

# TERMS OF REFERENCE

## 1. INTRODUCTION

The Independent Evaluation Office (IEO) of the United Nations Development Program (UNDP) conducts country evaluations called “Independent Country Programme Evaluations (ICPEs)” to capture and demonstrate evaluative evidence of UNDP’s contributions to development results at the country level, as well as the effectiveness of UNDP’s strategy in facilitating and leveraging national effort for achieving development results. The purpose of an ICPE is to:

- Support the development of the next UNDP Country Programme Document
- Strengthen accountability of UNDP to national stakeholders
- Strengthen accountability of UNDP to the Executive Board

UNDP Panama has been selected for an ICPE as its country programme will end in 2020. This would be the first country level evaluation carried out by IEO in Panama. The ICPE will be conducted in 2019 to feed into the development of the new country programme. The ICPE will be conducted in close collaboration with the Government of Panama, UNDP Panama country office, and UNDP Regional Bureau for Latin America and the Caribbean.

## 2. NATIONAL CONTEXT

Panama has a total population of 4,037,043<sup>1</sup> and has experienced a regular population growth rate of 1.8 percent from 2000 to 2015.<sup>2</sup> Currently, the urban population represents 67.4 percent of the total population.<sup>3</sup> The country is divided into 10 provinces and 5 indigenous regions, Kuna Yala, Embera Wounaan, Ngäbe Buglé, Kuna Madugandí and Kuna Wargandi, each of them with a regional governor.

With a per capita income of about \$13,519 dollars (the highest in Central America), Panama transitioned to the high-income economy category in 2018<sup>4</sup>. In economic terms, the country continues to show one of the highest GDP growth rates in the Latin American region, with an average annual growth rate of 5.6 percent<sup>5</sup> Unemployment rate is around 5.6 percent, and informal employment 40.2 percent.<sup>6</sup>

The country is the largest exporter and importer at the regional level.<sup>7</sup> Panama’s service-based economy has been complemented with a large set of infrastructure projects such as the expansion of the Panama Canal, the construction of another international airport, the expansion of the capacity of ports, different real estate projects, the construction of line one of the Metro and the culmination of the last phase of the Panama-Colón highway. In the rural areas hydroelectric power plants, first natural gas plant in Central America, wind farm and a large open-pit copper development project.

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<sup>1</sup> July 2016. INEC - Report “Panamá en Cifras Completo: Años 2012-2016” <https://www.contraloria.gob.pa/inec/Default.aspx>

<sup>2</sup> UN Data. <http://data.un.org/Default.aspx>

<sup>3</sup> <http://hdr.undp.org/en/countries/profiles/PAN#>

<sup>4</sup> World Bank classification, 2018

<sup>5</sup> <http://www.worldbank.org/en/country/panama/overview>

<sup>6</sup> <http://www.pa.undp.org/content/panama/es/home/countryinfo/>

<sup>7</sup> Idem

Panama has also experienced significant social progress, particularly with respect to poverty reduction. Its Human Development Index (HDI) value for 2017 was 0.789, placing the country in the high HDI category, ranked 66 out of 189 countries and territories.<sup>8</sup> The economic growth led to significant reductions in the poverty level<sup>9</sup>, changing from 21.9 percent in 2010 to 14.6 percent in 2016.<sup>10</sup> Levels of inequality remains high, as the Human inequality coefficient shows a level of 20.2 percent, almost five percentage points over the rest of High HDI countries.<sup>11</sup> There are also significant gender disparities that need to be addressed; the Gender Inequality Index ranks Panama at the 109<sup>th</sup> position.

Women make up half of the population. Although their educational performance is higher than that of men, they have less access to the labour market and, when they do, the conditions are less favourable: greater informality, salary gap, underemployment, and occupational segregation<sup>1</sup>. Women are also underrepresented in public and private decision-making processes. Although they constitute half of those affiliated with political parties, they represent only 18.3 percent of congressmen, 15 percent of municipal mayors, and 10.6 percent of the representatives of corregimientos. Similarly, the indexes of violence against women are high.<sup>1</sup>

Access to basic services is not universal and remains linked to factors such as geographic location, education levels, ethnicity and income levels of households. For example, there are 11 years less in life expectancy for indigenous women and men living in their territories (67.75) versus the overall population (79); and the maternal mortality rate is five times higher in indigenous women who live in their territories versus the national average for all women (462 vs. 80 per 100,000 births).<sup>12</sup> Discrimination against racial minorities is still found, and indigenous groups have struggled to uphold their legal rights with respect to land and development projects.<sup>13</sup>

The national government recognizes the need for reforms informed by public participatory dialogue processes.<sup>14</sup> Improvements in the quality of education, governance, rule of law and the taxation system are some of the main priorities<sup>15</sup>. Freedoms of expression and association are generally respected. However, corruption and impunity are serious challenges, affecting the justice system and the highest levels of government.<sup>16</sup> Only 68 percent of the national institutions monitored act in accordance with the 2002 Transparency law.<sup>17</sup> The share of seats in parliament held by women reached only 18.3 percent in 2017.<sup>18</sup>

In terms of access to justice and citizen security, the government is facing challenges in implementing its new accusatory criminal system (2017<sup>19</sup>), due to the low installed capacity for the system and the lack of economic resources to guarantee its proper implementation at national level. Despite a reduction of three percentual points in the homicide rate per 100 thousand inhabitants (from 12.4 percent in 2015 to 10 percent in 2017), the citizen insecurity perception index increased, from 67 percent in 2014 to 82 percent

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<sup>8</sup> [http://hdr.undp.org/sites/all/themes/hdr\\_theme/country-notes/PAN.pdf](http://hdr.undp.org/sites/all/themes/hdr_theme/country-notes/PAN.pdf)

<sup>9</sup> poverty headcount ratio at \$5.50 a day (2011 PPP)

<sup>10</sup> <https://data.worldbank.org/indicator/SI.POV.UMIC?end=2016&locations=PA&start=1999>

<sup>11</sup> Idem

<sup>12</sup> <http://www.worldbank.org/en/country/panama/overview>

<sup>13</sup> Report *Freedom in the World* 2018. <https://freedomhouse.org/report/freedom-world/2018/panama>

<sup>14</sup> CPD Panama 2016-2020

<sup>15</sup> OECD, 2017: Multidimensional Review of Panama. Volume 2: In-depth analysis and recommendations

<sup>16</sup> Report *Freedom in the World* 2018. <https://freedomhouse.org/report/freedom-world/2018/panama>

<sup>17</sup> ANTAI. Informe de Evaluación de Monitoreo Instituciones del Estado. Septiembre 2018. <http://www.antai.gob.pa/>

<sup>18</sup> <http://hdr.undp.org/en/indicators/31706>

<sup>19</sup> “Desafíos y Avances hacia la Implementación del Sistema Penal Acusatorio (SPA) desde la Perspectiva Institucional”, Reporte de Observatorio de Seguridad Ciudadana, CCIyAP, 2017-2018.

in 2017<sup>20</sup>.

The Corruption Perception Index of the public sector in Panama was 37 points in 2017<sup>21</sup>, showing a low perception of trust in public institutions, the National Assembly, the Judicial Branch and political parties. Despite efforts to reduce or eliminate this perception, lack of trust in public institutions and credibility in the political parties, as well as government's weakness in addressing national priorities and issues have influenced the increase in the perception of corruption and lack of confidence. This is reflected in the low percentage of government approval, which went from 66 percent approval in 2015 to 22 percent approval in 2017<sup>22</sup>.

From this perspective, one of the essential components of strengthening the political system and democratic governance in Panama has to do with the transformation and modernization of public administration in order to respond to the complex decisions and public policies that the State must deploy to deal with the challenges that the country faces.

In environmental terms, Panama currently ranks 56 out 180 countries monitored in the Environmental Performance Index. Air quality, water and sanitation, heavy metals, biodiversity and habitat are the areas in which the country is performing below the average.<sup>23</sup> Panama is one of the most biodiverse countries in the world and its forests are of critical importance for global conservation. However, forest areas have decreased in 8.4 percent from 1990 to 2015.<sup>24</sup> Within the REDD+ framework the estimated Forest Reference Emissions Levels (FREL/FRL) for the period 2006-2015, was an annual average of -56, 991,334 tCO<sub>2</sub>e.<sup>25</sup>

The use of renewable energy sources has been increasing over the last years, but it represents only a 21.2 percent of total final energy consumption.<sup>26</sup> Rural population with access to electricity has improved significantly from 61.6 percent in 2010 to 81.3 percent in 2016.<sup>27</sup> Floods represent the main concern in terms of Disaster Risk Reduction (DRR), accounting 86.9 percent of all combined economic losses between 1990 and 2014.<sup>28</sup>

With its recent move to a high-income status, Panama has the challenge of ensuring a stable inclusive and sustainable growth in the coming years. Official Development Assistance (ODA) was \$22.6 million in 2016<sup>29</sup> and has been mainly directed at economic infrastructure and services. The main ODA donors have been the United States, European Union institutions, Japan, UNHCR, the Interamerican Development Bank, the Global Environment Facility and the United Kingdom<sup>30</sup>.

### 3. UNDP PROGRAMME STRATEGY IN ARGENTINA

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<sup>20</sup> Observatorio de Seguridad Ciudadana, Informe de la Cámara de Comercio, Industrias y Agricultura de Panamá (CCIAP): <https://www.seguridadcciap.com/presentacion-de-indice-de-seguridad-ciudadana-2017/>

<sup>21</sup> Transparency International, 2017, [Corruption Perceptions Index](#)

<sup>22</sup> World Economic Forum, 2017, Executive Opinion Survey.

<sup>23</sup> 2018 Yale University. <https://epi.envirocenter.yale.edu/>

<sup>24</sup> <http://hdr.undp.org/en/indicators/164206>

<sup>25</sup> UNFCCC. Jan. 2018 Official Submission of the Republic of Panama. <https://redd.unfccc.int/submissions.html?country=pan>

<sup>26</sup> <http://hdr.undp.org/en/indicators/163906>

<sup>27</sup> <http://hdr.undp.org/en/indicators/181706>

<sup>28</sup> UNISDR. <https://www.preventionweb.net/countries/pan/data/>

<sup>29</sup> <http://www.oecd.org/dac/financing-sustainable-development/development-finance-data/aid-at-a-glance.htm>

<sup>30</sup> [https://public.tableau.com/views/OECDACaidataglancebyrecipient\\_new/Recipients?:embed=y&:display\\_count=yes&:showTabs=y&:toolbar=no?&:showVizHome=no](https://public.tableau.com/views/OECDACaidataglancebyrecipient_new/Recipients?:embed=y&:display_count=yes&:showTabs=y&:toolbar=no?&:showVizHome=no)

The Country Programme Document (CPD) of UNDP in Panama for the period 2016-2020 is guided by the United Nations Development Assistance Framework (UNDAF) in alignment with the priorities identified by the Government in its 2015-2019 Government Strategic Plan (PEG) "... in order to grow more and better, with more fairness, balance, environmental sustainability, and with greater social, ethnic, cultural, and territorial integration and cohesion."<sup>31</sup>

The CPD is also aligned with the UNDP Strategic Plan 2014-2017 and takes into account earlier drafts of the Sustainable Development Goals (SDG) articulated in four main areas: 1) Basic services, 2) Voice and democracy, 3) Sustainable development and 4) Security and justice. The overall focus of the CPD relies on inequality reduction, institutional capacity strengthening and sustainable development. Moreover, it also has considered gender equality, risk management and resilience building as cross-sectoral elements along the four main areas.

**Table 1: Country Programme outcomes and indicative resources (2016-2020)**

Country Programme Outcome	Indicative Country Programme Outputs	Indicative resources (US\$)	Expenditure to date* (US\$)
Outcome 1 (25): By 2020, the State implements comprehensive public policies and provide quality social services with a focus on equity, gender equality and attention to priority populations, according to international standards of human rights.	<ul style="list-style-type: none"> <li>- Institutions strengthened for the coordinated implementation of policies that increase equality and inclusion.</li> <li>- Indigenous Peoples Integrated Development Plan designed and under implementation.</li> <li>- Research and development initiatives to generate knowledge for incidence on public policies and to catalyse developmental innovations.</li> </ul>	CPD: 54,002,322  Budget received to date*: 39,748,726	21,349,062
Outcome 2 (26): By 2020, the Government will have progressed in the implementation of institutional reforms that strengthen a system of governance that is democratic, participatory, inclusive and coordinated on a local level.	<ul style="list-style-type: none"> <li>- Institutional Public reforms supported.</li> <li>- Effective participation of citizens in public affairs of the country.</li> <li>- Transparent access to public information strengthened.</li> </ul>	CPD: 21,850,000  Budget received to date*: 48,315,160	34,352,089
Outcome 3 (27): By 2020, the State has strengthened its capacities to design and implement policies, plans	<ul style="list-style-type: none"> <li>- Improved compliance of commitments to international environmental agreements.</li> </ul>	CPD: 7,512,000  Budget received to	22,870,192

<sup>31</sup> Plan Estratégico de Gobierno (PEG) "Un Solo País", 2015-2019. <http://www.mef.gob.pa/es/transparencia/Paginas/9.3-Plan-Estrategico-de-Gobierno.aspx>

**Table 1: Country Programme outcomes and indicative resources (2016-2020)**

Country Programme Outcome	Indicative Country Programme Outputs	Indicative resources (US\$)	Expenditure to date* (US\$)
and programs that contribute to environmental sustainability, food and nutrition security, adaptation to climate change, disaster risk reduction and resilience build-up.	<ul style="list-style-type: none"> <li>- Municipalities integrate Disaster Risk Management and Climate Change in their management plans.</li> <li>- Inclusive and innovative energy efficiency measures, access to energy in rural communities and diversification of the energy matrix, designed and implemented.</li> <li>- Priority rural productive units improve their productive capacities, diversify their activities and generate livelihoods, by incorporating into local economic development strategies.</li> </ul>	date*: 35,401,351	
Outcome 4 (28): By 2020, the State will have a more effective system for the prevention and comprehensive care of all kinds of violence, including gender, for the administration of justice and the implementation of public security strategies, respectful of Human Rights and cultural diversity.	<ul style="list-style-type: none"> <li>- Judicial institutions strengthened to ensure access to justice and to reduce legal delays.</li> <li>- Information and monitoring systems of (public and private) violence incorporating criteria of equality and of quality of institutional response strengthened.</li> <li>- Level of institutional response to citizen security and conflict mediation improved.</li> </ul>	CPD: Other: \$6,000,000  Budget received to date*: 4,760,905	3,130,873
Total		CPD: 89,364,322 Budget received to date*: 128,226,142	81,702,213

Source: UNDP Panama CPD 2016-2020; Atlas financial data for budget and expenditures. \*Data from Dec. 28<sup>th</sup>, 2018.

#### 4 SCOPE OF THE EVALUATION

The ICPE will focus on the current programme cycle (2016-2020) but will also consider the cumulative results of the previous programme cycle and how it contributes to the outcome of the current cycle to provide forward-looking recommendations as input to UNDP Panama's formulation of its next country programme.

It will assess UNDP's contributions to the national development, as defined at the outcome and output level in the CPD, and in any underlying strategies that may have been developed during the period under review and were not necessarily captured in the CPD.

The entirety of UNDP's development programmes in Panama, including interventions funded by all sources during this period will be covered. In addition, the ICPE will also consider the 'non-project' activities and other development services provided by UNDP Panama that are not necessarily part of a project, and that have been relevant for the attainment of the planned outcomes and are crucial for the political and social agenda of the country. These might include, but are not limited to, regional initiatives, advocacy support, facilitation of south-south or triangular cooperation, policy-making support, activities related to mainstreaming and implementing the Sustainable Development Goals (SDGs), etc.

## 5 METHODOLOGY

The evaluation methodology will adhere to the United Nations Evaluation Group (UNEG) Norms & Standards<sup>32</sup> and will address the following three key evaluation questions:<sup>33</sup>

1. What did the UNDP country programme intend to achieve during the period under review?
2. To what extent has the programme achieved (or is likely to achieve) its intended objectives?
3. What factors contributed to or hindered UNDP's performance and eventually, the sustainability of results?

To address question 1, a Theory of Change (ToC)<sup>34</sup> approach will be used in consultation with stakeholders, as appropriate, to map the assumptions behind the programme's desired change(s) and the causal linkages between the intervention(s) and the intended country programme outcomes, which should provide a better understand of how and under what conditions UNDP's interventions are expected to lead to the desired outcomes.

The effectiveness of UNDP's programme will be analysed in addressing evaluation question 2. This will include an assessment of the achieved outputs/outcomes, as indicated in the CPD results framework, and the extent to which these outcomes have contributed to the intended CPD objectives. In this process, both positive and negative, direct and indirect unintended changes or results will also be considered. A desk review of programme/ project documents and reports will be conducted and a pre-mission questionnaire will be administered to the country office to identify main results, as well as challenges faced by the country office in implementing its CPD.

To better understand UNDP's performance, the specific factors that have influenced - both positively or negatively - UNDP's performance and eventually, the sustainability of results in the country will be

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<sup>32</sup> <http://www.uneval.org/document/detail/1914>

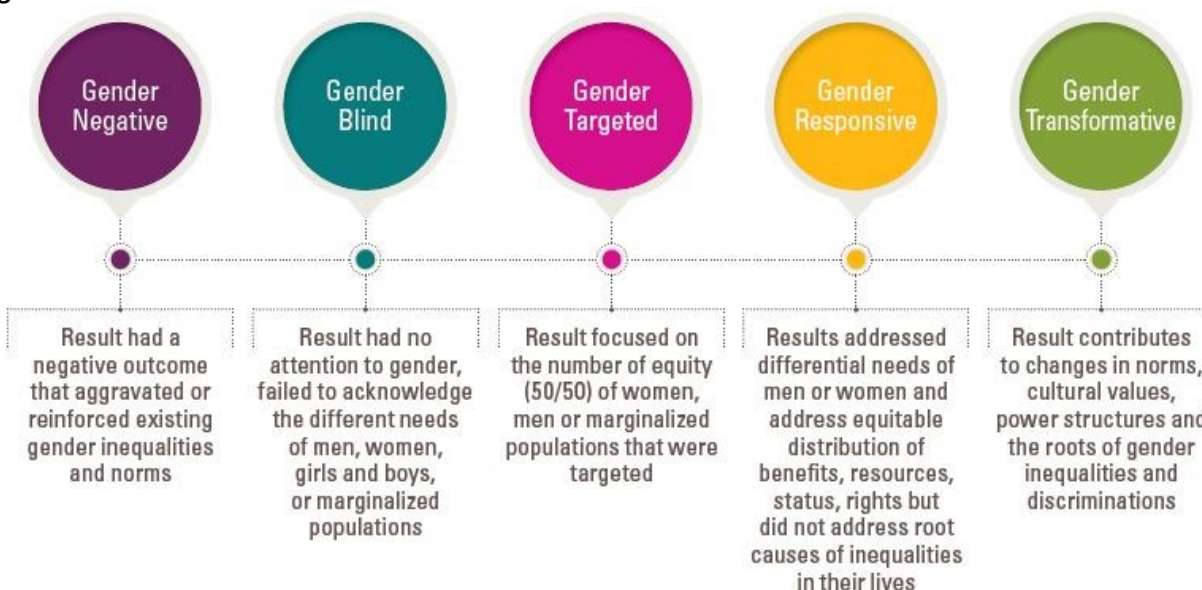
<sup>33</sup> The ICPEs have adopted a streamlined methodology, which differs from the previous ADRs that were structured according to the four standard OECD DAC criteria.

<sup>34</sup> Theory of Change is an outcome-based approach which applies critical thinking to the design, implementation and evaluation of initiatives and programmes intended to support change in their contexts. At a critical minimum, theory of change is considered to encompass discussion of the following elements: (1) context for the initiative, including social, political and environmental conditions; long-term change that the initiative seeks to support and for whose ultimate benefit; process/sequence of change anticipated to lead to the desired long-term outcome; and (2) assumptions about how these changes might happen, as a check on whether the activities and outputs are appropriate for influencing change in the desired direction in this context; diagram and narrative summary that captures the outcome of the discussion. Source: Vogel, Isabel, "Review of the use of 'Theory of Change' in International Development" (April 2012), DFID.

examined under evaluation question 3. In assessing the evolution of the CPD, UNDP’s flexibility and capacity to adapt to the changing context and respond to national development needs and priorities will be examined. The existing and (potential) sustainability of results will be assessed using three criteria: national ownership and appropriation, level of national capacity and degree of enabling environment. The utilization of resources to deliver results (including managerial practices), the extent to which the CO fostered partnerships and synergies with other actors (i.e. private sector and through south-south or triangular cooperation), and the extent to which the key principles of UNDP’s Strategic Plan<sup>35</sup> have been applied in the CPD design and implementation are other aspects that will be assessed under this question.<sup>36</sup>

Special attention will be given to integrate a gender-responsive evaluation approach to data collection methods. To assess gender, the evaluation will consider the gender marker<sup>37</sup> in the portfolio analyses by priority outcome area and the gender results effectiveness scale (GRES) when assessing results. The GRES classifies gender results into five categories: gender negative, gender blind, gender targeted, gender responsive, gender transformative (see figure below). In addition, gender-related questions will be incorporated in the data collection methods and tools, such as the pre-mission questionnaire and interview questionnaire, and reporting.

**Figure 1. Gender Results Effectiveness Scale**



<sup>35</sup> These principles include: national ownership and capacity; human rights-based approach; sustainable human development; gender equality and women’s empowerment; voice and participation; South-South and triangular cooperation; active role as global citizens; and universality.

<sup>36</sup> This information is extracted from analysis of the goals inputted in the Enhanced RBM platform, the financial results in the Executive Snapshot, the results in the Global Staff Survey, and interviews at the management/ operations in the Country Office.

<sup>37</sup> A corporate tool to sensitize programme managers in advancing GEWE by assigning ratings to projects during their design phase to indicate the level of expected contribution to GEWE. It can also be used to track planned programme expenditures on GEWE (not actual expenditures).

## 6. DATA COLLECTION

**Assessment of data collection constraints and existing data.** A preliminary assessment was carried out to identify the evaluable data available as well as potential data collection constraints and opportunities.

The UNDP Evaluation Resource Center (ERC) information indicates that eight (8) evaluations were initially planned as part of the current programme cycle. The plan has been updated to reach a total of fifteen (15) planned evaluations. At the time of this TOR preparation, three (3) evaluations of the plan had been completed. Seven (7) other evaluations, which were not reflected in the evaluation plan, were conducted since 2016 and another two (2) evaluations are planned by the end of 2020. These should help with triangulation of evidence, but additional validation of data may be required.

With respect to indicators, the CPD, UNDP Results-Oriented Annual Report (ROAR) and the corporate planning system (CPS) associated with it provide baselines, indicators, targets, as well as annual data on the status of the indicators. To the extent possible, the ICPE will use these indicators and data to interpret the UNDP programme goals and to measure or assess progress toward the intended outcomes. However, the performance indicators defined in the CPD are often outside the UNDP's direct sphere of control and for which the programme has limited influence. In addition, as stated in the CPD, there are "weaknesses in the production of development-related data and information in Panama."<sup>38</sup> This could constrain the triangulation of findings for the evaluation. To mitigate these limitations, in addition to the indicators available, the evaluation will work with Theories of Change to try to map assumptions against the expected and achieved results.

**Data collection methods.** The evaluation will use data from primary and secondary sources, including desk review of documentation, surveys and information and interviews with key stakeholders, including beneficiaries, partners and managers. A multi-stakeholder approach will be followed, and interviews will include government representatives, civil-society organizations, private-sector representatives, UN agencies including UNDP country office and RBLAC staff, multilateral organizations, bilateral donors, and beneficiaries of the programme. A pre-mission questionnaire for CO staff will be administered and expected to be completed at least 1 month prior to the arrival of the evaluation team in Panama for the data collection mission.

The following secondary data and others will be reviewed: background documents on the national context, documents prepared by international partners and other UN agencies during the period under review; programmatic documents such as workplans and frameworks; progress reports; monitoring self-assessments such as the yearly UNDP Results Oriented Annual Reports (ROARs); and evaluations conducted by the country office and partners, including the quality assurance reports.

A stakeholder analysis will also be conducted at the start of the evaluation with the support of the CO to identify relevant UNDP partners for consultation, as well as those who may not work with UNDP, but play an important role in the outcomes to which UNDP contributes. This analysis will serve to identify key informants for interviews and the potential survey during the main data collection phase of the evaluation, and to examine any potential partnerships that could enhance UNDP's contribution to the country's development.

All information and data collected from multiple sources will be triangulated to ensure its validity and substantiate findings, conclusions and recommendations.

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<sup>38</sup> CPD 2016-2020 Panama. Pag.8.



## 7. MANAGEMENT ARRANGEMENTS

**Independent Evaluation Office of UNDP:** The IEO Lead Evaluator will lead the evaluation and coordinate the evaluation team. The IEO will cover all costs directly related to the conduct of the ICPE.

**UNDP Country Office in Panama:** The Country Office (CO) will support the evaluation team to liaise with key partners and other stakeholders, make available to the team all necessary information regarding UNDP’s programmes, projects and activities in the country, and provide factual verifications of the draft report on a timely basis. The CO will provide in-kind support for scheduling of interviews with project staff, stakeholders and beneficiaries, logistical support for project site visits and interview with key partners, etc. To ensure the anonymity of the views expressed, the Country Office staff will not participate in the interviews with key stakeholders. The CO and IEO will jointly organize the final stakeholder debriefing, ensuring participation of key government counterparts, through a videoconference, where findings, conclusions and recommendations of the evaluation will be presented. Once a final draft report has been prepared, the CO will prepare a management response to the evaluation recommendations, in consultation with the Regional Bureau. It will support the use and dissemination of the final ICPE report at the country level.

**UNDP Regional Bureau for Latin America and the Caribbean:** The UNDP Regional Bureau for Latin America and the Caribbean (RBLAC) will support the evaluation through information sharing and will also participate in the final stakeholder debriefing. Once the evaluation has been completed, the Bureau is also responsible of supporting the country office in the preparation of the management response, as required, and monitoring the implementation of the evaluation recommendations, in accordance with the management response.

**Evaluation Team:** The IEO will constitute an evaluation team to undertake the ICPE. The IEO team will be composed of the following members:

- Lead Evaluator (LE): IEO staff member with overall responsibility for developing the evaluation design and terms of reference; managing the conduct of the ICPE, preparing/ finalizing the final report; and organizing the stakeholder debrief, as appropriate, with the Country Office.
- Associate Lead Evaluator (ALE): IEO staff member with the general responsibility to support the LE, including in the preparation of terms of reference, data collection and analysis and the final report. Together with the LE, will help backstop the work of other team members.
- Consultants: 2 external consultants will be recruited to collect data and help to assess the outcome areas, paying attention to gender equality and women’s empowerment. Under the guidance of the LE and ALE, they will conduct preliminary desk review, develop a data collection plan, prepare outcome analysis papers, conduct data collection in the field, prepare sections of the report, and contribute to reviewing the final ICPE report.
- Research Assistant: A research assistant based in the IEO will provide background research and will support the portfolio analysis.

The roles of the different members of the evaluation team can be summarised in Table 2.

Area	Responsible for Report/ Data collection
<b>Democratic governance, justice and security (Outcome 26 and 28)</b>	Consultant 1 + LE
<b>Sustainable social development (basic services) and environment (Outcome 25 and 27)</b>	Consultant 2 + ALE
<b>Gender equality and women’s empowerment</b>	All

## 8. EVALUATION PROCESS

The ICPE will be conducted in accordance to the approved IEO process in the Charter of the Independent Evaluation Office of UNDP. There are five key phases to the evaluation process, as summarized below, which constitute the framework for conducting the evaluation.

**Phase 1: Preparatory work.** Following the initial consultation with the country office, the IEO prepares the ToR and the evaluation design, including an overall evaluation matrix with specific evaluation questions. Once the TOR is approved, additional evaluation team members, comprising international and/or national development professionals with relevant skills and expertise will be recruited if needed. The IEO, with the support of the country office, collects all relevant data and documentation for the evaluation.

**Phase 2: Desk analysis.** Evaluation team members will conduct a desk review of reference material and identify specific issues of relevance for the data collection phase and interviews. Further in-depth data collection will be conducted, by administering a pre-mission questionnaire to the Country Office. This instrument will serve to identify gaps and issues that require validation during the data collection mission.

**Phase 3: Field data collection.** The evaluation team will undertake a mission to the country on May 2019 to engage in data collection activities. The estimated duration of the mission will be 2.5 weeks. The timing of the mission will be closely discussed and coordinated with the country office. Data will be collected according to the approach outlined in Section 5 with responsibilities outlined in Section 7. At the end of the mission, the evaluation team holds a debriefing presentation of key preliminary findings at the Country Office.

**Phase 4: Analysis, report writing, quality review and debrief.** Based on the analysis of the collected and triangulated data, the LE will undertake a synthesis process to write the ICPE report. The first draft of the report will be subject to peer review by IEO and the Evaluation Advisory Panel (EAP). It will then be circulated to the Country Office and the UNDP Regional Bureau for Latin America and the Caribbean for factual corrections. The second draft, which takes into account any factual corrections, will be shared with national stakeholders for further comments. Any additional corrections, as deemed necessary by IEO, will be made, and the UNDP Panama Country Office will prepare the management response to the ICPE, under the overall oversight of the Regional Bureau. The report will then be shared at a final debriefing (via videoconference) where the results of the evaluation will be presented to key national stakeholders. Ways forward will be discussed with a view to creating greater ownership by national stakeholders in taking forward the recommendations and strengthening national accountability of UNDP. Considering the discussion at the stakeholder event, the final evaluation report will be published.

**Phase 5: Publication and dissemination.** The ICPE report, including the management response, and evaluation brief will be widely distributed in hard and electronic versions. The evaluation report will be made available to UNDP Executive Board at the time of the approval of a new Country Programme Document. It will be distributed by the IEO within UNDP and to the evaluation units of other international organisations, evaluation societies/networks and research institutions in the region. The Panama Country Office will disseminate the report to stakeholders in the country. The report and the management response will be published on the UNDP website and the Evaluation Resource Centre (ERC). The Regional Bureau for Latin America and the Caribbean will be responsible for monitoring and overseeing the implementation of follow-up actions in the ERC.

## 9. TIMEFRAME FOR THE ICPE PROCESS

The timeframe and responsibilities for the evaluation process are tentatively<sup>39</sup> as follows in Table 3:

<b>Table 3: Timeframe for the ICPE process going to the Board in January 2020 (tentative)</b>		
<b>Activity</b>	<b>Responsible party</b>	<b>Proposed timeframe</b>
<b>Phase 1: Preparatory work</b>		
TOR – approval by the Independent Evaluation Office	LE	January 2019
Selection of other evaluation team members	LE	January 2019
<b>Phase 2: Desk analysis</b>		
Preliminary analysis of available data and context analysis	Evaluation team	February – April 2019
<b>Phase 3: Data Collection</b>		
Data collection and preliminary findings	Evaluation team	13 - 28 May
<b>Phase 4: Analysis, report writing, quality review and debrief</b>		
Analysis and Synthesis	LE	June 2019
Zero draft ICPE for clearance by IEO and EAP	LE	August 2019
First draft ICPE for CO/RB review	CO/RB	September 2019
Second draft ICPE shared with GOV	CO/GOV	November 2019
Draft management response	CO/RB	November 2019
Final debriefing with national stakeholders	CO/LE	December 2019
<b>Phase 5: Production and Follow-up</b>		
Editing and formatting	IEO	January 2020
Final report and Evaluation Brief	IEO	January 2020
Dissemination of the final report	IEO/CO	January 2020

<sup>39</sup> The timeframe, indicative of process and deadlines, does not imply full-time engagement of evaluation team during the period.