



Interoffice Memorandum

To: Mr. José Eguren
UN Resident Coordinator
Panama

Date: 1 June 2009

From:
Assistant Administrator and Director, Partnerships Bureau
UNDP- New York

Extension: 6005

Subject: "Improving citizens' security in Panama -- contributing to the social construction of peace"

File: MDGF-1945

I. Approval Status

On behalf of the MDG-F Steering Committee I am pleased to inform you that your Joint Programme "Improving citizens' security in Panama -- contributing to the social construction of peace" is hereby approved with an allocation of \$4,000,000 for three years. This figure includes 7% (including coordination costs) for indirect costs incurred by UN Participating Organizations. Please note the 1% AA fee will be reimbursed directly to the MDTF Office and need not be included in your allocation.

II. JP design comments

We have identified in section III below, **some changes we require to the design** of your Joint Programme prior to signature of the Joint Programme document. **Once these adjustments have been reflected in the document, you may proceed with signature of the Joint Programme document.** The UN resident Coordinator and all Participating UN Organizations should each sign the Joint Programme document in addition to the Government. We would encourage you to ensure some visibility for this event and for the launch of activities.

We consider that this Joint Programme aims to improve the security situation in Panama incorporating a peace building and conflict prevention approach, which is very innovative in Panama. We value that it contributes to the prevention of violence and crime working both at the national and local levels. At the national level it focuses on strengthening the institutional mechanisms and policies in the security sector. At the local level it promotes the implementation of demonstration projects based on the use of youth and women organizations as partners to combat insecurity and prevent violence. The proposal supports the Citizen Security Programme from the Government (PROSI), which is a data collection instrument. This instrument will be connected to a data analysis system that will make the information available for policy planning and development. The justice system will be strengthened by improving investigation capabilities, rehabilitation and social reintegration of young people in conflict with the law, and greater access to justice for vulnerable populations.

Relevance and external coherence

The Joint Programme fully meets the Fund's strategic goals and is in line with the terms of reference of the Conflict Prevention and Peace Building Thematic Window. We see that it provides important foundation for the realization of the Millennium Development Goals in Panama, through the contribution to the stability and access to justice for the most vulnerable groups.



The Programme is anchored in the UNDAF and presents a strong alignment with the main national policies, namely the National Development Plan; the Ministry of Governance and Justice's public security strategy and the "Strategic Vision for Employment and Economic development toward 2009". We welcome that the JP supports already existing initiatives as well as local authorities who have shown an interest in a preventive approach.

We value that the programme complements and coordinates with other local and national ongoing initiatives. For example, the UNIFEM financed programme against gender violence (F-VAW) and the Integrated Security Programme from the Ministry of Governance financed by the World Bank.

We see that the Programme has clearly identified the target population, focusing on justice and public security institutions and vulnerable groups of women and youth.

We appreciate the extensive experience of the UN Agencies involved on conflict prevention and institutional strengthening that will make possible to incorporate valuable lessons learned in the JP. The UN system as a neutral and impartial platform provides a real added value to the security national planning.

We value the involvement of a cross-section of UN organizations with a well articulated division of roles and responsibilities.

In terms of programme management, we feel that the proposed arrangements for coordination and management are sound and seek synergies with other national initiatives. However, we recommend **strengthening the involvement of the local governments and civil society organizations in decision making.**

Internal coherence

The Joint Programme is clearly laid out and meets the design standards of the Fund. It is a clear extension of the Concept Note. Substantive improvements have been made in the programme design, including a more coherent approach that reflects a clear, logical results framework. The National Steering Committee fully endorses the proposal.

There is a clear description of the root causes and drivers of violence and conflict. We see the importance of improving the national capacities for planning and decision making on security and justice issues.

We appreciate the potential of scalability that the JP has at the local level. It is noted the innovative approach of the JP in Panama, which involves existing local civil organizations as partners to combat insecurity and prevent violence.

We appreciate the sensitivity of the JP in incorporating a human rights and gender approach that is reflected in the capacity building strategy and the involvement of vulnerable groups.

We see that the budget falls within the indicative amount approved by the Steering Committee. We value the efforts that have been made to reduce the budget allocation from \$8,000,000 in the Concept Note, to \$4,000,000 in the current JP document. We appreciate the resources increase made for coordination and



monitoring. Nevertheless, based on the added value explanations given by the Agencies and the availability of a 7% of indirect costs, **the resources addressed to the UN employees' training (\$35.000) should be redirected to other components**, namely those related with demonstration projects at the local level.

In terms of programme management, we feel that the proposed arrangements for coordination and management are sound and seek synergies, maximize the coordination and logistics among the UN Agencies and counterparts. Nevertheless, in accordance with the philosophy of the MDG Fund and joint programming it seems more suitable that the Management Committee supervises the Coordination Unit, instead of the UN leader Agency. The constitution of the Coordination Unit should be also a competency of the Management Committee. Special attention should be paid to the maintenance of a link and feedback system between the local and national proposed activities.

Sustainability, Monitoring and Evaluation

We value the strong national ownership of the Programme that address problems identified by the national institutions and is aligned with the national priorities and policies. We think that the support to existing national structures and initiatives will ensure greater sustainability of the JP. We welcome the extensive consultation done with various national and local counterparts during the formulation of the programme.

We value that the JP will also develop the capacity of public institutions related with Justice and Security. However, we highlight the importance of the monitoring of the impact of these capacity building activities in the improvement of delivery efficiency in security and justice policies and services.

Regarding the local level, we see that the strengthening that the JP is going to provide to the civil society organizations will positively contribute to the sustainability of the JP and will trigger its scalability.

The Monitoring and Evaluation framework is adequate. An important effort has been made in relation to the definition of indicators and baselines, distinguishing process indicators from results and impact indicators. There is a well defined monitoring strategy and diagnosis methodology based on local participation and national surveys. Nevertheless, we consider that it is rather ambitious, and would recommend reducing the number of indicators and adapting it to the activities, results and impacts of the programme.

We appreciate that the M&E budget was increased and to guarantee appropriate monitoring and evaluation of the programme. **An individual and detailed budget for joint M&E should be provided in the signed JP document.**

III. JP re-design requirements

- Reallocation of the \$35.000 addressed to UN employees training to other activities of the programme. The Secretariat suggests reallocating them into the local demonstrative projects component.
- An individual and detailed budget for joint M&E should be provided in the signed JP document.
- Strengthen the involvement of the local governments and civil society organizations in the decision making mechanism.



- When submitting the signed Joint Programme, **please make sure you include a cover letter** from the Resident Coordinator **indicating how the following recommendations have been taken into account.**

IV. Management arrangements and delegation of authority

On receipt of a copy of the signed document, the Fund Secretariat will transfer the full three-year allocation to the custody of the Multi Donor Trust Fund (MDTF) Office pending further instructions from you.

Please note the MDTF Office will pass-through funds to Participating Organizations on instruction from you as Resident Coordinator and Co-Chair of the National MDG-F Steering Committee.

As reflected in the Fund's Framework Document (Section 9 'Formulation Process & Release of Funds) and the global MoU with Participating Organizations (Article I, 2-c) the MDTF Office will release resources on an annual, advance basis. For the first advance, these funds will be transferred on the basis of receipt of the first year Annual Workplan and the signed Joint Programme document. Subsequent annual advances will be released on instructions from you and on the basis of a) receipt of the next annual work-plan approved by the National Steering Committee; b) evidence that a formal review of the programme's progress has been undertaken not more than three months earlier, either in the form of an annual progress report (if the timing coincides) or through the minutes of a National Steering Committee where this has been discussed; and c) only when combined commitments against the existing advance have exceeded 70%. Please review the initial year budget requests carefully with participating organizations in order to ensure realistic delivery targets in this regard. The annual agency apportionment projected in the final budget attached to the signed Joint Programme document should also be reviewed and can be revised up to the time of your first funds-advance request. This is important for the reasons outlined below.

In order to allow the implementation team some flexibility to adapt the strategy to unexpected challenges and opportunities (most particularly delivery issues), and to empower Resident Coordinators in their oversight responsibilities, this memorandum also provides you with the authority over the three year duration of the programme in consultation with Participating Organizations and with the agreement of your National Steering Committee to (a) transfer up to \$1,000,000 or 20% of the total value of the project budget – whichever is lowest – *between Participating Organizations* identified in the original Joint Programme budget and (b) re-phase up to \$1,000,000 or 20% of the total value of the project budget – whichever is lowest - *between years*. The base-line against which these ceilings will be measured is the annual budget projection (by year and by participating organization) confirmed at the time of your first funds-advance request. The MDTF Office must be informed of any revisions of this kind, decided locally and is responsible for tracking these delegation ceilings for each programme. Any changes that fall outside these parameters will have to be referred back to the (Global) MDG-F Steering Committee for approval.

As you will appreciate, one of the MDG-F's express goals is to strengthen the role of Resident Coordinators as leaders of Country Teams. The success of the MDG-F activities will depend on your ongoing leadership and engagement. We count on you to exercise this leadership and to ensure this Joint Programme remains an ongoing, integrated effort by the UN system in support of national priorities. Please also use the National Steering Committee mechanism to help ensure national ownership by the Government in particular and involve it in important financial and programmatic oversight decisions.



The signed Joint Programme document and the completed Fund Release Form should be sent to the MDG-F Secretariat and MDTF Office within 30 days of the receipt of this memorandum. If this deadline is not possible, please inform the secretariat accordingly.

The Executive Coordinator of the MDTF Office, Bisrat Aklilu, will be in contact with any specific documentation requirements to ensure the programme meets compliance requirements for the Fund's pass-through arrangements.

With best wishes.

- cc. Mr. Bisrat Aklilu, Executive Coordinator, Multi-Donor Trust Fund Office
Ms. Rebeca Grynspan, Assistant Administrator and Director Bureau for Latin America, UNDP, New York
H.E. Mr. D. Juan Antonio Yáñez-Barnuevo, Permanent Representative of Spain to the United Nations
H.E. Mr. Ricardo Alberto Arias, Permanent Representative of Panama to the United Nations
Mr. Juan López-Doriga, Director-General of Development Planning & Evaluation, MFAC Madrid
Ms. Debbie Landey, Director, United Nations Development Operations Coordinator Office (DOCO)
MDG-F Secretariat