional de Emisiones - ReNE, in Spanish*)**, to registry data and information related to GHG emissions at levels other than the national level (for example, RTH Program).

**Adaptation monitoring and evaluation (M&E) system (*Sistema de Monitoreo y Evaluación de la Adaptación, in Spanish*)**, where climate change adaptation is presented, through relevant indicators related to climate risk and vulnerability.

**Means of Implementation National Registry (*Registro Nacional de Medios de Implementación - ReNMI, in Spanish*)**, to collect and track information on financing, technology transfer and capacity building in a systematized way, allowing effective action to be taken against climate change. The registry is important to identify the allocation of resources in the areas prioritized by Panama and to identify additional needs for support and cooperation.

Evaluations/Reviews of similar projects.

(b) **Interviews** (individual or in group) with:  
UNEP Project Manager;

Project management team;

UNEP Fund Management Officer (FMO);

Sub-Programme Coordinator;

Project partners, including consultants and national government experts;

Relevant resource persons; and

Representatives from civil society and specialist groups (such as women's, farmers and trade associations etc).

## 11. Review Deliverables and Review Procedures

See Annex 1 of these TOR for a list of tools and guidance available, see Annex 2 for a list of review criteria and sub-categories to be assessed. The Review Consultant will prepare:

**Inception Report: (see Annex 3 of these TOR)** containing an assessment of project design quality, a draft reconstructed Theory of Change of the project, project stakeholder analysis, review framework and a tentative review schedule.

**Preliminary Findings Note:** typically in the form of a PowerPoint presentation, the sharing of preliminary findings is intended to support the participation of the project team, act as a

means to ensure all information sources have been accessed and provide an opportunity to verify emerging findings.

**Draft and Final Review Report: (See Annex 4 of these TOR)** containing an Executive Summary that can act as a stand-alone document; detailed analysis of the review findings organised by review criteria and supported with evidence; lessons learned and recommendations and an annotated ratings table.

A **Review Brief** (a 2-page overview of the evaluand and review findings) for wider dissemination through the UNEP website may be required. This will be discussed with the UNEP Project Manager no later than during the finalization of the Inception Report.

**Review of the Draft Review Report.** The Review Consultant will submit a draft report to the UNEP Project Manager and revise the draft in response to their comments and suggestions. The UNEP Project Manager will then forward the revised draft report to other project stakeholders, for their review and comments. Stakeholders may provide feedback on any errors of fact and may highlight the significance of such errors in any conclusions as well as providing feedback on the proposed recommendations and lessons. Any comments or responses to draft reports will be sent to the UNEP Project Manager for consolidation. The UNEP Project Manager will provide all comments to the Review Consultant for consideration in preparing the final report, along with guidance on areas of contradiction or issues requiring an institutional response.

The UNEP Evaluation Office provides templates and tools to support the review process and provides a formal assessment of the quality of the final Terminal Review report, which is provided within this report's annexed material. In addition, the Evaluation Office formally validates the report by ensuring that the performance judgments made are consistent with evidence presented in the Review report and in-line with the performance standards set out for independent evaluations. As such the project performance ratings presented in the Review report may be adjusted by the Evaluation Office.

At the end of the review process, the UNEP Project Manager will prepare a **Recommendations Implementation Plan** in the format of a table, to be completed and updated at regular intervals, and circulate the **Lessons Learned**.

## 12. The Review Consultant

The Review Consultant will work under the overall responsibility of the UNEP Task Manager: Asher Lesse, in consultation with the Fund Management Officer Fatma Twahir, the Head of Unit/Focal Area/Branch Ruth Coutto and the Coordinator of the UNEP Climate Change Mitigation Team, Georgie Colville.

The Review Consultant will liaise with the UNEP Project Manager on any procedural and methodological matters related to the Review. It is, however, the consultants' individual responsibility (where applicable) to arrange for their visas and immunizations as well as to plan meetings with stakeholders, organize online surveys, obtain documentary evidence and any other logistical matters related to the assignment. The UNEP Project Manager and project team will, where possible, provide logistical support (introductions, meetings etc.) allowing the consultants to conduct the Review as efficiently and independently as possible.

The Review Consultant will be hired throughout 7 months [27 February/2023 to 30 September/2023] and is an Agricultural Engineer with a Master of Sciences in Applied Economy and a PhD in Applied Economy; he bears 15 years of technical / evaluation experience is required, preferably including evaluating large, regional or global programmes and using a Theory of Change approach; and a good/broad understanding of climate change mitigation and MRV systems. English and French are the working languages of the United Nations Secretariat. For this consultancy, fluency in oral and written English is a requirement and proficiency in Spanish. Working knowledge of the UN system and specifically the work of UNEP is an added advantage. The work will be home-based with possible field visits.

The Review Consultant will be responsible, in close consultation with the UNEP Project Manager, for overall quality of the review and timely delivery of its outputs, described above in Section 11 Review

Deliverables, above. The Review Consultant will ensure that all review criteria and questions are adequately covered.

### 13. Schedule of the Review

The table below presents the tentative schedule.

**Table 3. Tentative schedule for the Review**

Milestone	Tentative Dates
Inception Report	31/03/2023
Review Mission	Not applicable
E-based interviews, surveys etc.	By 31/07/2023
PowerPoint/presentation on preliminary findings and recommendations	15/07/2023
Draft Review Report to UNEP Project Manager	31/07/2023
Draft Review Report shared with wider group of stakeholders	15/09/2023
Final Main Review Report	30/09/2023
Final Main Review Report submitted to the UNEP Evaluation Office for validation and quality assessment	30/09/2023
Final Main Review Report shared with all respondents	01/11/2023

### 14. Contractual Arrangements

The Review Consultant(s) will be selected and recruited by the UNEP Project Manager under an individual Special Service Agreement (SSA) on a “fees only” basis (see below). By signing the service contract with UNEP/UNON, the consultant certifies that they have not been associated with the design and implementation of the project in any way which may jeopardize their independence and impartiality towards project achievements and project partner performance. In addition, they will not have any future interests (within six months after completion of the contract) with the project’s executing or implementing units. All consultants are required to sign the Code of Conduct Agreement Form.

Fees will be paid on an instalment basis, paid on acceptance and approval by the UNEP Project Manager of expected key deliverables. The schedule of payment is as follows:

#### Schedule of Payment:

Deliverable	Percentage Payment
Approved Inception Report ( <i>as per Guidance Note</i> )	40%
Approved Draft Main Review Report ( <i>as per Guidance Note</i> )	N/A
Approved Final Main Review Report ( <i>as per Report Template</i> )	60%

Fees only contracts: Where applicable, air tickets will be purchased by UNEP and 75% of the Daily Subsistence Allowance for each authorised travel mission will be paid upfront. Local in-country travel will only be reimbursed where agreed in advance with the UNEP Project Manager and on the production of acceptable receipts. Terminal expenses and residual DSA entitlements (25%) will be paid after mission completion.

The consultant may be provided with access to UNEP’s information management systems (e.g. PIMS, IPMR, Anubis, SharePoint, etc.) and, if such access is granted, the consultants agree not to disclose information from that system to third parties beyond the information required for, and included in, the Review Report.

In case the consultant is not able to provide the deliverables in accordance with these guidelines, and in line with the expected quality standards by the UNEP Project Manager, payment may be withheld at the discretion of the Head of Branch/Unit until the consultants have improved the deliverables to meet UNEP’s quality standards.

If the consultant fails to submit a satisfactory final product to the UNEP Project Manager in a timely manner, i.e. before the end date of their contract, UNEP reserves the right to employ additional human resources to finalize the report, and to reduce the consultant’s fees by an amount equal to the additional costs borne by the project team to bring the report up to standard or completion.

## ANNEX VIII. GEF PORTAL INPUTS

<p><b>Question:</b> What was the performance at the project's completion against Core Indicator Targets? (For projects approved prior to GEF-7<sup>54</sup>, these indicators will be identified retrospectively and comments on performance provided<sup>55</sup>).</p>
<p><b>Response:</b> <i>(Might be drawn from Monitoring and Reporting section)</i></p> <p>Project performance was considered "Highly Satisfactory" (see paragraph 84 on page 29)</p>
<p><b>Question:</b> What were the progress, challenges and outcomes regarding engagement of stakeholders in the project/program as evolved from the time of the MTR? <i>(This should be based on the description included in the Stakeholder Engagement Plan or equivalent documentation submitted at CEO Endorsement/Approval)</i></p>
<p><b>Response:</b> <i>(Might be drawn from Factors Affecting Performance section)</i></p> <p>Project succeeded in reaching and involving all relevant stakeholders (including at the regional level) in order to mobilize sufficient support for the achievement of the outputs and outcomes. More than 500 persons participated in the consultations, capacitation, and dissemination workshops (53% of them were women) and over 30,424 visits have occurred to the Climate Transparency Platform up to date (see details in paragraphs 120 - 128 on pages 49-52).</p>
<p><b>Question:</b> What were the completed gender-responsive measures and, if applicable, actual gender result areas? <i>(This should be based on the documentation at CEO Endorsement/Approval, including gender-sensitive indicators contained in the project results framework or gender action plan or equivalent)</i></p>
<p><b>Response:</b> <i>(Might be drawn from Factors Affecting Performance section)</i></p> <p>The Project has developed a "Gender Action Plan" with 5 matrixes based on the fundamental elements for incorporating a gender perspective in the PNTC Project: i) Mainstreaming of the gender perspective; ii) Use of non-sexist language; iii) Use of inclusive language; iv) Data disaggregated by sex; and v) Differentiated benefits/impacts and presentation of project results. Each matrix includes the objective, guidelines, indicators, activities and those responsible for their execution in the Project (see details in paragraphs 132 - 135 on pages 52-55)</p>
<p><b>Question:</b> What was the progress made in the implementation of the management measures against the Safeguards Plan submitted at CEO Approval? The risk classifications reported in the latest PIR report should be verified and the findings of the effectiveness of any measures or lessons learned taken to address identified risks assessed. <i>(Any supporting documents gathered by the Consultant during this review should be shared with the Task Manager for uploading in the GEF Portal)</i></p>
<p><b>Response:</b> <i>(Might be drawn from Factors Affecting Performance section)</i></p> <p>The project primarily consisted of the development of an online MRV system and was rated with an overall low risk at CEO endorsement. In this context, all safeguards have been effectively managed (refer to paragraph 199 on page 69)</p>
<p><b>Question:</b> What were the challenges and outcomes regarding the project's completed Knowledge Management Approach, including: Knowledge and Learning Deliverables (e.g. website/platform development); Knowledge Products/Events; Communication Strategy; Lessons Learned and Good Practice; Adaptive Management Actions? <i>(This should be based on the documentation approved at CEO Endorsement/Approval)</i></p>
<p><b>Response:</b> <i>(Might be drawn from Factors Affecting Performance section)</i></p> <p>The project's main objective was to establish the National Framework for Climate Transparency of Panama (Plataforma Nacional de Transparencia Climática - PNTC, in Spanish) to facilitate the collection, management and dissemination of climate-related data in a consultative and transparent manner (paragraph 24 - page 11)</p>

<sup>54</sup> The GEF is currently operating under the seventh replenishment period of the GEF Trust Fund covering the period July 1, 2018 to June 30, 2022. The GEF Portal Reporting Guide for FY20 Reporting Process indicates that GEF-6 projects that have yet to map existing indicators to GEF-7 Core Indicators need to do so at MTR stage or (if already there) at the time of the TE. (i.e. not GEF projects approved before GEF-6)

<sup>55</sup> This is not applicable for Enabling Activities

Evidence garnered suggests that the Project was effective at assembling the project team at MiAMBIENTE, establishing appropriate governance arrangements, holding an inception workshop, and forming the project steering committee (PSC). The project also developed the workplan, costed procurement and monitoring plans, and exit and communication strategies (page 83).

The evaluation ascertained that UNEP provided strong guidance and supervision to the executing partner through frequent consultations, information exchange, and participating at PSC meetings (page 84).

The executing agency, MiAMBIENTE, had effective arrangements for the project's management and supervision. A Directive (Steering) Committee was established to "ensure sound implementation of the project, share information and provide leadership for the key institutions involved, and ensure integrated coordination of activities". MiAMBIENTE had prior experience with implementing GEF-funded activities for UNFCCC (page 84).

Gender mainstreaming was an intrinsic part of the project and resulted in a Gender Action Plan (deliverable 4.1). Project team was gender balanced, with 50% of the members being men and 50% being women. 66% of the capacity-building beneficiaries were women (page 85).

Project primarily consisted of the development of an online MRV and was rated with an overall low risk at CEO endorsement. In this context, all safeguards have been effectively managed (page 85).

Findings under the effectiveness section suggest the project implementation was country-driven, with MiAMBIENTE leading the change processes and providing strategic guidance, with the contribution of other key governmental institutions (page 85).

A key outcome of the project was the design and implementation of a "Public engagement mechanism", in particular through a "Communication and Engagement Plan" (Deliverable 3.1) and "Public engagement materials" (Deliverable 3.2) - page 8.

**Question: What are the main findings of the evaluation?**

**Response:**

As result of the PNTC Project actions have been taken to overcome the institutional and technical barriers identified during the development of the project proposal (baseline). As results of such actions, it can be stated that (paragraph 6 page 9):

1. Technical capacity and know-how to generate, manage and disseminate robust and verifiable climate-related data was enhanced
2. Tracking of climate actions and investments executed outside the jurisdiction of the Ministry of Environment was enhanced
3. A robust GHG Inventories Management System was developed and implemented
4. The adaptation methodologies and indicators to be used within the monitoring and evaluation (M&E) system will facilitate the measurement of the progress of adaptation actions
5. Institutional arrangements for cross-sectoral climate planning, data collection, and sharing were updated
6. Management of information in sectoral records to facilitate the development of research on climate change were enhanced
7. Institutional programs for safeguarding data and information; including of guidelines, procedures or protocols were created
8. Climate change data and information are available to be taken into consideration in decision making



## ANNEX IX. QUALITY ASSESSMENT OF THE REVIEW REPORT

### Quality Assessment of the Terminal Review Report

Review Title: "Development of the National Framework for Climate Transparency of Panama" (GEF ID 10023)

Consultant: Marcelo Theoto Rocha

All UNEP Reviews are subject to a quality assessment by the UNEP Evaluation Office. This is an assessment of the quality of the review product (i.e. Main Review Report).

Evaluation Manager to check the relevant guidance from core funding partners (e.g. GEF, GCF, Adaptation Fund) for variable interests. These are also noted in the Management-Led Terminal Review TOR template.

	UNEP Evaluation Office Comments	Final Review Report Rating
<b>Substantive Report Quality Criteria</b>		
<p><b>Quality of the Executive Summary:</b></p> <p>The Summary should be able to stand alone as an accurate summary of the main review product. It should include a concise overview of the review object; clear summary of the review objectives and scope; overall project performance rating of the project and key features of performance (strengths and weaknesses) against exceptional criteria (plus reference to where the review ratings table can be found within the report); summary of the main findings of the exercise, including a synthesis of main conclusions (which include a summary response to key strategic review questions), lessons learned and recommendations.</p>	<p><b>Final report:</b></p> <p>The Executive Summary presents a very succinct summary of the report.</p> <p>A more detailed description of the key strengths and weaknesses of the project would have been appreciated. The conclusions are also very minimal (stated in one sentence).</p> <p>There is no reference to the key strategic questions.</p> <p>Lessons and recommendations are included. However, some background information would have been appreciated.</p>	3.5
<p><b>I. Introduction</b></p> <p>A brief introduction should be given identifying, where possible and relevant, the following: institutional context of the project (sub-programme, Division, regions/countries where implemented) and coverage of the review; date of PRC approval and project document signature); results frameworks to which it contributes (e.g. Expected Accomplishment in POW); project duration and start/end dates; number of project phases (where appropriate);</p>	<p><b>Final report:</b></p> <p>The Introduction contains most of the required elements but is missing the project approval date and implementation timeframe.</p> <p>The institutional context of the project (UNEP Sub-</p>	4.5

<p>implementing partners; total secured budget and whether the project has been reviewed/evaluated in the past (e.g. mid-term, part of a synthesis evaluation, evaluated by another agency etc.)</p> <p>Consider the extent to which the introduction includes a concise statement of the purpose of the review and the key intended audience for the findings?</p>	<p>programme and results framework to which the project contributed - Expected Accomplishment in the POW) should have been provided.</p>	
<p><b>II. Review Methods</b></p> <p>A data collection section should include: a description of review methods and information sources used, including the number and type of respondents; justification for methods used (e.g. qualitative/quantitative; electronic/face-to-face); any selection criteria used to identify respondents, case studies or sites/countries visited; strategies used to increase stakeholder engagement and consultation; details of how data were verified (e.g. triangulation, review by stakeholders etc.). Efforts to include the voices of different groups, e.g. vulnerable, gender, marginalised etc) should be described.</p> <p>Methods to ensure that potentially excluded groups (excluded by gender, vulnerability or marginalisation) are reached and their experiences captured effectively, should be made explicit in this section.</p> <p>The methods used to analyse data (e.g. scoring; coding; thematic analysis etc.) should be described.</p> <p>It should also address review limitations such as: low or imbalanced response rates across different groups; gaps in documentation; extent to which findings can be either generalised to wider review questions or constraints on aggregation/disaggregation; any potential or apparent biases; language barriers and ways they were overcome.</p> <p>Ethics and human rights issues should be highlighted including: how anonymity and confidentiality were protected and strategies used to include the views of marginalised or potentially disadvantaged groups and/or divergent views. E.g. <i>'Throughout the review process and in the compilation of the Final Review Report efforts have been made to represent the views of both mainstream and more marginalised groups. All efforts to provide respondents with anonymity have been made'</i></p>	<p><b>Final report:</b></p> <p>The section has a good chronology of the various steps in the review process but does not include a discussion on any efforts to include the voices of different groups, nor of ethics or human rights. It is also missing a discussion on the review's limitations.</p> <p>The Review appears limited by the low number of people interviewed, 14 in total (the list of people consulted during the Review is available as Annex II). Annex II indicates that only one person from UNEP (the project Implementing Agency) was interviewed.</p> <p>The Evaluation Office edited paragraphs 27 and 37 as the information presented were not accurate (i.e., "...under the overall coordination of the UNEP Evaluation Office" and "One session was held with the UNEP evaluation manager and the task manager".</p>	<p>4</p>
<p><b>III. The Project</b></p> <p>This section should include:</p> <ul style="list-style-type: none"> <li>• <i>Context:</i> Overview of the main issue that the project is trying to address, its root causes and consequences on the environment and human well-being (i.e. synopsis of the problem and situational analyses).</li> <li>• <i>Results Framework:</i> Summary of the project's results hierarchy as stated in the ProDoc (or as officially revised)</li> </ul>	<p><b>Final report:</b></p> <p>The context provides a detailed description of how the country has attempted to report on climate data requirements but is lacking a discussion of the consequences that the problem (the lack of capacity to establish a framework for</p>	<p>3.5</p>

<ul style="list-style-type: none"> <li>• <i>Stakeholders</i>: Description of groups of targeted stakeholders organised according to relevant common characteristics</li> <li>• <i>Project implementation structure and partners</i>: A description of the implementation structure with diagram and a list of key project partners</li> <li>• <i>Changes in design during implementation</i>: Any key events that affected the project’s scope or parameters should be described in brief in chronological order</li> <li>• <i>Project financing</i>: Completed tables of: (a) budget at design and expenditure by components (b) planned and actual sources of funding/co-financing</li> </ul>	<p>climate transparency) could have on the environment and human well-being. It’s lacking the “so what” of the situation. It also does not group stakeholders in meaningful categories.</p> <p>The sub-section on ‘Objectives and components’ should have also presented the project outcome and higher project results in addition to the five project outputs.</p>	
<p><b>IV. Theory of Change</b></p> <p>The reconstructed TOC at Review should be presented clearly in both diagrammatic and narrative forms. Clear articulation of each major causal pathway is expected, (starting from outputs to long term impact), including explanations of all drivers and assumptions as well as the expected roles of key actors.</p> <p>This section should include a description of how the <i>TOC at Review</i><sup>56</sup> was designed (who was involved etc.) and applied to the context of the project? Where different groups (e.g. vulnerable, gender, marginalised etc) are included in, or affected by the project in different ways, this should be reflected in the TOC.</p> <p>Where the project results as stated in the project design documents (or formal revisions of the project design) are not an accurate reflection of the project’s intentions or do not follow UNEP’s definitions of different results levels, project results may need to be re-phrased or reformulated. In such cases, a summary of the project’s results hierarchy should be presented for: a) the results as stated in the approved/ revised Prodoc logframe/TOC and b) as formulated in the TOC at Review. <i>The two results hierarchies should be presented as a two column table to show clearly that, although wording and placement may have changed, the results ‘goal posts’ have not been ‘moved’.</i> This table may have initially been presented in the Inception Report and should appear somewhere in the Main Review report.</p>	<p><b>Final report:</b></p> <p>Paragraph 63. Indicates that “The reviewer further developed the Theory of Change (TOC) at review based on the initial diagram (developed in response to the request by the Project Review Committee) and the project’s logical framework (described in the project proposal)”. However, the section does not explain in a narrative or diagrammatic form the changes that were made during the Terminal Review to the project ToC.</p> <p>Moreover, the section would have benefitted from a more detailed description of the project causal pathway (starting from project outputs to long term impact – which is called ‘Goal’ in the ToC diagram). Also, the ToC diagram presented in Figure 4 (‘Project’s Theory of Change developed during the review’) does not include Intermediate State results, which the Reviewer should have identified.</p> <p>A discussion of how Drivers and Assumptions were</p>	<p>3</p>

<sup>56</sup> During the Inception Phase of the review process a *TOC at Design* is created based on the information contained in the approved project documents (these may include either logical framework or a TOC or narrative descriptions). During the review process this TOC is revised based on changes made during project intervention and becomes the *TOC at Review*.

	<p>expected to support the change process would have increased the utility of the TOC.</p> <p>The Institutional and technical barriers presented at the bottom of Figure 4 are illegible.</p>	
<p><b>V. Key Findings</b></p> <p><b>A. Strategic relevance:</b></p> <p>This section should include an assessment of the project’s relevance in relation to UNEP’s mandate and its alignment with UNEP’s policies and strategies at the time of project approval. An assessment of the complementarity of the project at design (or during inception/mobilisation<sup>57</sup>) with other interventions addressing the needs of the same target groups should be included. Consider the extent to which all four elements have been addressed:</p> <ul style="list-style-type: none"> <li>v. Alignment to the UNEP Medium Term Strategy (MTS), Programme of Work (POW) and Strategic Priorities</li> <li>vi. Alignment to Donor/Partner Strategic Priorities</li> <li>vii. Relevance to Regional, Sub-regional and National Environmental Priorities</li> <li>viii. Complementarity with Existing Interventions</li> </ul>	<p><b>Final report:</b></p> <p>All elements are covered to a satisfactory level.</p>	<p>5.5</p>
<p><b>B. Quality of Project Design</b></p> <p>To what extent are the strength and weaknesses of the project design effectively <u>summarized</u>?</p>	<p><b>Final report:</b></p> <p>The section is adequately addressed. Project strengths and weaknesses are summarized in table 5.</p> <p>However, what is indicated under “Intended Results and Causality” in table 5, namely, that the project document didn’t present a TOC, appears to contradict with what indicated in para. 61: “Nevertheless, in response to a request from the Project Review Committee, a ToC diagram was prepared”.</p> <p>Also, it appears that the Logical Framework did not include output level indicators. Therefore, the</p>	<p>5</p>

<sup>57</sup> A project’s inception or mobilization period is understood as the time between project approval and first disbursement. Complementarity during project implementation is considered under Efficiency, see below.

	rating assigned by the Reviewer to section E “Logical Framework and Monitoring” (Satisfactory) does not seem appropriate.	
<p><b>C. Nature of the External Context</b></p> <p>For projects where this is appropriate, key external features of the project’s implementing context that may have been reasonably expected to limit the project’s performance (e.g. conflict, natural disaster, political upheaval<sup>58</sup>) and how they have affected performance, should be described.</p>	<p><b>Final report:</b></p> <p>The section is adequately addressed. COVID-19 is considered to have partially affected the project implementation.</p>	5
<p><b>D. Effectiveness</b></p> <p><b>(i) Outputs and Project Outcomes:</b> How well does the report present a well-reasoned, complete and evidence-based assessment of the a) availability of outputs, and b) achievement of project outcomes? How convincing is the discussion of attribution and contribution, as well as the constraints to attributing effects to the intervention.</p> <p>The effects of the intervention on differentiated groups, including those with specific needs due to gender, vulnerability or marginalisation, should be discussed explicitly.</p>	<p><b>Final report:</b></p> <p><b>Outputs:</b> The section on the ‘availability of outputs’ presents an integrated and evidence-based analysis of the project activities and respective deliverables produced under each of the five project outputs. However, evidence for output 5 was not as strong.</p> <p>The section does not present a table with the output indicators and their respective baselines and targets, similar to the table on the project outcome presented on page 57.</p> <p><b>Outcomes:</b> The outcome and its indicators are not formulated at the level of uptake or adoption of outputs – it refers to ‘ability’ rather than implementation or adoption. The presentation of evidence is not as thorough as for the outputs. The assessment could have better linked output provision and outcome attainment. It addressed gender but no other disadvantaged groups. The outcome statement presented on page 57 is slightly different from the versions presented in the ToC</p>	5

<sup>58</sup> Note that ‘political upheaval’ does not include regular national election cycles, but unanticipated unrest or prolonged disruption. The potential delays or changes in political support that are often associated with the regular national election cycle should be part of the project’s design and addressed through adaptive management of the project team.

	section (in the narrative and diagram).	
<p><b>(ii) Likelihood of Impact:</b> How well does the report present an integrated analysis, guided by the causal pathways represented by the TOC, of all evidence relating to likelihood of impact?</p> <p>How well are change processes explained and the roles of key actors, as well as drivers and assumptions, explicitly discussed?</p> <p>Any unintended negative effects of the project should be discussed under Effectiveness, especially negative effects on disadvantaged groups.</p>	<p><b>Final report:</b></p> <p>The project impact ("Panama is able to comply with Paris Agreement ETF reporting requirements - in a timely manner") is named 'Goal' in the ToC diagram.</p> <p>The ToC diagram does not present drivers and assumptions, nor results at the Intermediate State level.</p> <p>The analysis on the likelihood of impact could have been more detailed, for example, describing the change processes required, the roles of key national actors, as well as whether assumptions and drivers are expected to hold.</p> <p>The last column of the table on the achievement of project outcomes indicates as Assumption/Risk the fact that "Organizations with institutional arrangements will fulfil their commitments". However, there is no assessment of whether this assumption (which is not presented in the ToC at Review) is expected to hold. Moreover, para. 152 states that the project impact can only be confirmed once the monitoring, reporting and verification occurs.</p>	2.5
<p><b>E. Financial Management</b></p> <p>This section should contain an integrated analysis of all dimensions evaluated under financial management and include a completed 'financial management' table.</p> <p>Consider how well the report addresses the following:</p> <ul style="list-style-type: none"> <li>• <i>adherence</i> to UNEP's financial policies and procedures</li> <li>• <i>completeness</i> of financial information, including the actual project costs (total and per activity) and actual co-financing used</li> <li>• <i>communication</i> between financial and project management staff</li> </ul>	<p><b>Final report:</b></p> <p>This section raises no issues with regards to adherence to policies, completeness of financial information and communication between financial and project staff.</p> <p>This section presents evidence for the "completeness" element, but more information, details, and examples would have been better to support the</p>	4.5

	<p>statements made for “adherence” and “communication”. For example, the review repeatedly references “Copies of electronic communications between” the IA and EA as supporting strong communication efforts, but examples of what these exchanges included would have made the argument more credible.</p> <p>Table 12 in Annex V presents the project planned and secured funding. However, table 13 which should have reported the budget expenditures is empty.</p>	
<p><b>F. Efficiency</b></p> <p>To what extent, and how well, does the report present a well-reasoned, complete and evidence-based assessment of efficiency under the primary categories of cost-effectiveness and timeliness including:</p> <ul style="list-style-type: none"> <li>• Implications of delays and no cost extensions</li> <li>• Time-saving measures put in place to maximise results within the secured budget and agreed project timeframe</li> <li>• Discussion of making use during project implementation of/building on pre-existing institutions, agreements and partnerships, data sources, synergies and complementarities with other initiatives, programmes and projects etc.</li> <li>• The extent to which the management of the project minimised UNEP’s environmental footprint.</li> </ul>	<p><b>Final report:</b></p> <p>The section presents a brief assessment of the cost-effectiveness and timeliness of project execution, including on the measures taken to overcome the challenges posed by COVID-19 travel restrictions. A table that shows synergies with other initiatives/projects is included.</p> <p>The Project Identification Table indicates that the project had 2 formal Project Revisions. However, this is not mentioned/discussed in the section on Efficiency.</p>	4.5
<p><b>G. Monitoring and Reporting</b></p> <p>How well does the report assess:</p> <ul style="list-style-type: none"> <li>• Monitoring design and budgeting (<i>including SMART results with measurable indicators, resources for MTE/R etc.</i>)</li> <li>• Monitoring of project implementation (<i>including use of monitoring data for adaptive management</i>)</li> <li>• Project reporting (<i>e.g. PIMS and donor reports</i>)</li> </ul>	<p><b>Final report:</b></p> <p>The monitoring design section does not provide any evidence that there was a sound monitoring plan; there are no examples or elaboration even though the monitoring plan is mentioned in para 185..</p> <p>The Evaluation Office notes that “the project’s monitoring plan covered all the indicators in the logical framework”. However, the indicators presented in the Review</p>	3

	<p>report are only those at the outcome level (para. 161 and page 57), which, are not formulated to reflect uptake or adoption of the outputs. It appears that the Logical Framework did not include output level indicators.</p> <p>The monitoring implementation section only refers to and describes the results of two PIR reports (which should be in the reporting section). It does not discuss how monitoring data was collected and analyzed. It lists a series of reports that were produced throughout the project lifecycle, but does not include communication with UNEP on reporting, or whether result and progress was reported disaggregated by gender, etc.</p>	
<p><b>H. Sustainability</b> How well does the review identify and assess the key conditions or factors that are likely to undermine or contribute to the persistence of achieved project outcomes including:</p> <ul style="list-style-type: none"> <li>• Socio-political Sustainability</li> <li>• Financial Sustainability</li> <li>• Institutional Sustainability (<i>including issues of partnerships</i>)</li> </ul>	<p><b>Final report:</b></p> <p>Evidence of strong socio-political ownership support is in other parts of the report, but not explicitly stated here. Provides good evidence for the financial and institutional sustainability sections.</p> <p>The weighted ratings approach of the Evaluation Office aggregates the three sub-categories of sustainability to the lowest of the three – this is because they are considered to be mutually limiting.</p>	5
<p><b>I. Factors Affecting Performance</b> These factors are <u>not</u> discussed in stand-alone sections but are <b>integrated in criteria A-H as appropriate</b>. Note that these are described in the Evaluation Criteria Ratings Matrix. To what extent, and how well, does the review report cover the following cross-cutting themes:</p> <ul style="list-style-type: none"> <li>• Preparation and readiness</li> </ul>	<p><b>Final report:</b></p> <p>An assessment of factors affecting performance is presented as a stand-alone section within the report. The review provides good descriptions of the evidence for each cross-cutting theme.</p>	5



<ul style="list-style-type: none"> <li>• Quality of project management and supervision<sup>59</sup></li> <li>• Stakeholder participation and co-operation</li> <li>• Responsiveness to human rights and gender equity</li> <li>• Environmental and social safeguards</li> <li>• Country ownership and driven-ness</li> <li>• Communication and public awareness</li> </ul>		
<p><b>VI. Conclusions and Recommendations</b></p> <p><b>Quality of the conclusions:</b> The key strategic questions should be clearly and succinctly addressed within the conclusions section.</p> <p>It is expected that the conclusions will highlight the main strengths and weaknesses of the project, and connect them in a compelling story line. Human rights and gender dimensions of the intervention (e.g. how these dimensions were considered, addressed or impacted on) should be discussed explicitly. Conclusions, as well as lessons and recommendations, should be consistent with the evidence presented in the main body of the report.</p>	<p><b>Final report:</b></p> <p>The conclusions section does a nice job of listing and describing key conclusions (or findings) on the project's key achievements. It does not, however, tie these achievements to the larger picture of environmental and human well-being benefits. Moreover, the section does not highlight the main project's strengths and weaknesses.</p> <p>Reference to Key Strategic Questions including a concluding/summary answer to these should have been provided in the conclusions section.</p>	4
<p><b>ii) Quality and utility of the lessons:</b> Both positive and negative lessons are expected and duplication with recommendations should be avoided. Based on explicit review findings, lessons should be rooted in real project experiences or derived from problems encountered and mistakes made that should be avoided in the future. Lessons are intended to be adopted any time they are deemed to be relevant in the future and must have the potential for wider application (replication and generalization) and use and should briefly describe the context from which they are derived and those contexts in which they may be useful.</p>	<p><b>Final report:</b></p> <p>The report presents several lessons, which are based on review findings and project experiences.</p>	5
<p><b>iii) Quality and utility of the recommendations:</b></p> <p>To what extent are the recommendations <u>proposals for specific action to be taken by identified people/position-holders to resolve concrete problems affecting the project or the sustainability of</u></p>	<p><b>Final report:</b></p> <p>The report presents three actionable recommendations, formulated as per UNEP's guidance.</p>	4.5

<sup>59</sup> In some cases 'project management and supervision' will refer to the supervision and guidance provided by UNEP to implementing partners and national governments while in others, specifically for GEF funded projects, it will refer to the project management performance of the Executing Agency and the overall supervision/technical backstopping provided by UNEP, as the Implementing Agency. Comments and a rating should be provided for both types of supervision and the overall rating for this sub-category established as a simple average of the two.

<p><u>its results</u>? They should be feasible to implement within the timeframe and resources available (including local capacities) and specific in terms of who would do what and when.</p> <p>At least one recommendation relating to strengthening the human rights and gender dimensions of UNEP interventions, should be given. Recommendations should represent a measurable performance target in order that the Evaluation Office can monitor and assess compliance with the recommendations.</p> <p>In cases where the recommendation is addressed to a third party, compliance can only be monitored and assessed where a contractual/legal agreement remains in place. Without such an agreement, the recommendation should be formulated to say that UNEP project staff should pass on the recommendation to the relevant third party in an effective or substantive manner. The effective transmission by UNEP of the recommendation will then be monitored for compliance.</p> <p>Where a new project phase is already under discussion or in preparation with the same third party, a recommendation can be made to address the issue in the next phase.</p>	<p>However, there is no recommendation relating to strengthening the human rights or gender dimension.</p>	
<p><b>VII. Report Structure and Presentation Quality</b></p>		
<p><b>i) Structure and completeness of the report:</b> To what extent does the report follow the Evaluation Office guidelines? Are all requested Annexes included and complete, including a gender disaggregation total for respondents.</p>	<p><b>Final report:</b></p> <p>The report is complete and follows the Evaluation Office guidelines.</p>	<p>5.5</p>
<p><b>ii) Quality of writing and formatting:</b> Consider whether the report is well written (clear English language and grammar) with language that is adequate in quality and tone for an official document? Do visual aids, such as maps and graphs convey key information? Does the report follow UNEP Evaluation Office formatting guidelines?</p>	<p><b>Final report:</b></p> <p>The report is clear and tone adequate. A few typos were identified and fixed.</p> <p>In several sections, the report used the words 'evaluation', 'evaluation criteria' and 'evaluator'. The Evaluation Office replaced these with 'review', 'review criteria' and 'reviewer'.</p>	<p>5</p>
<p><b>OVERALL REPORT QUALITY RATING</b></p>		<p><b>4.37</b></p>

A number rating 1-6 is used for each criterion: Highly Satisfactory = 6, Satisfactory = 5, Moderately Satisfactory = 4, Moderately Unsatisfactory = 3, Unsatisfactory = 2, Highly Unsatisfactory = 1. The overall quality of the review report is calculated by taking the mean score of all rated quality criteria.