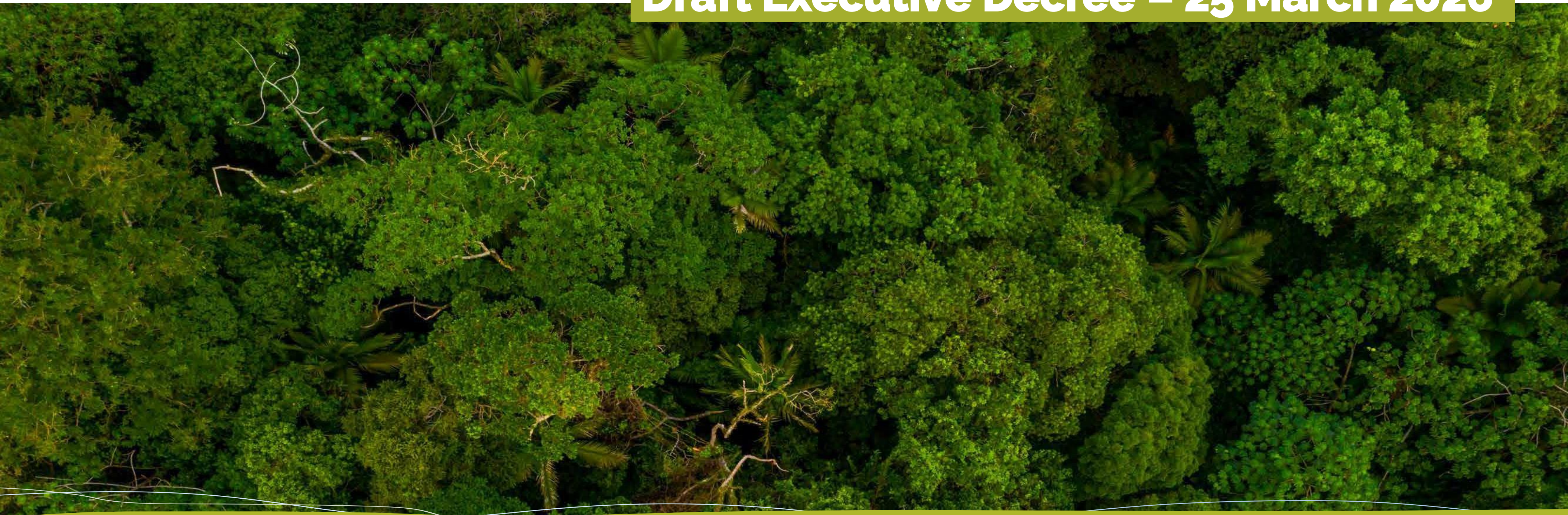


Public Consultation Closing Workshop: *National Carbon Market System of Panama*

Draft Executive Decree – 25 March 2026





We will begin shortly!
**Please don't forget to fill out the
attendance form.**





Welcome Remarks



Andrea Camponogara

Global Lead

Regional Collaboration Centres

UN Climate Change Secretariat



Welcome Remarks



Javier Martínez

Head of the Mitigation Department
Climate Change Directorate
Ministry of Environment

Workshop Agenda

Segment 1: CiACA Project Context and the National Carbon Market System of Panama.

- Introduction to the CiACA Project.
- Introduction to the National Carbon Market System of Panama

Segment 2: Consultation Process, Key Findings and Lessons Learned.

- Implementation of the Executive Decree Public Consultation Process.
- Key findings and main lessons learned.

Segment 3: Institutional Response and Next Steps.

- Next steps and reflections on the public consultation process.



United Nations
Climate Change



RCC Latin America
Collaboration for Climate Action

Group Photo



Taller de Cierre del Proceso de
Consulta Pública del Borrador del
Decreto del SNMCP



Attendance Form



Segment 1: CiACA Project Context and the National Carbon Market System of Panama.

Introduction to “Collaborative Instruments for Ambitious Climate Action (CiACA)” Project

Ana Domínguez

Carbon Pricing and Article 6 Specialist

RCC Latin America

UN Climate Change Secretariat

CiACA: Collaborative Instruments for Ambitious Climate Action



United Nations
Climate Change Secretariat



Launch at COP 22 in
Marrakech



Funded by the
Government of
Germany



Implemented through the
six UNFCCC Regional
Collaboration Centres.

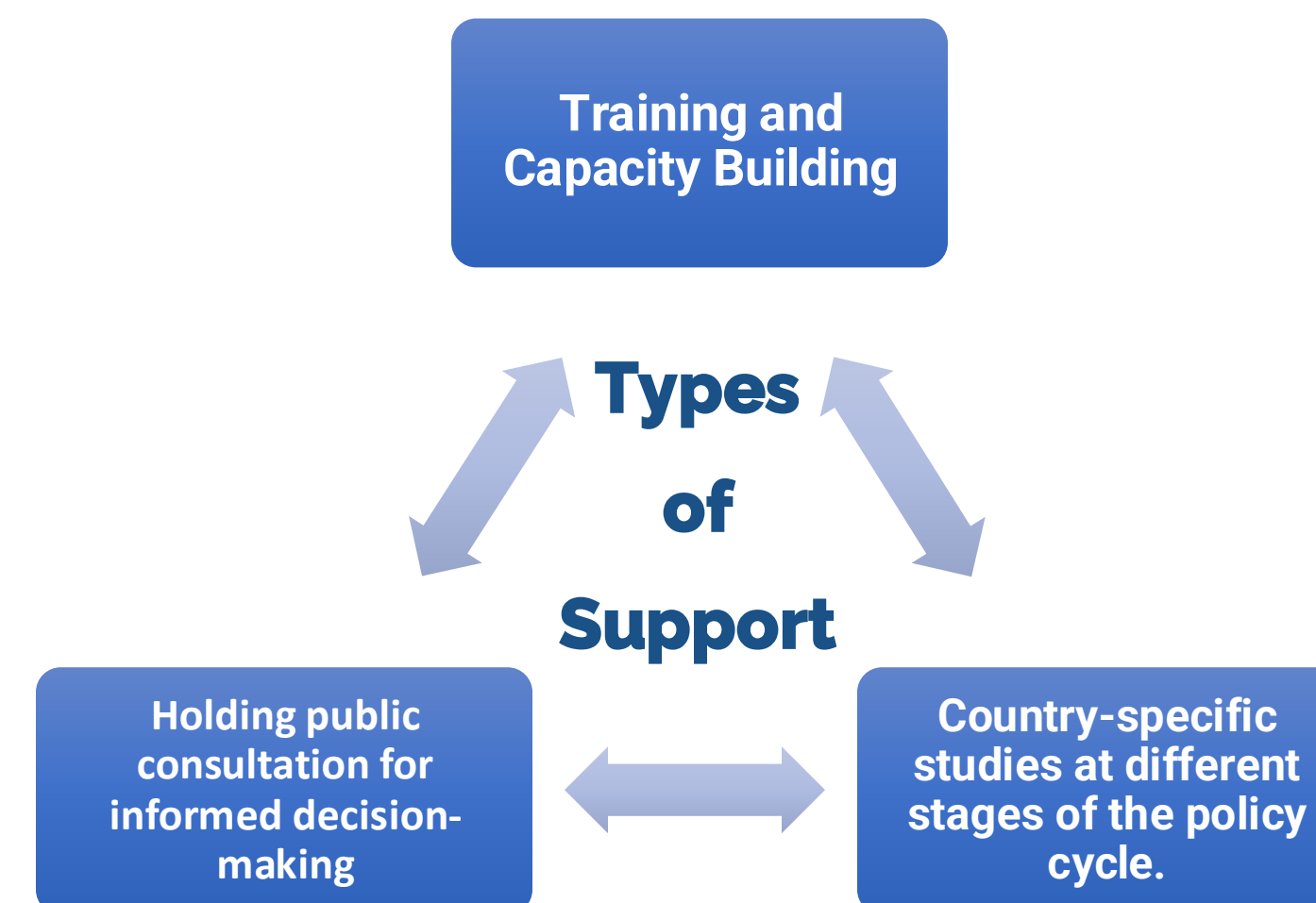
Objective

To assist Parties in the development of carbon pricing approaches for implementing their NDC under the Paris Agreement and foster to collaboration.

Types of instruments

- Carbon Taxes
- Emission Trading Systems
- Carbon market framework

Based on needs, potential and evolving capabilities of host jurisdictions



🌐 2026 marks the 10th anniversary of CiACA

- Over the past decade, CiACA has supported more than 20 countries



CiACA Partner Countries and Regional Alliances



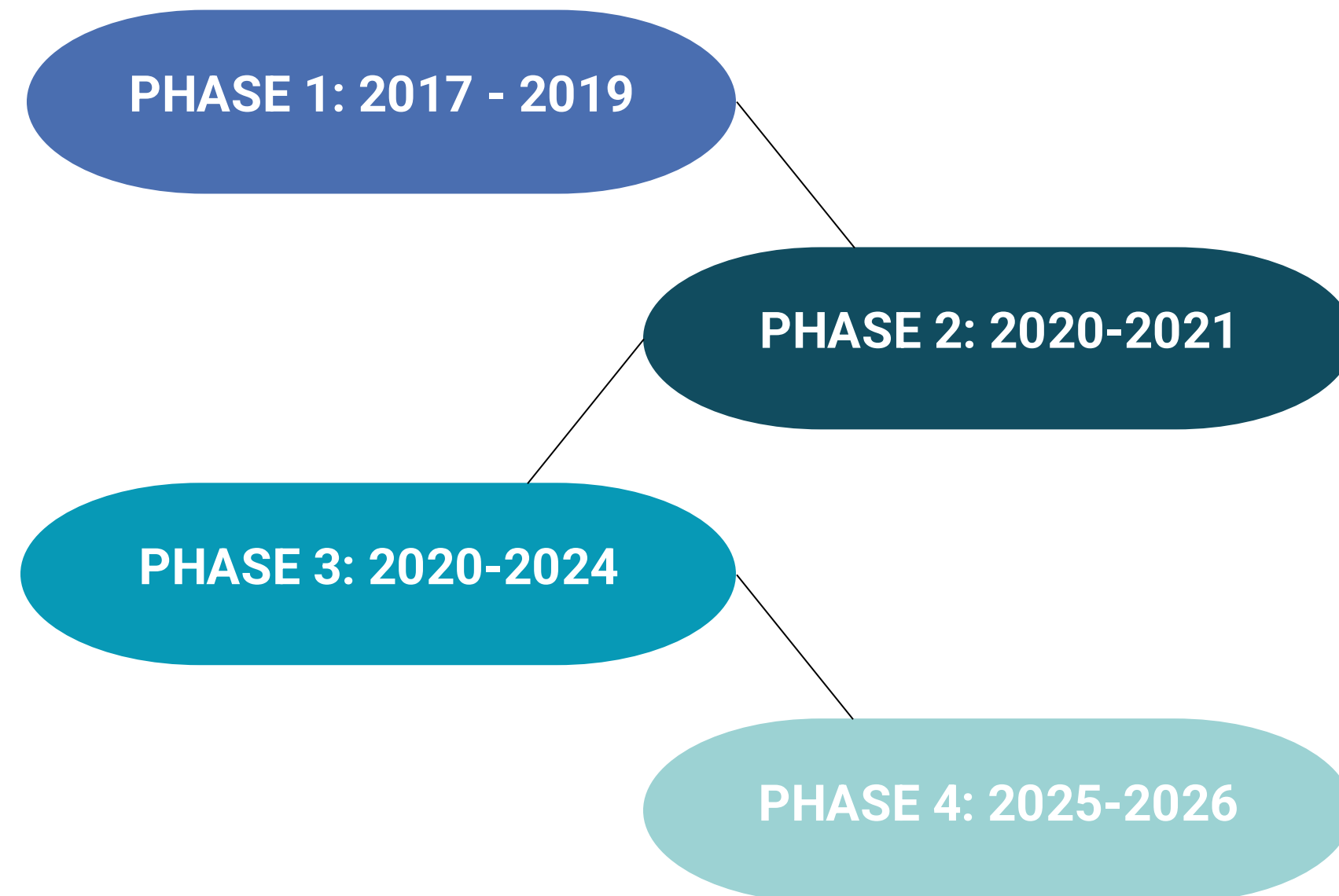
United Nations
Climate Change Secretariat

So far, more than 20 countries and regional alliances involved in the CiACA initiative



Note: The member states of the West African Economic and Monetary Union (UEMOA) are Benin, Burkina Faso, Côte d'Ivoire, Guinea-Bissau, Mali, Niger, Senegal and Togo
The member states of the ASEAN are Brunei Darussalam, Cambodia, Indonesia, Lao PDR, Malaysia, Myanmar, Philippines, Singapore, Thailand, Timor-Leste, Viet Nam

Panama is advancing the development of carbon markets aligned with its NDC through a phased “learning-by-doing” approach, positioning itself as a regional reference.



Key milestones and outputs:

PHASE 1: Foundation for Carbon Pricing

- ❑ Exploratory studies on carbon pricing instruments.
- ❑ Development of the National Emissions Registry.
- ❑ Strengthening of the national MRV system.

PHASE 2: Strengthening Private Sector Readiness and Engagement

- ❑ Launch of the voluntary “Reduce Your Corporate Carbon Footprint” program.
- ❑ Engagement of private sector actors and early adopters.
- ❑ Operationalization of the National Emissions Registry.

PHASE 3: Design of the National Carbon Market

- ❑ Design of key components of the National Carbon Market System (SNMCP)
- ❑ Development of the National GHG Program, Offsetting System, and Carbon Exchange.
- ❑ Capacity building and development of the Carbon Market Roadmap.

PHASE 4: Public Consultation process and validation of the regulatory framework

- ❑ National public consultation process with multi-stakeholder participation.
- ❑ Validation of the regulatory framework for the SNMCP.
- ❑ Consolidation of governance and guiding principles for implementation.



National Carbon Market System of Panama

Ana Moreno
Mitigation Department
Climate Change Directorate
Ministry of Environment



Questions

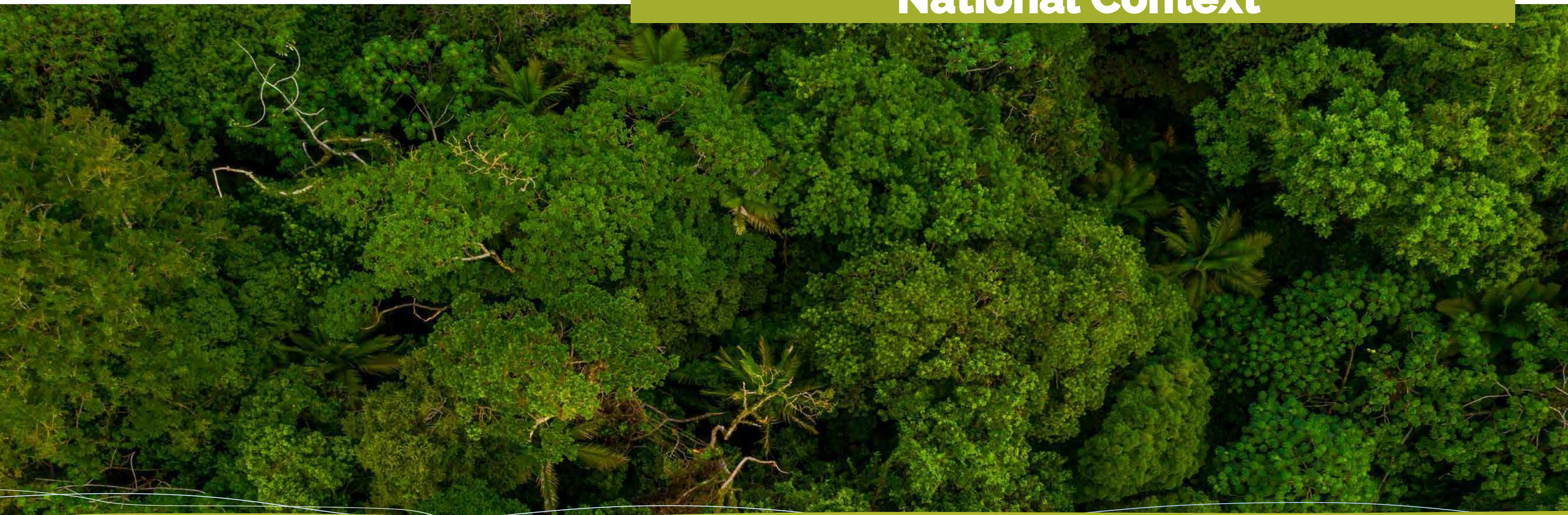
Comments



Segment 2: Consultation Process, Key Findings and Lessons Learned.

Panama's Carbon Market

National Context



Panama: a small emitter, a giant for climate action.



61.4% of forest cover and other forest lands (2024)



-6,805.3 kt CO₂ eq
Balance of GHG 2021



20,519.3 kt CO₂ eq
Balance of GHG 2021
(Excluding LULUF)



0.039% Panama's participation in global emissions (excluding LULUF)

Nacional priorities in the pillar framework of environmental sustainability and responsible management of natural resources.

Protect and strengthen protected areas. Increase the country's carbon capture capacity.

Protect the oceans and restore marine and coastal areas, promoting the blue economy.

Presentation to the UN of a unified commitment, the Nature Pledge.

Adopt the sustainable finance taxonomy and align the financial sector with the ecological transition

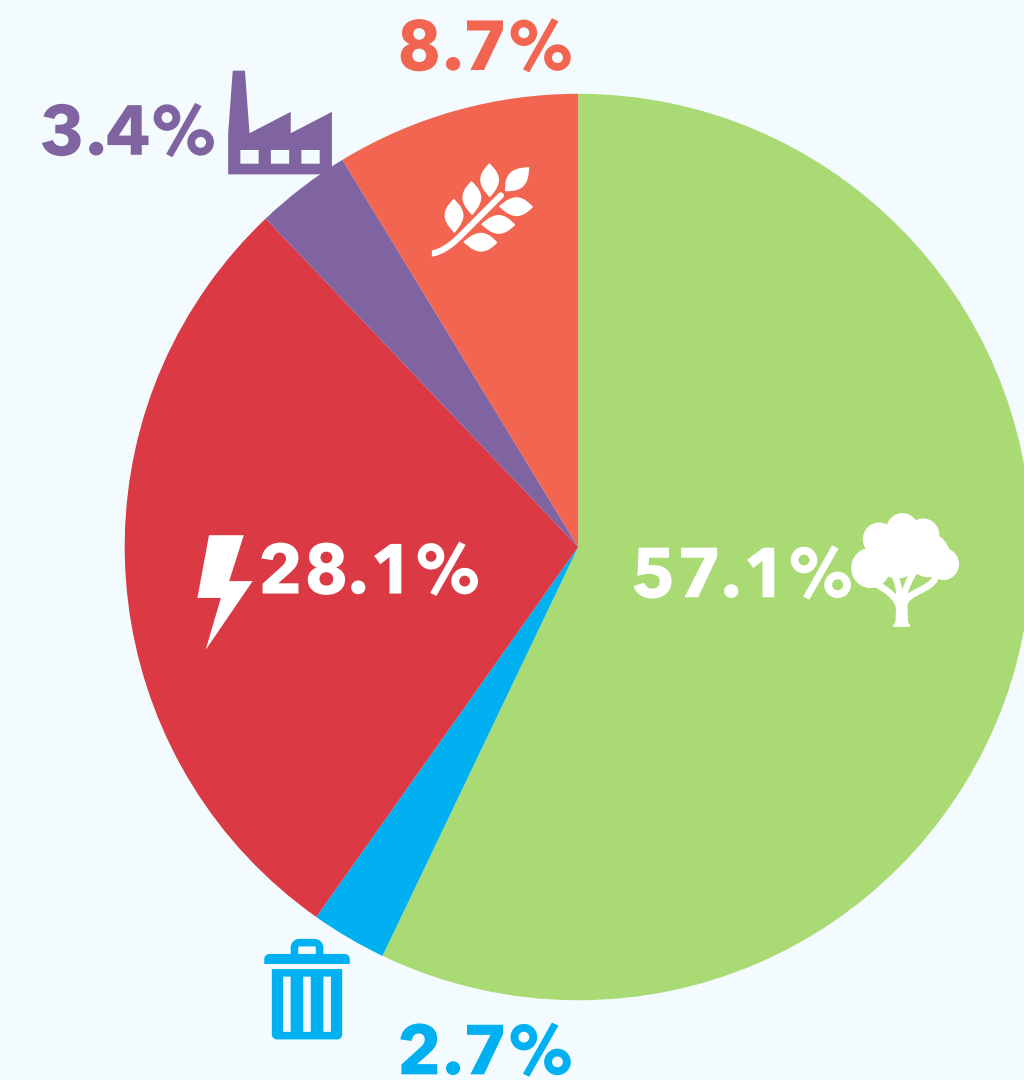
Promote the generation of renewable energy and alternative fuels.

Position Panama as a hub for the energy and economic transition.

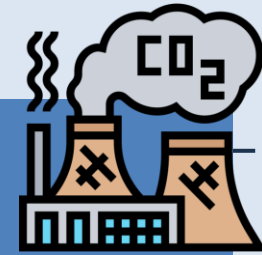
Optimize and regulate the operations of the National Carbon Market.

Promote regulations on carbon credits and biodiversity, payments for environmental services, etc.

Sectorial contribution to the national GHG balance 2000-2021



How does the SNMCP work?



Demand

GHG emissions reported in the
National Emissions Registry



TRANSACCIÓN Y REGISTRO

Transaction of mitigation outcome
certificates and registration of
tradable mitigation actions



OFERTA

Tradable mitigation actions



Institutional
Structure



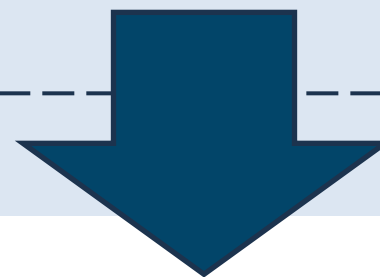
Comformity
evaluation



Environmental and
social safeguards
assessment



Vigilance and control
mechanisms.



National
Compensation
Mechanism.



National
voluntary
market.



Paris Agreement
Mechanisms



International
compliance
mechanisms.

Project pipeline under the National Carbon Market framework

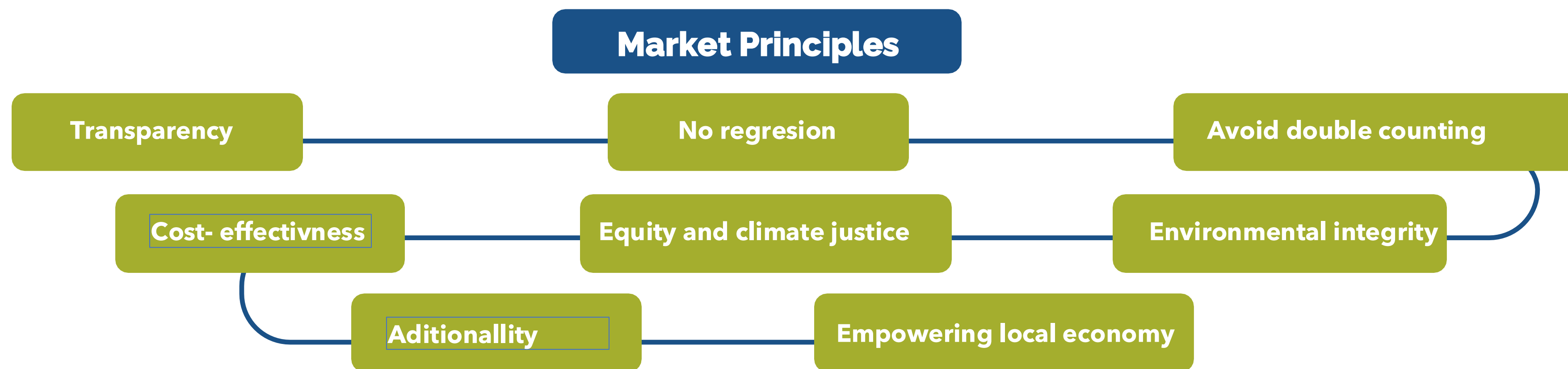




Key Points

Objective of Panama's Carbon Market

To contribute to the achievement of the Long-Term Low Greenhouse Gas Emission Development Strategy, support the green transition, and advance the commitments established under the Panama Pact for Nature, which integrates the Nationally Determined Contribution (NDC).





Panama's carbon market structure

Institutional structure: MiAMBIENTE as lead and administrative entity MICI as the governing body for conformity assessment, CONACCP as sectoral representation

Conformity assessment: includes activities such as the accreditation of validation and verification bodies, as well as their oversight and control

Transparency framework: National Emissions Registry, National Registry of Mitigation Actions, Panama Carbon Exchange

Processes and procedures for GHG MRV: processes for reporting GHG emissions under the Reduce Your Carbon Footprint program

Key Points

Panama's Carbon Market Structure:

Processes and procedures for the MRV of mitigation actions: processes for reporting emission reduction and removal activities

Environmental and social safeguards assessment framework: a tool to ensure that mitigation actions are designed using criteria that protect the country's environmental and social integrity, including FPIC (Free, Prior and Informed Consent) and consultation rights

Monitoring, control and enforcement mechanisms: will include evaluation, control, and follow-up actions for cases of non-compliance with applicable obligations, restrictions, or conditions

Key Points

Interaccion with other markets:



Key Points

National Use

Mitigation outcomes intended for use toward targets or programs within the national territory. These outcomes directly contribute to the achievement of Panama's NDC, are used toward NDC implementation without the application of corresponding adjustments, and are not authorized as Internationally Transferred Mitigation Outcomes (ITMOs) for international transfer.

International Transfers

Mitigation outcomes authorized by the Ministry of Environment for transfer to third countries or for other international mitigation purposes. These certificates require the application of a corresponding adjustment, in line with Article 6 of the Paris Agreement and its implementing guidance, and therefore will not be counted toward Panama's NDC.



Establishment of a Technical Advisory Group on Carbon Markets





Key Points

Lifecycle of tradable mitigation actions

Lifecycle principles

Pre-registration and feasibility: through the ReNAM, subject to MiAMBIENTE approval

Formulation: Project design

Implementation and registration: activities outlined in the design document are implemented and the project is registered in the ReNAM

Validation: through a VVB accredited by MICI

Verification: through a VVB accredited by MICI

Closing: reporting in the ReNAM at the project end.

**Thank you for
the attention!**



@miambiente.pma



@ministeriodeambiente.pana



@MiAmbientePma



mercadocarbonopa@miambiente.gob.pa

Public Consultation Process for the Draft Executive Decree of the SNMCP

Gisele Zarate

CiACA Consultant

***Support to the Facilitation of the Public Consultation
Process***

Presentation Structure

1. Process Design and Development

- Key milestones, timeline, channels, and stakeholders engaged.

2. Systematization Methodology.

- Classification criteria, analysis, and traceability of inputs.

3. Key Findings of the Process

- Thematic analysis of the 218 comments received.

4. Lecciones aprendidas

- Effectiveness, challenges, and pathway toward implementation

1. Methodological Design of the Process

Guiding Principles:

Transparency

Publication of the draft and supporting documents on MiAMBIENTE's institutional website, accessible to any interested person.

Inclusion

Tailored strategies for Indigenous peoples and local communities, with cultural and linguistic adaptation in each interaction.

Representativeness

Active outreach to all previously mapped sectors, ensuring that no relevant voice was left out of the process.

Accessibility

Materials in clear language, editable formats, and ongoing technical assistance to facilitate understanding of the decree.

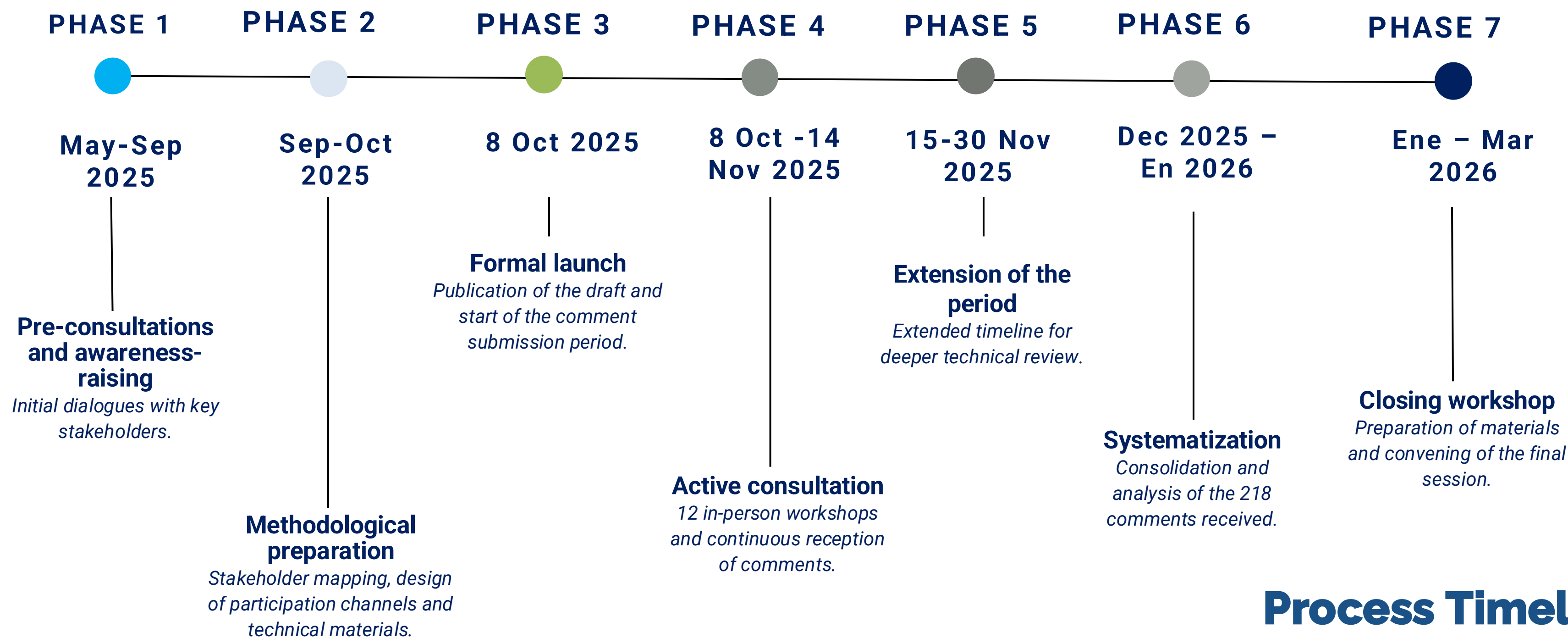
Non-Discrimination

Open participation without exclusions of any kind, ensuring equal access for all invited stakeholders..

Accountability

Formal commitment to document and respond to each comment received, ensuring traceability of all inputs..

1. Methodological Design of the Process



Process Timeline

1. Methodological Design of the Process

Enabled Participation Channels



Digital Platform

MiAMBIENTE website with a structured submission form.
National and international reach.



Correo Electrónico

consultaspublicadcc@miambiente.gob.pa with continuous
reception throughout the process..



Technical Roundtables

For topics of particular complexity requiring specialized
discussion..



In-person Workshops

12 workshops across 7 provinces to ensure direct territorial
participation.



Bilateral Meetings

With stakeholders requesting in-depth dialogue and attention to
specific needs.



Differentiated Approach

6 dedicated sessions with Indigenous peoples,
respecting their timelines and consultation practices..

1. Methodological Design of the Process

Stakeholders Engaged – Stakeholder Mapping

The consultation actively engaged organizations from seven sectors, ensuring broad and diverse representation of Panama's institutional ecosystem related to the carbon market.

Public Sector

MiAMBIENTE, MICI, MEF, SNE, MIDA, ANATI, IDIAP, ARAP, ASEP, CNA

Academia

University of Panama, Technological University, UDELAS, and research centers

Indigenous People

COONAPIP, traditional authorities, and the Office of Indigenous Peoples

Private Sector

CONEP, IETA, Futuro Forestal, Ponterra, Wildlife Works, BeZero Carbon, ANARAP, ANAGAN, CAPAC

Civil Society

CIAM, ANCON, Equitable Earth, Climate Action Reserve

International Partners

UNFCCC, UNDP, UNEP, TNC, Pew Charitable Trusts, IDB, World Bank

Afro-descendant Communities

Afro-Panamanian United Association

1. Methodological Design of the Process

Participation Achieved: General Statistics

The quantitative results of the process reflect a broad and representative outreach, with participation across all regions of the country.

12

Workshops conducted

Nationwide

7

Provinces reached

Darien, Los Santos, Panama,
Colon, Cocle, Herrera, Veraguas

290+

Participants

In-person workshops

21

Participating organizations

From 7 different sectors

218

Comments received

Structured inputs

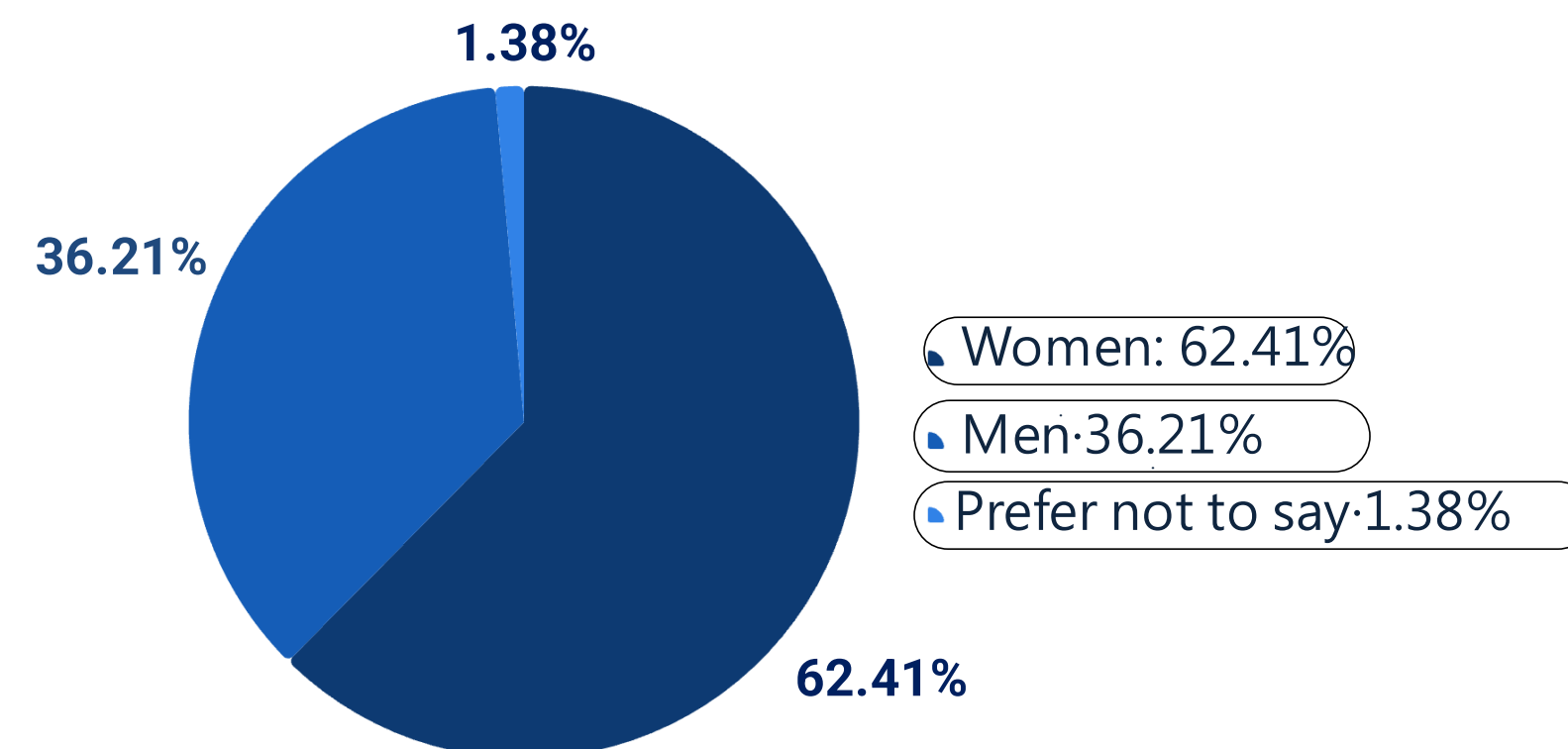
1. Methodological Design of the Process

Gender Participation

Key findings

- **62.4% women** – Exceeds the OECD recommended 40% standard for consultation processes.
- **Female leadership** – Reflects the prominent role of women in the national climate agenda.
- **Commitments fulfilled** – Operationalizes the principles of equal participation under the Escazu Agreement.

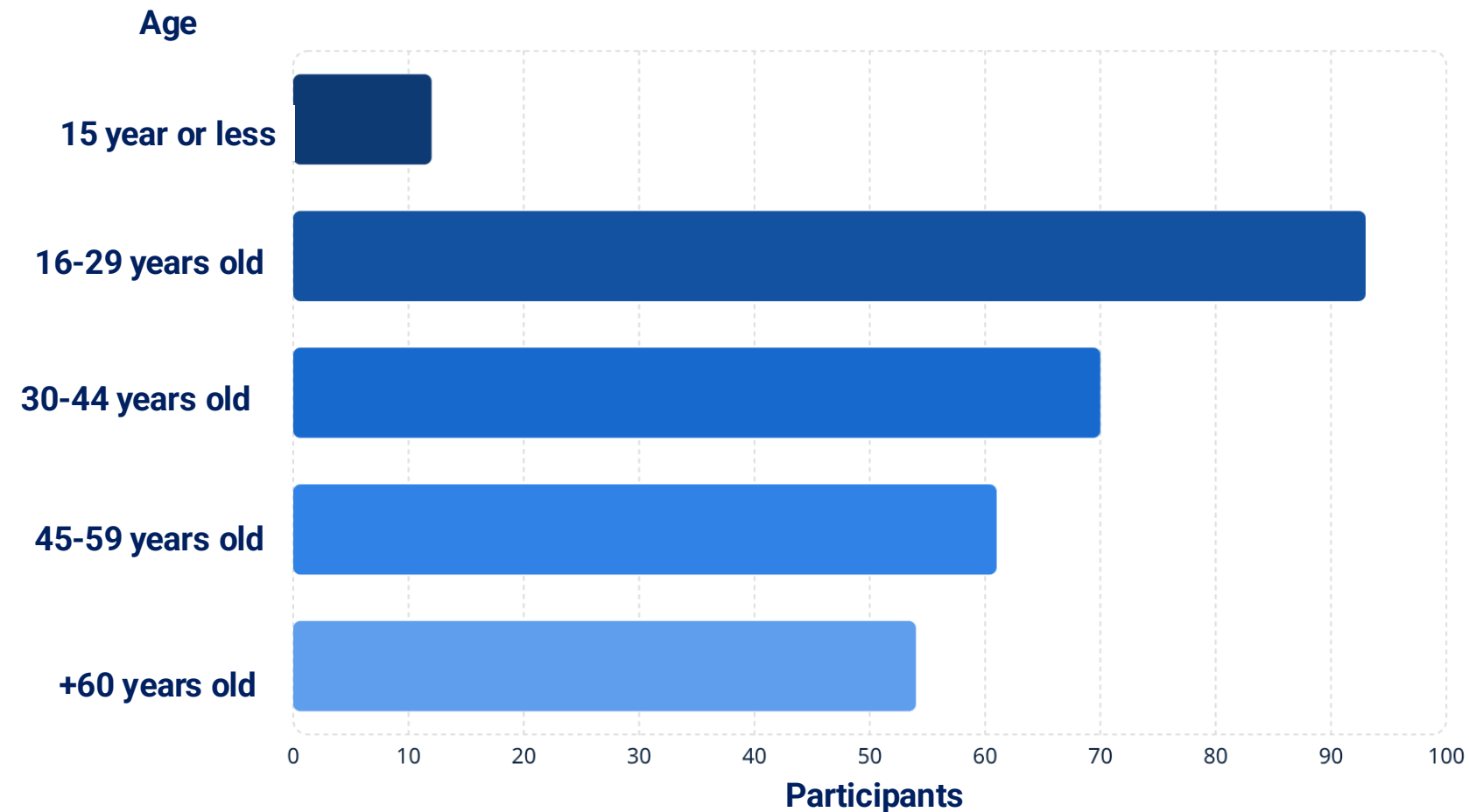
The gender distribution in in-person workshops significantly exceeds international standards and reflects commitments under the Escazu Agreement and the Paris Agreement on equitable participation.



1. Diseño Metodológico del Proceso

Participation by Age Group

The age distribution reflects cross-cutting participation, combining youth dynamism with institutional experience, ensuring intergenerational perspectives in system design.



Generational analysis

35.2%

Under 30 – strong youth participation

55.2%

Under 45 – predominantly working-age population

37.2%

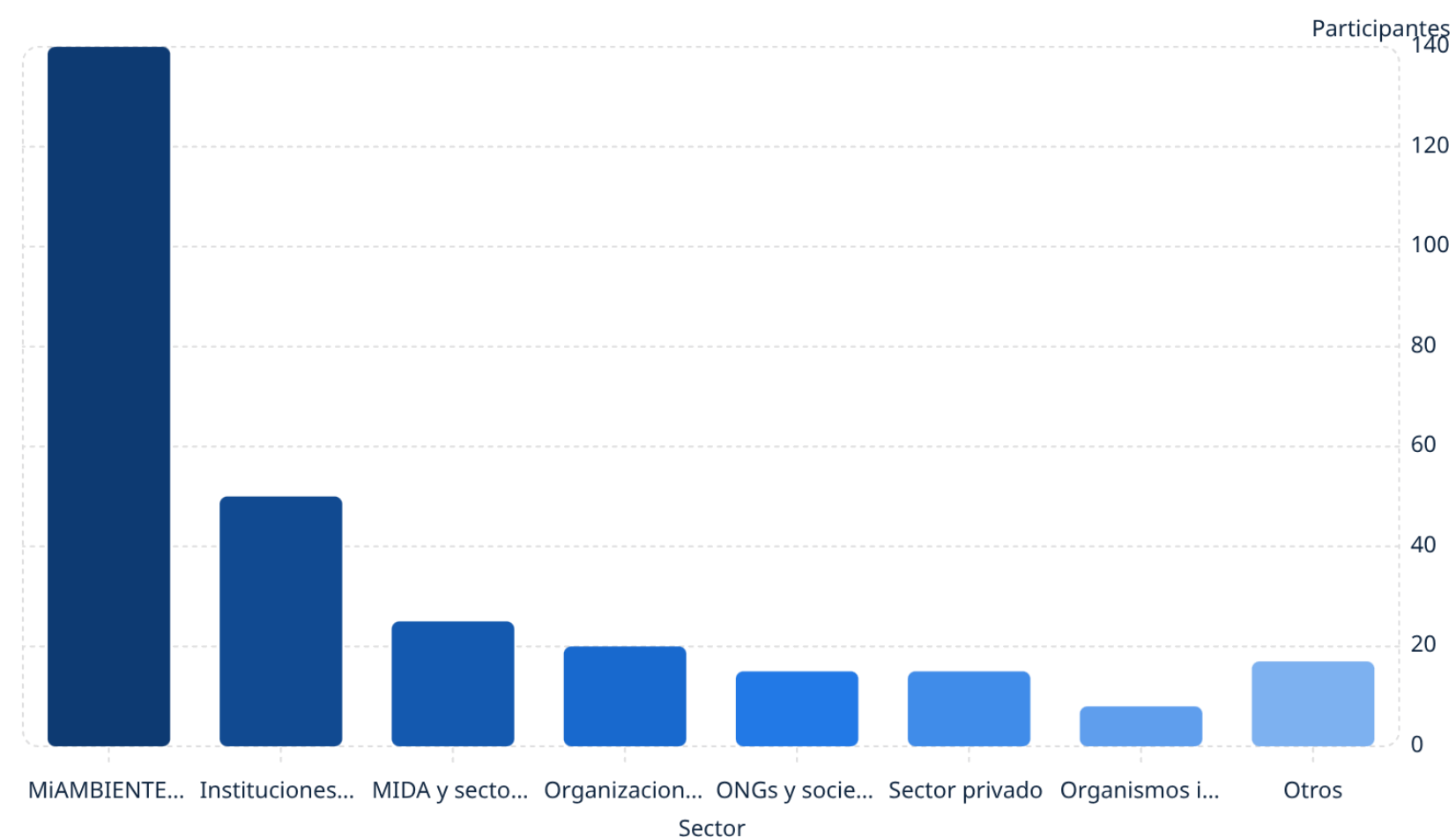
Over 45 – institutional experience and memory

1. Methodological Design of the Process

Participation by Sector in Workshops

Attendance in in-person workshops was led by public institutions, with significant participation from the education, agricultural, and Indigenous sectors, reflecting the cross-sectoral relevance of the topic.

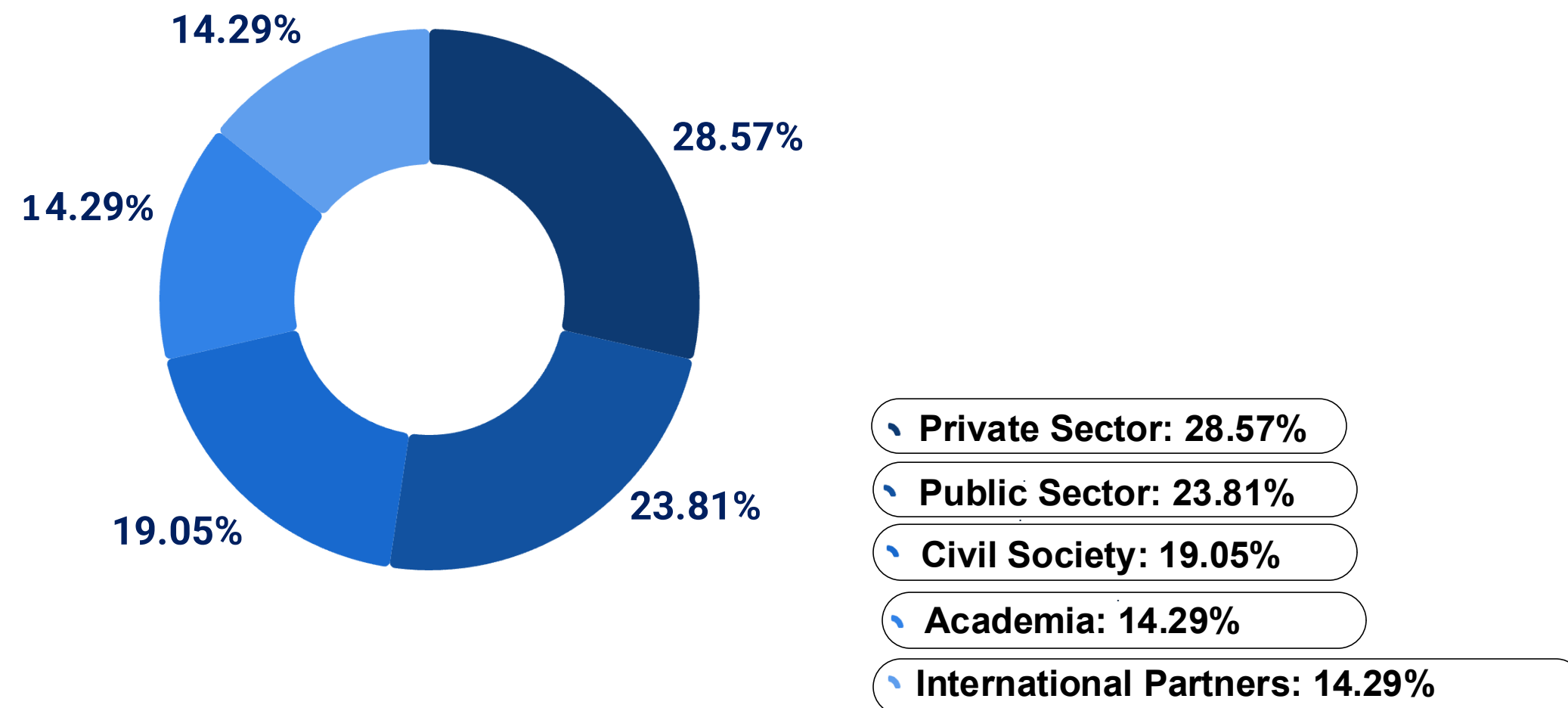
MiAMBIENTE and its affiliated entities accounted for 48.3% of attendance, consistent with its leading role in the system. However, participation from external stakeholders, including the private sector, Indigenous peoples, academia, and international cooperation, represented over 51%, demonstrating a genuinely multisectoral process..



1. Methodological Design of the Process

Organizations that Submitted Written Comments

A total of 21 organizations submitted structured comments through the official matrix.
The sectoral diversity reflects the broad interest the SNMCP has generated in Panamanian society.





2. Systematization and Analysis

Systematization Process: 5 Stages

From the receipt of the first comment to the final technical analysis, the process followed a structured five-stage workflow that ensured full traceability of each input.

1

1. Receipt

Comments received through the official matrix, in-person workshops, and direct written submissions.

2

2. Registration

Assignment of a unique ID, identification of the stakeholder, and the referenced article.

3

3. Systematization

Consolidation into a structured matrix with standardized and predefined fields.

4

4. Classification

Organization by theme, type of input, and corresponding section of the decree.

5

5. Technical Analysis

Assessment based on predefined criteria of coherence, feasibility, and legal alignment.



Main tool: Consolidated Comments Matrix

2. Systematization and Analysis

Structure of the Comments Matrix

The Consolidated Matrix was the central tool of the process. Its fields ensure full traceability of each input, from receipt to final technical response.

Field	Scope
ID N°	Unique identification of each comment for tracking.
Actor proponente	Organization or individual submitting the input.
Artículo referenciado	Specific section of the draft decree addressed.
Texto de la observación	Verbatim transcription without prior editing or interpretation.
Propuesta de modificación	Specific suggestion provided by the stakeholder.
Categoría temática	Classification by main topic addressed.
Observaciones del análisis	Preliminary technical notes from the reviewing team.

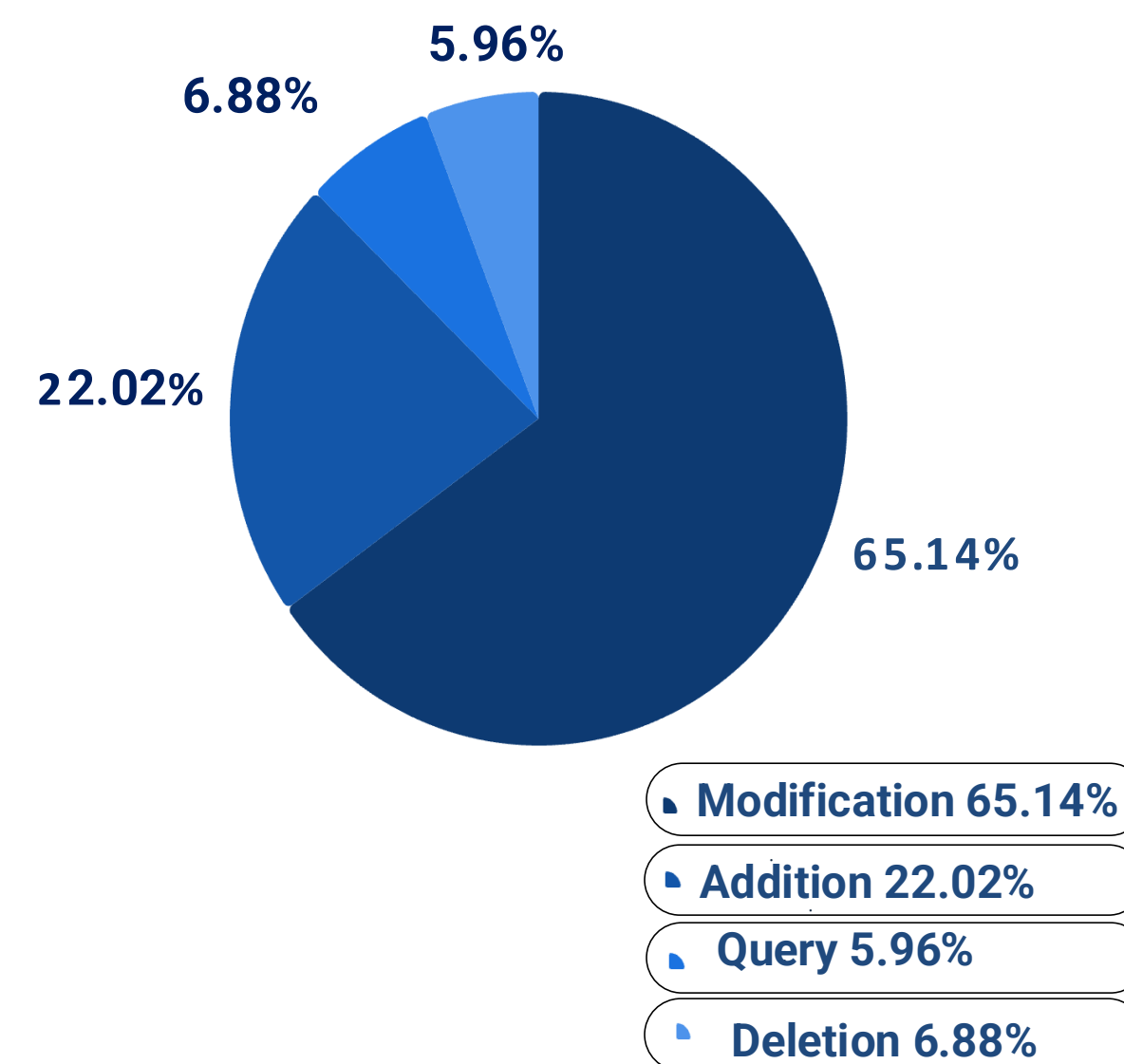
2. Systematization and Analysis

Types of Inputs Received

The 218 comments were classified by nature. The predominance of modification proposals reflects strong technical engagement from stakeholders..

65% of inputs were modification proposals, demonstrating that stakeholders not only reviewed the draft but conducted detailed analyses and proposed concrete improvements to the regulatory text..

22% corresponded to additions, reflecting regulatory gaps identified by stakeholders. Only 7% requested deletions and 6% were conceptual queries.



2. Systematization and Analysis

Evaluation Criteria

1 Technical Coherence

Is it aligned with international standards such as IPCC and the Paris Agreement?

2 Alineación Legal

Is it compatible with current Panamanian legislation and the national regulatory framework?

3 Viabilidad Operativa

Does it consider the current institutional capacities of responsible entities?

4 Integridad Ambiental

Does it strengthen principles such as additionality, permanence, and transparency?

5 Equidad y Participación

Does it contribute to social safeguards and inclusive mechanisms?

6 Consistencia con Política Climática

Is it aligned with Panama's NDC and Long-Term Strategy (LT-LEDS)?

2. Systematization and Analysis

Classification of Comments by Theme

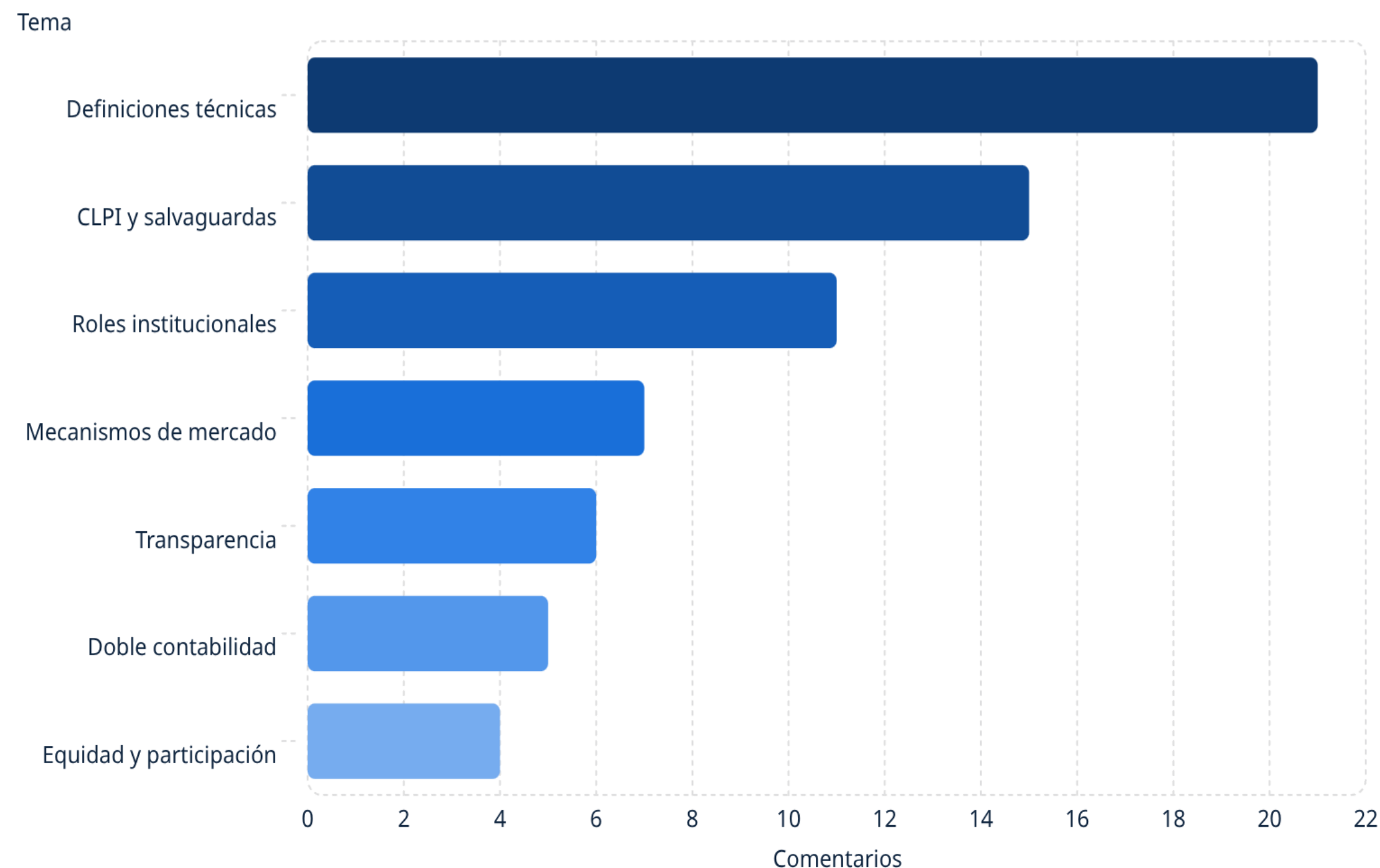
The thematic analysis identified seven main areas of focus, along with cross-cutting issues across multiple sections of the draft decree.

Cross-cutting themes identified:

Balance between regulatory flexibility and legal certainty.

Alignment with Article 6 of the Paris Agreement and its accounting mechanism.

Interoperability with international carbon markets and recognized standards.





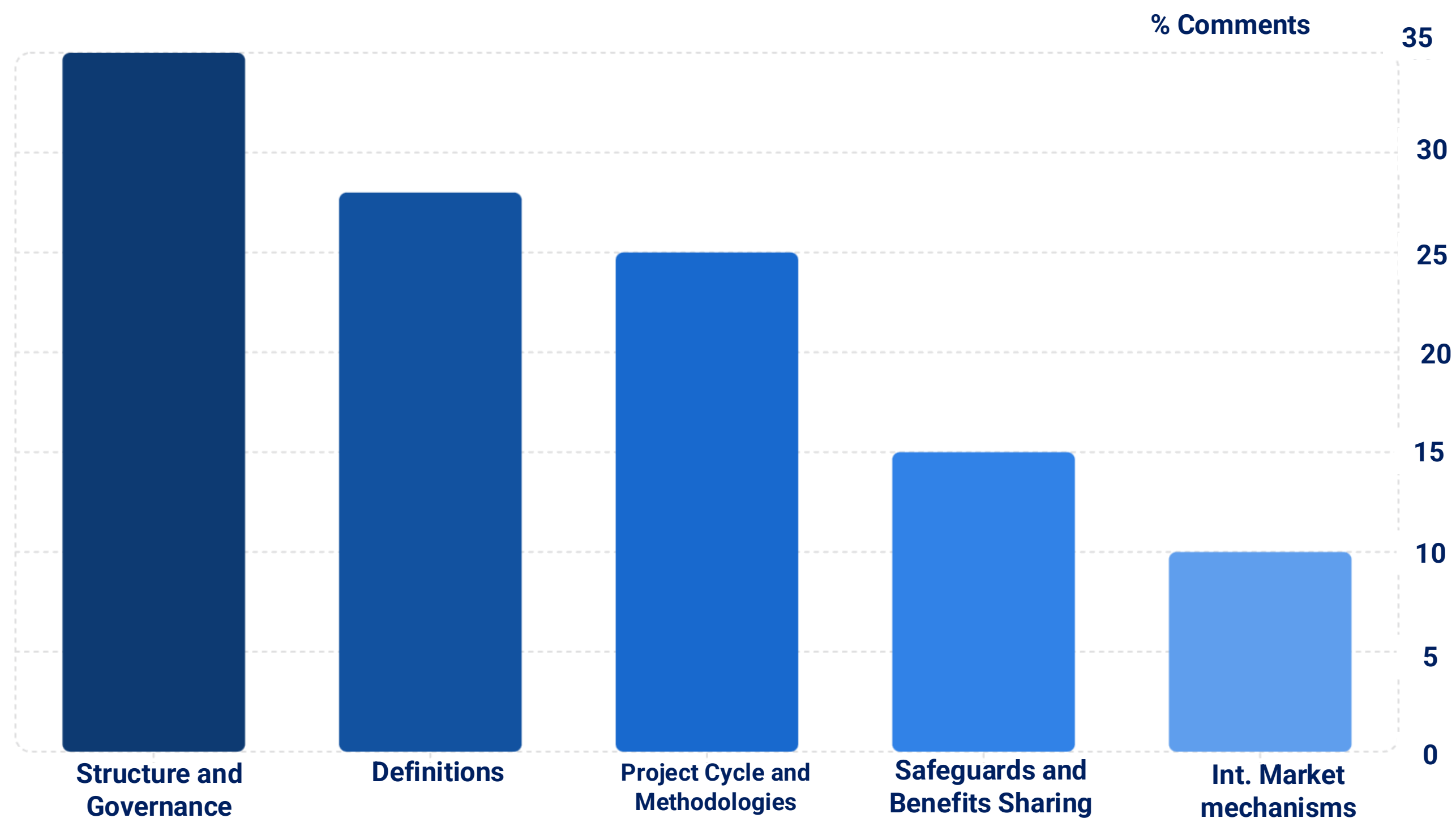
Questions

Comments

3. Key Findings of the Process

Distribution of Comments by Section of the Decree

Governance articles (18–25) and definitions (Art. 2) accounted for 63% of the comments, indicating that stakeholders prioritized clarifying roles, rules, and key concepts before addressing the operational aspects of the project cycle.



3. Key Findings of the Process

Thematic Analysis: Definitions

Requests for conceptual clarification were the most frequent type of input. Clear definitions are the foundation of the system's legal certainty and a prerequisite for building trust among market participants.

Additionality

Múltiples actores solicitaron especificar **cómo se demostrará** que las reducciones no habrían ocurrido sin el proyecto de carbono.

Removals vs. Reductions

The need for a clear distinction between both concepts was highlighted, given their different implications for accounting system.

Corresponding Adjustment

Further clarity was requested on implications for international transactions under Article 6 of the Paris Agreement.

Emissions Avoidance

Conceptual ambiguity was identified as a risk for system integrity and international buyer confidence..

3. Key Findings of the Process

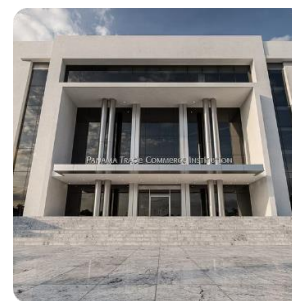
Thematic Analysis: Institutional Roles

Concerns regarding clarity of mandates across entities were consistently raised.



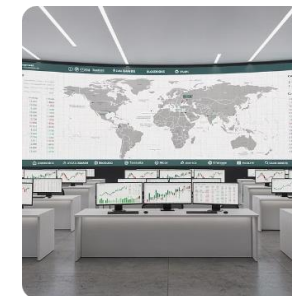
MiAMBIENTE

Governing and supervisory role of the system. Further clarity was requested regarding enforcement and sanctioning powers.



MICI / CNA

Accreditation of validation and verification bodies. Potential overlaps with MiAMBIENTE's supervisory functions were noted.



Panama Carbon Exchange

Operation of the secondary market. Stakeholders requested clarity on its operational autonomy and state oversight mechanisms.



Other Entities

MEF, SNE, and MIDA hold relevant sectoral roles. Clear regulatory articulation is needed to avoid gaps.

3. Key Findings of the Process

Thematic Analysis: FPIC and Safeguards (15 comments)

There was strong consensus among Indigenous Peoples, civil society, and international organizations on strengthening participation guarantees and protection of collective rights.

“FPIC must be a requirement, not an aspiration.
Projects in our territories require our consent, not just
to be informed.”

— *Representatives of Indigenous Peoples*

Key demands identified:

- ☐ Free, Prior and Informed Consent (FPIC) must be binding, not merely referential.
- ☐ Clear and accessible mechanisms for equitable benefit-sharing.
- ☐ Accessible and culturally appropriate channels for conflict resolution in Indigenous territories
- ☐ Explicit protection of traditional knowledge associated with natural resources in projects

3. Key Findings of the Process

Thematic Analysis: Environmental Integrity (cross-cutting)

The credibility of the Panamanian carbon market depends on its environmental integrity. Comments on this topic emphasized the need for clear, verifiable rules aligned with international standards.

Additionality

Emission reductions must demonstrate that they would not have occurred without the project, using robust and verifiable methodologies.

Permanence

Reductions must be durable over time, with compensation mechanisms in case of reversal or loss of climate benefits.

No Double Counting

The system must ensure that the same reduction is not counted multiple times, both domestically and in international transactions.

Robust MRV

Monitoring, reporting, and verification systems must be credible, independent, and recognized under international standards.

“International carbon credit buyers will trust a system with clear, verifiable, and independent rules.”

3. Key Findings of the Process

Thematic Analysis: Other Relevant Topics

Beyond the main themes, the process identified additional areas of analysis that reflect the complexity of designing a system that is technically robust, socially inclusive, and financially attractive.

Market Mechanisms

Interaction with international markets under Article 6, recognition of independent crediting mechanisms, and interoperability with systems in other countries.

System Transparency

Public access to transaction information, traceability of credits in the national registry, and clear accountability mechanisms for all actors.

Equity and Participation

Effective inclusion of Indigenous Peoples, Afro-descendant communities, and vulnerable groups in the benefits of the system.

Flexibility–Certainty Balance

A central tension between the need to adapt regulations as the market evolves and the need for stable rules that provide investment certainty.

4. Lessons Learned

Valuable insights for both the facilitation team and public policy design in Panama regarding participatory consultations on technically complex topics.

Interinstitutional Coordination Is Key

Cross-cutting issues such as double counting, MRV, and system governance require coordinated dialogue across multiple government entities.

Methodological Clarity Builds Trust

Having clear evaluation criteria communicated from the outset reduces perceptions of arbitrariness in how inputs are handled.

Early Participation Builds Legitimacy

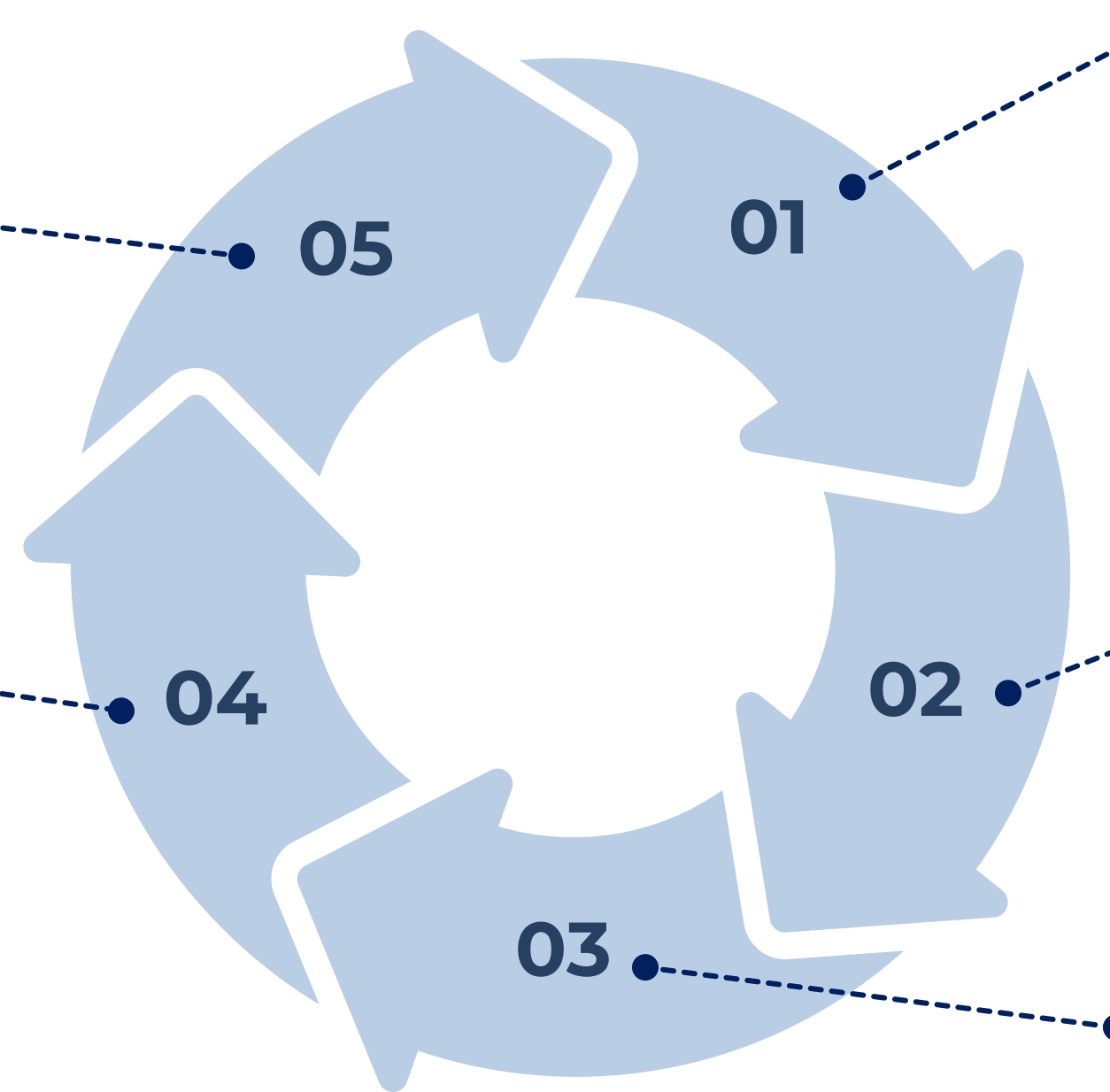
Engaging stakeholders from the design phase, not only during the comment stage, helps identify consensus and disagreements early, reducing future conflicts.

Diversity of Voices Improves Outcomes

The best technical ideas do not always come from the most economically or institutionally powerful sectors. Including diverse perspectives improved the quality of the analysis.

Community Timelines Are Different

Processes involving Indigenous Peoples require temporal flexibility and cultural appropriateness. Imposing institutional timelines can compromise participation quality.





Questions

Comments



Segment 3: Institutional Response and Next Steps.



Institutional Response and Next Steps

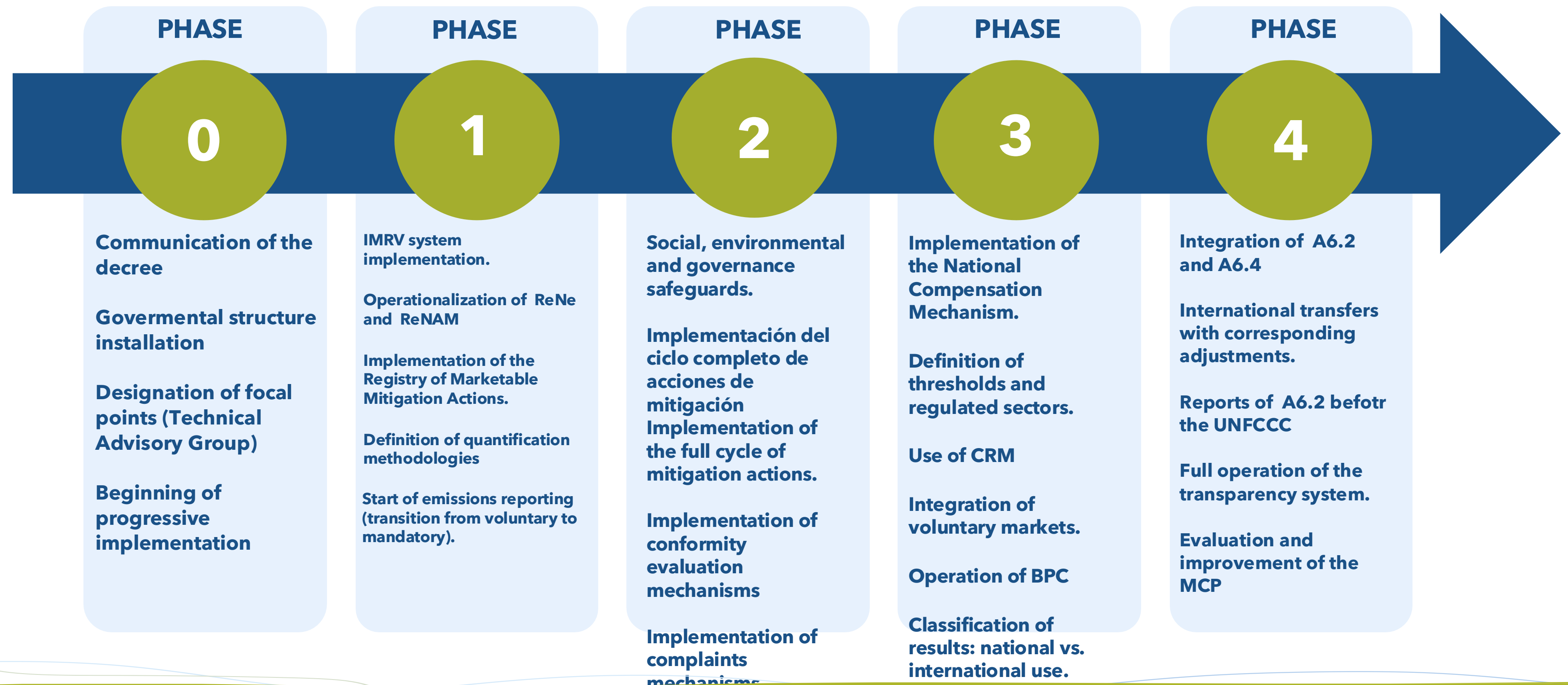


Juan Monterrey

Climate Change Director and Special Representative

Ministry of Environment

Implementation Phase





Questions

Comments