



Independent Evaluation of Colombia-GGGI Green Growth Program 2017-2019

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DISCLAIMER

The purpose of the mid-term evaluation is to provide a reasoned opinion on the relevance, efficiency, effectiveness, impact and sustainability of the intervention financed in relation to the context, policy, and procedures agreed among the Government of Colombia, the Government of Norway and the Global Green Growth Institute as an implementer. The evaluator examined the direct and indirect effects of the intervention using an adapted approach based on the OECD DAC guidelines, and examined the process of implementation, operation and monitoring of the intervention in its various phases in the years 2017-2019.

This evaluation is funded by the Government of Norway and the Global Green Growth Institute managing the evaluation on their behalf. The comments, evaluations, and recommendations expressed in this report are the sole responsibility of the authors.

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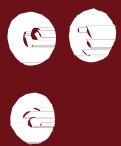
ACRONYM	MEANING
ACPC	Presidential Agency for Cooperation
AFD	French Development Agency or Agence Française de Développement
ANT	National Land Agency or Agencia Nacional de Tierras
ART	Territory Renewal Agency or Agencia de Renovación del Territorio
AT-D	Early Deforestation Alert or Alerta Temprana de Deforestación
CAR	Regional Autonomous Corporation or Corporación Autonómica Regional
CIAT	International Center for Tropical Agriculture or Centro Internacional de Agricultura Tropical
CLCDS	Colombia Low Carbon Development Strategy
CO2	Carbon dioxide
CONPES	National Council for Economic and Social Policy or Consejo Nacional de Política Económica y Social
CPF	Country Planning Framework
CTI	Science, Technology and Innovation or Ciencia, Tecnología e Innovación
DANE	National Administrative Department of Statistics or Departamento Administrativo Nacional de Estadística
DNP	National Planning Department, Departamento Nacional de Planeación
DNP	National Planning Department
ECDBC	Low-Carbon Development Strategy or Estrategia Colombiana de Desarrollo Bajo en Carbono
EECV	Estrategia Envolvente de Crecimiento Verde,
ENREDD+	National REDD + Strategy or Estrategia Nacional REDD+
FARC / FARC-EP	Revolutionary Armed Forces of Colombia or Fuerzas Armadas Revolucionarias de Colombia - Ejército del Pueblo
FCS	Sustainable Colombia Fund or Fondo de Colombia Sostenible
FEDESARROLLO	Foundation for Higher Education and Development or Fundación para la Educación Superior y el Desarrollo
FSC	Sustainable Colombia Fund or Fondo de Colombia Sostenible
GBP	Great Britain Pound
GDP	Growth Domestic Product
GDP	Gross Domestic Product
GGGI	Global Green Growth Institute
GGP	Green Growth Program Colombia
GGPA	Green Growth Potential Assessment
GGTF	Green Growth Task Force
GHG	Greenhouse Gas Emissions
GNI	Gross National Income
GoC	Government of Colombia
GoN	Government of Norway
ha.	Hectares
IADB	Interamerican Development Bank
IDEAM	Hydrology, Meteorology and Environmental Research Institute
JDI	Joint Declaration of Intent

KfW	Kreditanstalt für Wiederaufbau
MADR	Ministry of Agriculture and Rural Development or <i>Ministerio de Agricultura y Desarrollo Rural</i>
MADS	Ministry of Environment and Sustainable Development or <i>Ministerio de Ambiente y Desarrollo Sostenible</i>
NDC	Nationally Determined Contribution
NDP	National Development Plan, Plan Nacional de Desarrollo
NNP	Natural National Park
NOK	Norwegian Krones
OECD	Organization for Economic Cooperation and Development
ONF ANDINA	Oficina Nacional de Bosques - Andina
OPIAC	Organización de los Pueblos Indígenas de la Amazonía Colombiana
PCVC	Green Growth Program of Colombia
PDET	Territorial Development Program or <i>Programa de Desarrollo Territorial</i>
PNACC	National Adaptation to Climate Change Plan or <i>Plan Nacional de Adaptación al Cambio Climático</i>
PNCC	National Climate Change Policy or <i>Política Nacional de Cambio Climático</i>
PNGIBSE	National Policy for the Integrated Management of Biodiversity and Ecosystem Services or <i>Política Nacional para la Gestión Integral de la Biodiversidad y sus Servicios. Ecosistémicos</i>
PNIS	Comprehensive National Program for the Substitution of Illicit Crops or <i>Plan Nacional Integral de Sustitución</i>
PNPyCS	National Sustainable Consumption and Production Policy or <i>Política Nacional de Producción y Consumo Sostenible</i>
PTG	Global Work Plan or <i>Plan de Trabajo Global</i>
REDD	Reducing Emissions from Deforestation and Forest Degradation
REM	REDD Early Movers Program
RUNAP	National Registry of Protected Areas or <i>Registro Nacional de Áreas Protegidas</i>
SCI	Sustainable Colombia Initiative
SDGs	Sustainable Development Goals
SISCLIMA	National Climate Change System
SNIA	National Agricultural Innovation System or <i>Sistema Nacional de Innovación en Agricultura</i>
TFA	Tropical Forest Alliance
VA	Vision Amazonía (Amazon Vision)



PART I

EXECUTIVE SUMMARY



1 EXECUTIVE SUMMARY

1.1. Evaluation background

The Organization for Economic Co-operation and Development (OECD) adopted on June 25th, 2009 the Declaration of Green Growth, to which Colombia adhered to in 2012 during the OECD Summit, as a way to express its interest in being a member of this Organization. This process, which started with formal dialogues in 2013, has implied for the country legislative reforms that would allow the alignment of the policies, practices, and regulations with the standards and good practices of the OECD in labor issues, commercial, judicial system, chemical products, and waste management, among others.

Therefore, under the leadership of the DNP, the inclusion of Green Growth was initiated in 2014. This was an enveloping strategy of the National Development Plan of 2014-2018, "All for a new country," as a cross-cutting issue, including guidelines for adopting green value-added practices for all sectors, so the development of the country could be framed by economic, social, and environmentally sustainable growth¹.

One of the key partners of the Government of Colombia (GoC) for this purpose has been the Global Green Growth Institute (GGGI) that promotes the creation and dissemination of the "green growth" model, which integrates economic growth, environmental sustainability, poverty reduction, and social inclusion. GGGI has been active in Colombia since 2013, working closely with the DNP and other key stakeholders in formulating the Green Growth Strategy for Colombia (PND 2014-2018), supporting analysis and sectoral actions based on the Green Growth Potential Assessment (GGPA) and the technical coordination of the Green Growth Taskforce, created by the government, to generate the necessary inputs for the Green Growth Policy (CONPES 3934). This support given by GGGI under the Green Growth Program has been funded by the Norwegian Ministry of Foreign Affairs (MFA) with an estimated commitment of USD 3.2M during the period of August 2017 to July 2019 (Phase I), which has been extended until December of 2019.

The expected impact of the Green Growth Program of GGGI is to achieve greater capacity to integrate green growth objectives in development planning, both at the national and subnational levels, and implement strategic investments in priority sectors. These sectors are areas that are highly susceptible to the increasing degradation of its natural resources and the net loss of its forest cover. The program is structured around two main outcomes (results) and five outputs (products), as shown in the following figure.

¹ DNP. 2015. National Development Plan 2014-2018 "Todos por un nuevo país". Chapter IX. Green Growth

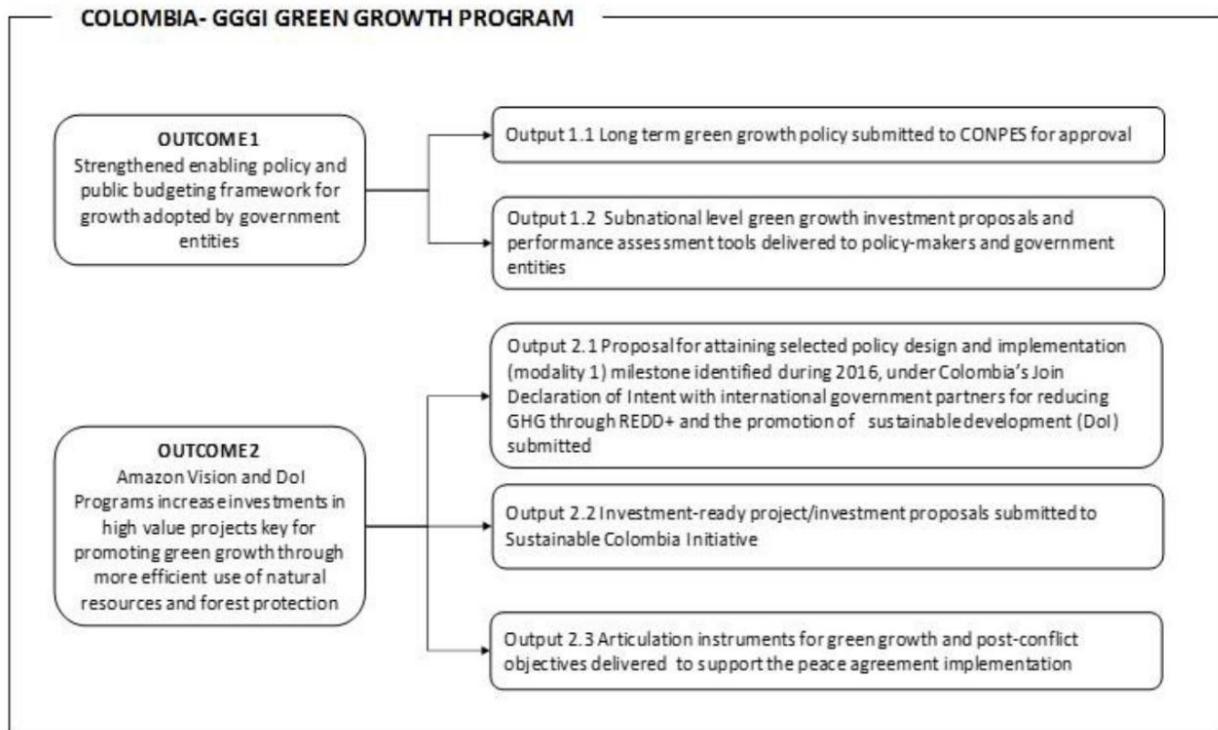


Figure 1 - Results projected by the GGGI program 2017-2019

After two years of executing the program, GGGI hired an Independent Evaluation, with the main objective of offering the Governments of Colombia (GoC) and Norway (GoN), as well as GGGI and its technical team, an independent view of the results of the Green Growth Program implemented under Grant Agreement COL-17/0015 signed between Norway and GGGI during the years of 2017 to 2019. Furthermore, this evaluation identifies areas of potential improvement and lessons learned that could lead to greater effectiveness in the context of an eventual continuation of the program (Phase II).

The approach of the Evaluation of the Green Growth Program for Colombia was based on the document, "Technical Component Part 1", prepared by Mancala Consultores SL and revised and agreed by GGGI, which details the methodology applied, as well as the analysis of five criteria indicated in the Terms of Reference (ToR), according to the DAC/OECD (Development Assistance Committee/Organization for Economic Co-operation and Development), specifically indicating: (a) the relevance/quality of the Project design, (b) effectiveness, (c) efficiency, (d) sustainability, and (e) cross-cutting issues of gender and social equity.

In order to address the five criteria outlined above, a matrix of 13 questions was agreed between GGGI, the GoN and the mission, as follows and included in Annex 1:

- Has the program responded to the key needs and priorities of the Government of Colombia and NICFI, as originally identified in the proposal?
- Have there been any significant changes to these priorities that the program should adjust for, either now or in the future?
- Have the program outputs been delivered as intended? Or if they are not yet due, are they on track to be delivered as planned?
- Have the program outcomes been achieved as intended, or are they on track to be? What difference has the program made (or is likely to make) in the realization of these outcomes at national and sub-national levels? How could outcomes be strengthened moving forward?
- Are the outcomes likely to lead to subsequent impacts, either intended (as per the program log frame) or unintended, and either positive or negative?
- Was the original theory of change (including vertical logic, selection of regions and sectors for subnational work, other scope issues) and log frame (including indicators, baselines



and targets) well designed? How could the theory of change / log frame be revised to enhance the effectiveness of the program?

- Has GGGI undertaken program planning, delivery, monitoring and reporting in a manner that adequately meets the requirements of key partners and supports the achievement of proposed results?
- Has GGGI planned and managed human and financial resources in a manner that ensures the program is delivered on time and within budget as per the original grant agreement? If there are major variations, what were the reasons for this and how could they be remedied moving forward?
- Are the arrangements to support coordination and decision making among GGGI, Norway and the Government of Colombia are working well?
- Have the measures to ensure sustainability of outcomes described in the original design been appropriately implemented? Are they effective (or likely to be effective) in enhancing the sustainability of the program's outcomes?
- Has GGGI performed effectively in the way that it engages and builds productive working relationships with key program stakeholders?
- Has GGGI adapted appropriately to any changes in the context that could help or hinder the achievement of intended program outcomes and impacts?
- Have the measures to address cross-cutting issues of gender, social inclusion, climate change and anticorruption described in the original proposal been appropriately implemented?

The documentary review and the semi-structured interviews were the main sources of information for the evaluation. The evaluation mission developed 31 interviews to the GGGI team in Colombia and other stakeholders (including officials from the governments of Colombia and Norway, as well as other institutions and civil society organizations) conducted both in Bogotá and during the field visits to Villavicencio (Meta) and Pasto (Nariño).

The Report contains the results of the independent evaluation. This section contains the Executive Summary, with emphasis on the Mission's lessons learned and recommendations. Following is found the first section with the introduction that summarizes the country background (political transition and sectoral priorities), as well as the purpose of the evaluation and the institutional context of GGGI and its presence in Colombia. Section two describes the context and Program initiatives around its three main approaches: Green Growth; Sustainable Forest Management and the Peace Agreements and Post-Conflict. The following section describes the findings of the evaluation, presented for each product according to the evaluation criteria. Finally, the last section presents the lessons learned and recommendations, also organized by each evaluation question, for each outcome and output.

The conclusions and recommendations that arose from the evaluation process, as well as the lessons learned from the implementation of the Program will be an input to plan an eventual second phase of the program from 2020 onwards.

1.2. Lessons learned

- In general terms, the agreed outcomes and outputs have been adequately achieved, with technical quality and timely, although such achievement has been partially compromised due to the different circumstances of the regional and political transition.
- The support to the Government of Colombia through the Program has been crucial in defining a road map towards sustainable development that guarantees the economic and social well-being of the population (Green Growth). Sustained work is required to definitively incorporate the model in all sectors and territories.
- Significant changes had occurred since August 2018 when the new President took office. Because of this, some entities have linked to the former government the support given by GGGI in the last years. Therefore, government officials have been reluctant to use the



concept of green growth in the NDP 2018-2022. However, even if the concept itself is not used, the NDP 2018-2022 recognize the CONPES 3934 and it included several of its goals.

- As a result of the changes, the MADS has also changed the approach to manage international cooperation having an impact in the support was being given by GGGI Colombia, in particular under the Green Growth Program, related specifically to outputs 2.1 and 2.2. Nevertheless, new collaboration opportunities have been opened with other ministries that in the past were not that fluid, such as the Ministry of Agriculture and Rural Development (MADR) and the Ministry of Finance and Public Credit (MHCP).
- GGGI's cooperation model (experts embedded as trusted advisors in public entities) has demonstrated its benefits by strengthening institutional capacities under the Government.
- International cooperation, such as the one given by GGGI, still remains as a relevant alternative to close financial and institutional capacity gaps in order to contribute towards a green growth model, while supporting the government facing the new environmental challenges that post-conflict has had, particularly on the ground. Moreover, support on green growth is crucial due to the linkage this model has with international goals under the Agenda 2030 and the Paris Agreement, among others.
- Recent law 1954 of 2019 approves the Agreement for the Establishment of the GGGI, recognizing its nature as an international organization. However, the process for GGGI Colombia becoming a legal personality is still on. Once GGGI receives the privileges and immunities as established in the Agreement, the operation in the national territory will be easier than is now.

1.3. General Recommendations

- GGGI should take advantage of the opportunity for new channels of communication with the national government (mainly MADR and MHCP), which is consistent with the GoC and GoN priorities, and which were initially identified for the proposed second phase. This is to ensure the continuity of the process of strengthening the green growth approach in the country.
- As a long-term model, the process of adopting the green growth and definitive incorporation approach throughout all sectors, regions and society, are tasks that require sustained GGGI action over time. Thus, a second phase is especially important for the consolidation of experiences.
- The GGGI's cooperation model with trusted advisors inside the entities was highly valued by those who received this service. However, it is required to carefully assess in each case, the type of embedded cooperation, since it has not always been perceived clearly with transparent roles/responsibilities both from GGGI and the GoC, and has in some occasions generated confusion about the role that international cooperation should play. In this regard, it is essential to have a clear understanding between different stakeholders involved in the development of activities, about the role that GGGI's staff/advisors have with the GoC, in order to avoid misunderstandings.
- When there are forced and temporary changes in the management of the program and in the direction of the country, as occurred during 2018, the mission considers that the profile of the new staff should be evaluated in a more appropriate manner, taking into account the cultural differences and the language barrier, as well as the long immersion process and the learning curve necessary for the correct execution of operations.
- The definition of risks of different changes, particularly for the political risks should be evaluated very carefully to define appropriate measures to mitigate them. For a second phase the risks must be considered. This considering the elections that will take place on October 2019 and the changes in the regional and local governments that will take place as well in January 2020. Therefore, it must be considered strongly the political, as these changes could have a significant impact on the plans, projects or activities, among others, that are currently being developed on the territory. This will allow to value this risk and take mitigation actions in advance in order to reduce this impact. Moreover, risks identified should be regularly reviewed and adjusted if required to respond or adapt the Program to external changes in the context.



- Considering the CONPES has an implementation period from 2018 to 2030 and based on the successful experience of GGGI working with the national government, it is advisable to continue supporting it. It is a challenge then, to continue supporting the GoC at the national level (DNP) in order to maintain the importance of green growth as a development model at the high level (President and Ministries). However, it is necessary to build capacities on territories and bring the model to other departments, as well as, if possible, to municipalities. There is an opportunity for the second phase of the Program to support the implementation of the CONPES on the ground. Nevertheless, the formulation of the second phase should bear in mind that in the beginning of 2020, elected governors and mayors will be starting to develop their Development Plans. Therefore, the GGGI will have an opportunity to build together with decision-makers at the regional and local level these plans, as they are the roadmap for 2020-2024. This will easily allow that the policy on green growth could be translated into real projects on the ground.
- It is recommended that GGGI for a second phase could strengthen the team with staff with knowledge and experience on gender and social inclusion. The position could be temporary or permanent. It will depend on the needs of the second phase of the Program. It could support specific processes or activities. Recognizing the type of actions that are supported by GGGI in Colombia such as the development of a green growth path at the national, regional and local level, and the development of projects with the objective of reducing GHG emissions from deforestation, it is complicated to see the impacts in a short period. Therefore, it is recommended to consider extending the second phase of the Program for at least three years to aligned with the Presidential period, or even four bearing in mind that it could start at the same time as the new regional and local governments will take office in 2020. This could mitigate the risk related to the expectations on the territory that are beyond the current two-year Program.

1.3.1. Detailed recommendations

Output 1.1:

- There is an opportunity as mentioned in some of the interviews, to work with sectors such as energy and agriculture, based on the goals defined in the NDP 2018-2022 that contribute to the achievement of the CONPES of green growth.
- It is important for a second phase of the program to bear in mind that the new government in its NDP 2018-2022 recognized the CONPES 3934 and included several goals, but in a different language. Thus, this change in the language should be considered in order to adapt to the priorities of the new GoC.

Output 1.2:

- The efforts of a second phase must be applied decisively in the implementation of bankable projects, to guarantee the institutional credibility and the benefits of incorporating a green growth approach to guide territorial development.
- The intervention approach should be carefully considered when dealing with departments and even municipalities with a very high degree of relative development and strong institutional capacities, which make GGGI's effort appear marginal, in terms of the technical support offered and the resources that could help leverage through the formulation of bankable projects. Preference should be given to departments with less relative development and which have better chances of success, for which international cooperation can be a fundamental factor in promoting the objectives of green growth.
- Considering the documentary review and the opinion of some interviewees, the focus of the second phase of the Green Growth Program should not only focus on subnational governments, but also should extend its scope to local (municipal) governments. If this work approach is accepted by the parties, it is suggested to work actively with the Municipal Councils of Rural Development (CMDR), in which the associations and organizations of grassroots producers participate, which should allow to strengthen local governance processes. This approach would also require a field team congruent with the size of the task and the new responsibilities.

Output 2.1:

- GGGI report and monitoring system should include management indicators that reflect GGGI's cross-cutting activities. This in order to make visible many of the activities that its staff and advisors develop within the entities related to forest governance as well as for the internal and external coordination of stakeholders.

Output 2.2:

- Cooperation should be maintained at MADS demand. It's also recommended that GGGI permeate into other ministries in order to implement REDD+ actions on issues such as nature tourism, land use planning and the conception of productive forest management, among others.
- A communication strategy that strengthens the visibility and role of the GGGI is recommended, which in turn clarifies the relationship and interests of the Norwegian government to Colombian government officials.
- In the next phase it is recommended that GGGI has staff or advisors focused on the cross-cutting issues that can propose how can be strengthen, as well as how to report it by being more proactive beyond that reporting the number of women participating in workshops.
- There is a great opportunity to strengthen the gender and social equity approach by applying the REDD + safeguards tool generated for Colombia.



PART II

INTRODUCTION



2 INTRODUCTION



2.1 National and Regional Context (2017-2019)

Colombia is the third largest economy in Latin America, endowed with abundant natural resources. It is one of the Latin American countries that has a forecast of growth, with a GDP in 2018 at 2.7%, which corresponds to a significant growth compared to 1.4% in 2017. However, the low performance of some sectors persists. The Economic and Social Research Center or FEDESARROLLO, its Spanish acronym, - maintains its expectations of an economic increase for 2019 (3.3%) and in the following years². In the medium term, FEDESARROLLO estimates that the Colombian economy will recover gradually to reach a growth rate of 3.5% in 2020 and the growth rate will rise to 4.1% by the end of this current government administration.

GDP per capita has increased from USD \$3,709 in 2006 to USD \$6,301 in 2017, reflecting an improvement in the populations with average conditions. Despite these positive figures, levels of inequality among regions, as well as among urban and rural areas and ethnic minorities remain extremely high.

Measured in monetary terms, it is estimated that 27.8% of the Colombian population is living in poverty, and about 7.9% in extreme poverty. In rural areas, the level of not satisfying basic needs is around 33% (compared to 12.5% in urban areas) and the level of poverty exceeds 64%. According to the United Nations Human Development Report 2018, Colombia has a Human Development Index (HDI) of 0.747, ranking 90th out of 189 countries. At the end of 2018, the unemployment rate was 8.8%, however, this indicator does not reflect the problems linked to the country's labor informality, calculated at 57.5%, as well as the income discrimination levels between men and women in terms of benefits and qualifications.

Despite the low growth rates of the world economy over the last decade, the country has always maintained positive growth, which has allowed the GoC to guide economic policies and public investment to address the problems of poverty, inequality in territories, rural, and urban areas, and to search for a lasting solution to the armed conflict. The GoC's fiscal performance has significantly improved in gross tax collection: 6% or \$144.4 billion in 2018, compared to \$136.4 billion in 2017

Colombia is characterized for being a heterogeneous country for its geography, with different levels of regional development and diverse cultural and social conditions. However, this presents gaps in territory development, which reflect, among other aspects, the traps of poverty, the complexity of territorial relations and the structural conditions that is present in each of the territories.

In this sense, one of the greatest challenges for the Green Growth Program is to achieve levels of socio-economic growth, and sustainable and convergent development by recognizing and taking advantage of the different economic, environmental, social, institutional, and regional development initiatives. In this regard, such proposals must have solid, territorial public

² FEDESARROLLO, Prospectiva Económica, April 2019. <https://www.fedesarrollo.org.co/content/prospectiva-economica-abril-2019>

institutions and promote the active participation of public, business, social and community actors in each territory.

Since 1991, Colombia has elevated the environment and sustainable development to a constitutional rank that obliges the State to guarantee the right to a healthy environment as a co-responsibility of all social actors and different sectors of the economy. This decision of the National Constituent Assembly (1991) generated an important transformation of the institutional and normative framework, as well as a series of economic, administrative, planning and control instruments.

With the enactment of Law 99 in 1993, which created the National Environmental System (SINA) and the current Ministry of Environment and Sustainable Development (MADS), the principles that would guide the management of the country's environmental affairs were established and the institutional structure to achieve policy objectives were redefined. Nevertheless, after the first decade of social and institutional euphoria for sustainable development and the important institutional development introduced by the Law, and after 25 years since the creation of the MADS, the structure of the State and the technical capacity of the ministry fail to respond adequately and sufficiently to the complex challenges of environmental management, as well as the necessary systemic and integrating vision of environmental policy and management at the sectoral and territorial level.

Law 152 of 1994 establishes the Organic Law of the Development Plan and establishes the National Development Plan (NDP) as the main strategic planning instrument to ensure sustainable development, which contain the strategies and policies in economic, social and environmental matters that guide government management. In addition, instructs specific Ministries to implement the NDP through institutional strategic plans.

Therefore, the NDP is the tool for articulating public policies and orienting the implementation of actions among government planning sectors and among different territorial levels. In this sense, in the previous NDP 2014-2018 "All for a New Country," Green Growth was considered as a transversal and enveloping Strategy (*Estrategia Envolvente de Crecimiento Verde, EECV*) to achieve the dual purpose of sustainable development and a peaceful Colombia.

The priority zones for the implementation of peacebuilding actions are areas of great importance due to social and environmental sensitivity. More than 90% of the municipalities prioritized are characterized by economies associated with illegal activities (including illicit crops), increasing rates of deforestation and high levels of poverty, especially in peasant, indigenous and Afro-Colombian communities. In this sense, building peace requires the generation of sustainable local development alternatives based on the use of biodiversity and the aptitude of soils.

The DNP in 2017 estimated that by improving productivity in activities that use water, soil and forests, would help reduce energy used in materials and waste, strengthen the bio-economy and forest economy, and generate savings in the national economy of 2.7 billion COP³.

From the point of view of its articulation with other policy instruments, the EECV's objective of advancing towards sustainable and low-carbon growth takes up and harmonizes the National Climate Change Policy (PNCC), the Low-Carbon Development Strategy (ECDBC) and the National Sustainable Consumption and Production Policy (PNPyCS), among others.

³ DNP, Diagnóstico de Crecimiento Verde, Análisis macroeconómico y evaluación del potencial de crecimiento verde en Colombia. Bogotá, 2017 ³ <https://www.regjeringen.no/en/topics/foreign-affairs/development-cooperation/id1159/>

In addition, the EECV's objective of achieving resilient growth and reducing vulnerability to disaster risks and climate change incorporates the National Adaptation to Climate Change Plan (PNACC) and Colombia's National Disaster Risk Management Plan.

The EECV's objective of protecting and ensuring the sustainable use of natural capital and improving environmental quality and governance articulates the National Policy for the Integrated Management of Biodiversity and Ecosystem Services (PNGIBSE), the Integrated Strategy for Control of Deforestation and Forest Management and the Integrated National Program for the Substitution of Illicit Crops (PNIS),

From the mentioned strategy, Green Growth is an approach that works towards sustainable development that guarantees the economic and social well-being of the population in the long term, ensuring that the resource base provides the ecosystem goods and services that the country needs. In this sense, the strategy appropriates the objectives and makes the existing policies consistent around a long-term development model.

In addition, in 2012, Colombia signed the Organization for Economic Co-operation and Development (OECD) Declaration on Green Growth under the process of joining the organization. This declaration encourages the formulation and implementation of national policies towards a low-carbon economy. Under the Declaration the intention was also to promote the review of existing market mechanisms and instruments that may have adverse effects on the environment, in order to show the gradual environment degradation and incorporate new market mechanisms and instruments that promote Green Growth. This declaration promotes the consolidation of the social and human capital component in favor of a resilient growth adapted to climate change and the approaches and processes that strengthen the adaptive capacity of sectors and territories.

On the other hand, in 2016, the new Sustainable Development Agenda (Agenda 2030) came into force, establishing 17 Objectives and 169 goals by 2030 that integrate economic, social and environmental aspects of development. The Green Growth Policy is as an instrument that helps achieve and fulfill many of these objectives.

2.1.1. Government Transition

Coinciding with the presence of GGGI in Colombia, the country has experienced profound changes as a result of signing the Peace Agreement with the FARC-EP guerrillas and initiating the implementation the agreements. Agreements that cover issues in integral rural development and its institutional framework; political participation; ending the conflict with guerrilla groups, and, the growing challenges of illegal crops and deforestation. All this posed new challenges that imply a transformation of the territory and a new way of building coexistence in the country. However, this approach and public management have undergone an important change with the beginning of the new government headed by President Duque since August 2018. The scope, mechanisms and new institutional framework that was agreed by the parties during the negotiation phase has been questioned.

However, despite the lack of clarity regarding the eventual continuity of many of the processes and commitments created and agreed upon from the previous government, the current NDP 2018-2022 "Pact for Colombia, Pact for Equity" must be recognized. Although the current NDP



does not mention Green Growth as the focus of the current government's policy, it includes a large part of the goals contained in the Green Growth policy, adopted by the National Council for Economic and Social Policy on July 10, 2018 through Document CONPES 3934, which will be mentioned later.

2.1.2. Sectoral Priorities

As mentioned before, since 1991, Colombia has elevated the environmental issues and sustainable development to a constitutional rank which obliges the State to guarantee the right to a healthy environment as a co-responsibility of all social actors and different sectors of the economy. Thus, Colombia has developed a new institutional and regulatory framework for this purpose.

The strategic plan of sustainable development, from the previous two presidential terms, was conceptualized in the National Development Plan "Prosperity for All," (*Prosperidad para Todos* 2010 – 2014) and in the following National Development Plan 2014 - 2018 ""All for a New Country," (*Todos por un Nuevo País*). For the first time, the concept of Green Growth appeared as a transversal element to be considered in the public and private interventions aimed to conserve the natural base and the improve the living conditions of Colombians.

Although a solid institutional structure and environmental normativity is present, since the Political Constitution of 1991, these will be tested again in the face of the implementation of the Peace Agreements and the exacerbation of the post-conflict environmental challenges (CGR 2017). This will be seen in the context of a government that has questioned such agreements since the Plebiscite of October 2016.

The priority areas for implementation of peacebuilding actions in Colombia are areas of great importance and for environmental sensitivity. More than 90% of the municipalities with priority for peacebuilding historically have economies associated were predominantly made up of illegal activities (including cultivation of illicit crops) and where poverty is highly present, and at the same time these territories have some form of protection or regulation of their use, with up to 100% of their territory covered under these modalities

According to the National Registry of Protected Areas (RUNAP), a record number of 1,094 areas representing 30,923,668 hectares under some figure of protection was reached as of November 27, 2018. These include 59 Natural National Parks, and other national, regional, and civil society protected areas, which corresponds to the goals of the NDPs, as well as the country's international commitments related to the Convention on Biological Diversity and the Aichi Goals.

However, these figures are overshadowed by the concerning and accelerated increase in deforestation rates in the recent years: 124,035 hectares in 2015, 178,597 hectares in 2016, 219,973 hectares in 2017 (IDEAM 2018). Despite the negative expectations, the new government's reports 197,159 hectares deforested during 2018, and present this figure as the beginning of a new period and the main change in the trends⁴. The Early Deforestation Alerts (AT-D) detected for the National System of Protected Areas deserves special attention. In its most recent bulletin in the last quarter of 2018, AT-D reports that only two NNPs (Tinigua and Paramillo) concentrate almost 75% of these alerts with 154 and 128 AT-D patches, respectively. Also, there is an increase in areas of coca cultivation, from 54,000 hectares in 2015 to 146,000

⁴ IDEAM, 2019, Resultados Monitoreo de la Deforestación 2018

hectares in 2016, 171,000 hectares in 2017. It is expected to reach more than 180,000 hectares in 2018, despite the new government's initial efforts to reduce these areas of coca cultivation through a forced eradication strategy. As mentioned, it is important to note that these crops are in special management areas, which threaten the country's biological diversity.

Faced with this crisis, the new government is in the process of designing a new roadmap for crucial tools such as the Comprehensive National Program for the Substitution of Illicit Crops (PNIS) and the Integrated Strategy for Control of Deforestation and Forest Management, as well as the "forest bubbles" that have been formed as the main deforestation nuclei, in order to coordinate actions between the authorities of the environmental sector, defense, judicial and control agencies.

For these reasons, international cooperation constitutes a transitory alternative to close the financial and institutional capacity gap, to contribute to the national efforts addressing the new environmental challenges that the post-agreement entails, and to give continuity to successful experiences of territorial planning and ordinance at the subnational level with a new approach oriented towards the search for Green Growth alternatives.

It should be noted that upon the final agreement between the National Government and FARC to end the conflict and to construct stable and lasting peace that was signed at the end of 2016, 2017 was an exceptionally productive year. In 2017, there were issuance of norms to implement the agreements, and a good part of these were related to Point 1 of the Agreement on Integral Rural Reform⁵. These include the creation of the National Agricultural Innovation System (SNIA) and the strengthening of democratic participation mechanisms and five decree-laws: Colombia Peace Fund, Land Fund, to guarantee access to and formalization of land, Development Programs with a Territorial Approach (PDET), Comprehensive National Program for the Substitution of Illicit Crops (PNIS) and rural social housing, among others, which are being reviewed and will probably undergo modifications during the current government.

Although the full scope of the modifications promoted by the current administration in relation to the key issues of the Green Growth program is not yet fully known, the NDP 2018-2022 "Pact for Colombia/Pact for Equity" (*Pacto por Colombia/Pacto por la Equidad*), recently approved by the Congress of the Republic recognizes that Colombia presents a notable social change in this century, with a sharp fall in poverty from 49.7% in 2002 to 27% in 2017, and a sustained increase in the middle class, which has gone from 16.3% to 31.0% in the same period. However, there are still several factors and constraints that, if not addressed successfully, will compromise the continuity of social change and the possibility of achieving a country with greater equity and quality of life for all.

For this reason, the new NDP is organized around three major structural pacts that will make it possible to remove these obstacles and transform the conditions that make economic growth possible with sustainability and equity:

1. A pact for equity;
2. A pact for entrepreneurship and productivity (in which the objective oriented towards business transformation is highlighted: creativity, innovation and technology for productivity and territorial competitiveness, which recognizes that productivity is the main engine of sustained

⁵ The official document of the final peace agreement can be consulted at the following link:
<http://www.altocomisionadoparalapaz.gov.co/procesos-y-conversaciones/Documentos%20compartidos/24-11-2016NuevoAcuerdoFinal.pdf>

- growth in the global economy, since without increases in productivity the country's economic growth cannot be maintained in an inclusive and sustainable manner); and
3. A pact for legality.

In addition, 13 crosscutting pacts are formulated:

- Pact for sustainability, Producing Sustainably and Conserving while Producing, which defines the need to counteract the current dynamics of deforestation and degradation of ecosystems and articulate State actions to integrally manage the country's environmentally strategic areas, through the consolidation of SINAP, the management of socio-environmental conflicts, and the development of payment for environmental services (PES), among other actions.
- Pact for science, technology and innovation.
- Pact for transportation and logistics for competitiveness and regional integration.
- Pact for the digital transformation of Colombia.
- Pact for the quality and efficiency of public services.
- Pact for mining and energy resources for sustainable growth.
- Pact for the protection and promotion of our culture and development of the orange economy.
- Pact for the construction of peace, whose consolidation requires a period of stabilization that implies transformations in rural areas, especially those areas most affected by violence, through the implementation of the PDET and the social and productive development of territories affected by the presence of illicit crops.
- Pact for the equity of opportunities for ethnic groups, which seeks to generate differentiated actions that create conditions of equity in access to goods and services, especially collective territoriality, in order to advance in the realization of rights, and in general, to consolidate territorial governance to control deforestation, ecosystem degradation and biodiversity conservation.
- Pact for the inclusion of all persons with disabilities.
- Equity pact for women, especially to guarantee the inclusion of rural women in social and productive management processes, agricultural extension and income-generating enterprises, leading to equitable and sustainable rural development.
- Pact for effective public management, which includes the harmonization of planning for development and land-use planning, adopting the General Land-use Planning Policy and the regulation of intermediate-level land-use planning instruments.
- Pact for decentralization to connect territories, governments and populations.

The brief description in the previous paragraphs of the former government's NDP and the basis of the new NDP, in reference to the main outputs of the Green Growth Program, shows the convergence of the interests of the Colombian government and the interest of Norway's cooperation in supporting the consolidation of the peace process and sustainable development expressed in Norway's global international cooperation strategy, designed to promote economic development, democratization, the implementation of human rights, good governance and measures for poverty reduction and climate change mitigation and adaptation, among others⁶.

⁶ <https://www.regjeringen.no/en/topics/foreign-affairs/development-cooperation/id1159/>

2.2 Purpose of the Evaluation

The purpose of this independent evaluation is to assess the outcomes of GGGI's Colombia Green Growth Program under the Grant Agreement COL-17/0015 between Norway and GGGI, as well as identify areas of potential improvement and lessons learned that could lead to increased effectiveness in the context of continuity of the Program (Phase II).

Independent evaluations are carried out by external evaluators who have no previous links to the Project, and the GGGI's Colombia team (supported by the Impact Evaluation Unit in GGGI HQ) had the responsibility of overseeing it on behalf of Norway. For this role, MANCALA Consultores SL was selected to carry out this evaluation.

The independent evaluations aim to assess the continued relevance of an intervention and the progress made towards achieving its planned objectives. This evaluation provides an opportunity to make modifications to ensure the achievement of these objectives within the lifetime of the project. In addition, independent evaluations provide an opportunity to determine if the intervention is still coherent with the GGGI strategic objectives, if it is relevant and useful to the key stakeholders and is being conducted in an efficient manner according to GGGI standards and the agreed project document.

Additionally, independent evaluations are conducted to assess if the project design responds to the needs that were identified and to measure how well the project is being implemented to meet these needs. During this stage, the criteria of relevance and efficiency take precedence. In the case of final evaluations are conducted after completion of the project to determine the results and estimate the sustainability of prospects over time.

To achieve this purpose, it was formulated an Evaluation Matrix (which can be seen in Annex 1), including 13 specific evaluation questions for each of these criteria. The questions were formulated based on the initial consultation with the constituents, GGGI and representatives of the Norwegian government. These questions about the project should address the validity of the project design as well progress towards project objectives and goals.

2.3 Background of the Evaluation

2.3.1 *The Global Green Growth Institute*

The Global Green Growth Institute (GGGI) was initially launched as a think tank in 2010 and subsequently was converted into a treaty-based international organization from the Rio+20 Summit in 2012.

The GGGI was founded to support and promote the Green Growth paradigm, characterized by the search for balance among economic growth, environmental sustainability and social inclusion, through four priority areas that are considered essential to transform national economies: energy, water, land use and sustainable cities.

To achieve its objectives, GGGI supports the transition of its member countries towards a Green Growth model and works in favor of developing countries and emerging markets in order to design and implement programs that open new paths for sustainable economic growth. This will preferentially benefit the most vulnerable populations respect national economic development priorities and interests and fulfill its international commitments.

In that sense, the GGGI works as a neutral government advisor to achieve six strategic outcomes: 1. reduction of greenhouse gas (GHG) emissions, 2. creation of green jobs, improved access to sustainable services such as clean and affordable energy, sustainable public transport, 3. improved sanitation and sustainable waste management, 4. improved air quality, 5. preservation of ecosystem services and 6. better adaptation to climate change. The institute carries out several roles: it engages with its partners to provide assessments of the socio-economic and sectoral potential and impact of green growth, experiments, develops and applies practical tools and case studies, develops national, sub-national or sectoral green growth plans, assesses and designs legal and institutional frameworks, provides financial and investment analyses that take into account both investment requirements and potential sources, and develops investment plans and frameworks in economic sectors and sub-sectors.

Given its relevance, technical quality and support to developing countries, as well as its participation in relevant global processes, in just a few years the GGGI has been recognized and incorporated as an observer in different international agreements and organizations such as the United Nations General Assembly, the United Nations Framework on Climate Change Convention (UNFCCC), the Green Climate Fund, the Alliance for Inclusive Green Growth, the World Commission on Economy and Climate, as well as the Knowledge Platform on Green Growth, among others.

2.3.2 *The Global Green Growth Institute in Colombia*

In the case of Colombia, the GGGI has been in the country since 2013, with an initial focus around the Amazon basin along with other countries, such as Brazil and Peru. Subsequently, the Colombian Country Planning Framework 2016-2020 was formulated, which establishes the institute's roadmap to support the Colombian government in achieving its Green Growth objectives, aligned with GGGI Refreshed Strategic Plan for 2015-2020: Accelerating the Transition to a New Model of Growth.

With support from the GGGI, the Government of Colombia (GoC) adopted Green Growth as a cross-cutting and enveloping strategy of its NDP 2014-2018, "All for a New Country" (*Todos por un nuevo País*), with its aspiration to become a member of the OECD. The plan determined the development of a long-term policy in line with the Sustainable Development Goals (SDGs), which involve, among others, sustainable use of land and the protection of forests, which provided different opportunities for collaboration and consolidation of the role of GGGI in Colombia.

2.3.3 *The Global Green Growth Institute Program Funded by Norway*

In this context and given the growing involvement of the Government of Norway (GoN) in supporting Colombia's efforts to change its focus on growth and peacebuilding, it was proposed to implement the GoN-GGGI Green Growth Program for Colombia (PCVC). This was scheduled to last for five years, of which the first phase is the subject of this evaluation. The expected impact of the PCVC is a greater capacity to integrate Green Growth objectives into development planning and investments in priority sectors that are highly susceptible to increased degradation of natural resources and loss of forest cover.

To achieve this, the program proposed two main outcomes: 1. Strengthen the regulatory and public budget framework that facilitates and promotes the transition to long-term Green Growth in articulation with the peacebuilding agenda and sectoral and subnational priorities. 2. The Amazon Vision and Joint Declaration of Intent (JDI) programs' increase in investments for high-value key projects to promote Green Growth through more efficient use of natural resources and

protection of forests, helping to reach national targets for reducing GHG emissions from forest degradation and deforestation.

Recently, on May 24, 2019, the President of the Republic enacted Law 1954, which approves the Agreement for the Establishment of the Global Institute for Green Growth, which was signed in Rio de Janeiro on June 20, 2012. This recognized the Institute as an international organization, and enabled its presence in Colombia, and eventually incorporated the country as a member of GGGI. This opens new possibilities for the operation of GGGI in Colombia and a more efficient execution of its activities by achieving the status, privileges and immunities corresponding to an international organization, and allowing the contracting out of goods and services directly into Colombia, among other things.

PART III

GENERAL DESCRIPTION

OF THE INITIATIVES



3 INITIATIVES/PROGRAMS SUPPORTED BY GGGI PROGRAM

3.1 Green Growth Approach (Program Outcome 1: Output 1 & Output 2)

Colombia began the process of adopting a Green Growth model based on the adherence to the Declaration made by the OECD. The OECD adopted this Declaration on June 25th, 2009 during the Council Meeting that had ministerial representation, the Green Growth Declaration. The signatories' parties considered that economic recovery and socially and environmentally sustainable economic growth were key challenges that all countries were facing. On the other hand, the Declaration makes reference to the fact that the OECD could also contribute with policy analysis, as well as identify good practices and assist countries in their efforts to respond to a demand for policies that promote Green Growth, by working with countries in developing measures that allow building more sustainable economies.

Taking into consideration the information above, it was agreed by the Declaration, to strengthen efforts to move towards strategies in response to the crisis, considering that Green Growth can go hand by hand and can encourage green investment and sustainable management of natural resources.

Therefore, Colombia identified the opportunity to discuss public policy issues in a multilateral context and adopted the best practices of OECD members. Furthermore, Colombia expressed its interest in initiating the process to be a member of the organization by starting formal dialogues in 2013. However, apart from the demonstration of interest in adopting best practices during the 2012 OECD Forum, the country had already adhered to the Green Growth Declaration, which initiated the challenge to advance in the development of a strategy of Green Growth in Colombia⁷.

With this purpose and with the support of the GGGI, which was working in the country since 2013 under the leadership of DNP, the inclusion of Green Growth as a comprehensive strategy of the DNP 2014-2018 "All for a New Country" (*Todos por un Nuevo País*) (Figure 2) was initiated in 2014. As a result, the National Development Plan 2014-2018, , included guidelines for adopting green value-added practices for all sectors as a cross-cutting issue, in order to frame the development of the country by economic, social and environmentally sustainable growth⁸.

⁷ Green Growth as defined by the OECD "means fostering economic growth and development, while ensuring that natural assets continue to provide the resources and environmental services on which our well-being relies".

⁸ DNP. 2015. National Development Plan 2014-2018 "Todos por un nuevo país". Chapter IX. Green Growth

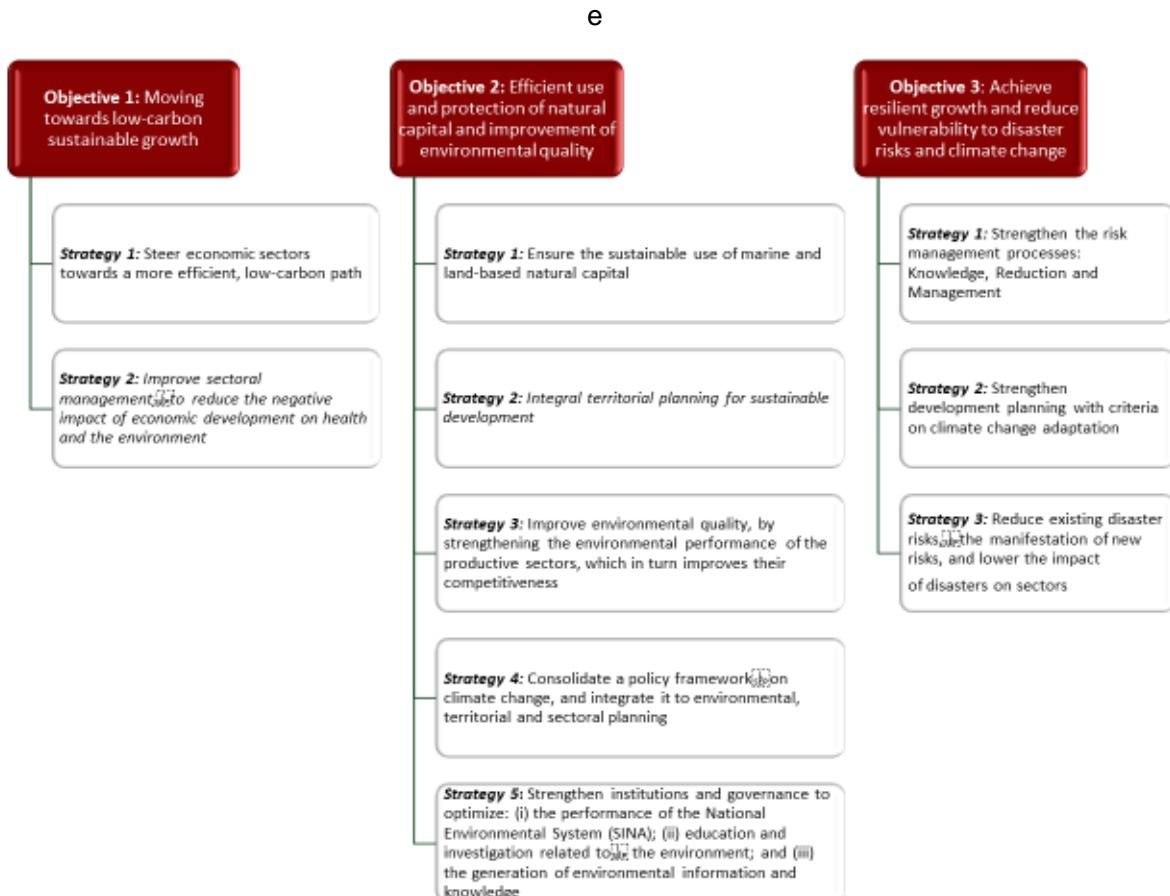


Figure 2 - Objectives and Strategies in the Green Growth Strategy Included in the NDP 2014-2018

To achieve this vision of Green Growth, three objectives were defined that would allow the country to move towards the proposed pathway: 1. Move towards sustainable and low-carbon growth, 2. Protect and ensure the sustainable use of natural capital and improve environmental quality and governance, and 3. Achieve resilient growth and reduce vulnerability to disaster risks and climate change.

Colombia prioritizes its efforts based on a model based on these objectives, which allows to carry out productive processes with greater efficiency in the use of resources, less impacts on the environment and greater resilience in the face of a changing climate. The National Government, DNP, Ministry of Environment and Sustainable Development, as well as the participation of ministries, formulated Law 1753 of 2015 article 170, which was enacted to promote a long-term Green Growth Policy with defined objectives and goals focused on sustainable economic growth.

With this commitment and the need to harmonize the challenges of public policy in economic and environmental matters, the DNP created the Green Growth Task Force. The objective of this Task Force was to prepare technical inputs for the formulation of the long-term Green Growth Policy, to move towards productive and social transformations aimed at improving environmental sustainability by 2030 in Colombia⁹.

9 DNP. 2018. Colombia hacia el crecimiento verde.



The Task Force began in November 2015 and ended in May 2018. During this period three phases were developed: 1. Preparation and diagnosis, where, among others, the Green Growth Potential Assessment was carried out based on the methodology adopted by GGGI; 2. Elaboration of the road map for Green Growth; and 3. Adoption of the Green Growth Policy. The mission was supported by multiple partners such as the Global Green Growth Institute (GGGI), the French Cooperation Agency (AFD), UN Environment, the World Bank, the Embassy of the United Kingdom, the Development Bank of Germany (KfW), the Inter-American Development Bank (IDB), the European Union, the Climate and Development Alliance (CDKN) and *Fondo Acción*, among others. Likewise, a Strategic Advisory Committee was created to provide the Task Force with technical advice and conceptualization of key issues of green growth, related to diagnoses, opportunities, policy proposals, and institutional, regulatory and technical arrangements. This Committee consisted on national and international thematic experts that contributed to the discussions and generated concepts and recommendations within the framework of the Task Force results.

Through the Task Force, technical studies were conducted to determine Colombia's performance in different dimensions such as the efficient use of resources for economic growth, the preservation of natural capital, resilience to climate change, and socially inclusive growth. Subsequently, based on the areas of identified low performance, it deepened the formulation of actions that will advance in a pathway of Green Growth.

With the inputs developed by the Task Force, the document CONPES 3934 containing the Green Growth Policy was formulated and finally approved on July 10th, 2018. This Policy has the objective of boosting by 2030 the increase of productivity and the economic competitiveness of the country, while ensuring the sustainable use of natural capital and social inclusion, in a manner compatible with the climate. The above is proposed to be developed through the following:

1. Generate conditions that promote new economic opportunities based on the wealth of natural capital.
2. Strengthen the mechanisms and instruments to optimize the use of natural resources and energy in production and consumption.
3. Develop guidelines to build human capital for Green Growth.
4. Strengthen capacities in Science, Technology and Innovation (CTI) for Green Growth.
5. Improve inter-institutional coordination, information management and financing for the implementation of the Green Growth Policy in the long term.

Since the CONPES was approved in July 2018, the implementation is intended until 2030. Given that Duque's government took office in August 2018, there is a challenge for the generation and inclusion of the CONPES goals in the NDP 2018-2022. The DNP, with the support of GGGI, submitted a proposal for integrating the goals and indicators of the CONPES 3934 in the new roadmap of the Government.

In the new NDP (2018-2022) is included a specific chapter entitled "Pact for Sustainability", as a cross-cutting agenda for development. It is structured in four strategic points that include the concept of Green Growth with the objective of achieving a balance between conservation and production under the principle of "Producing Sustainably and Conserving while Producing, as shown:



1. Sectors committed to sustainability and climate change mitigation;
2. Biodiversity and natural wealth: Nation's strategic assets;
3. Colombia resilient: knowledge and prevention for disaster risk management and adaptation to climate change, and;
4. Modern environmental institutions, social appropriation of biodiversity and effective management of socio-environmental conflicts.

Under this chapter was included most of the goals related to the CONPES document. Green Growth is a development model, and other models related to energy were integrated in the sectoral chapters.

With this advance at the national level, it is worth to mention that there is a need to integrate Green Growth as a development concept at the territorial level. For this, under the GGGI Program, it was defined working with three departments as a subnational output. They were selected based on multiple criteria, selecting as a pilot Antioquia, Meta and Nariño for starting a process of capacity building through workshops, a development assessment based on the Green Growth Potential Assessment made at national level, and finally formulating a bankable project to advance in implementation.

3.2 Sustainable Forest Management (Program Outcome 2: Output 1 & Output 2)

These outputs recognize the benefits of tropical forests to the planet and people by its functions by regulating climate and water and providing food and fuels. Furthermore, tropical forests make up carbon stocks that must be protected to reduce the negative effects of climate change.

To support the GoC in the management of tropical forests, the "Joint Declaration of Intent" (JDI), among the governments of the Republic of Colombia, the United Kingdom of Great Britain and Northern Ireland, was signed during the COP 21 of the UNFCCC. This was in aims for Great Britain and Northern Ireland, the Kingdom of Norway and the Federal Republic of Germany, to cooperate in the reduction of GHG emissions from deforestation, forest degradation (REDD +) and promote sustainable development in Colombia. This would contribute to the goal of the 2014-2018 NDP to reduce deforestation to 90,000 hectares/year by 2018.

The purpose of the JDI was to contribute to the significant reduction of GHG emissions from deforestation and forest degradation in Colombia framed in the 2014 and 2018, the NDP goals were: to reduce annual deforestation in Colombia to 90,000 hectares or less by 2018, achieve net zero deforestation in the Colombian Amazon by 2020, have at least 210,000 additional hectares in restoration processes between 2015 and 2018, restore additional 200,000 hectares by 2020, and strive to end the loss of natural forest by the year 2030.

The JDI involves a payment mechanism according to the national level, Modality I for compliance with milestones and Modality II for compliance with specific goals of reducing deforestation and restoring degraded lands, effectively monitored and verified. In this regard, it was also expected to contribute to the sustainable development of rural sectors and

communities, support the transition towards low-carbon steady rural development and promote zero deforestation in the productive chains of raw materials in Colombia.

The JDI defines two modes of operation:

1. Modality I: Contribution to the Design and Implementation of Policies

Modality I include the following:

- Strengthening the monitoring, reporting and verification processes
- Publishing the forest carbon map based on the national forest inventory,
- Control The national forest reference emissions level for REDD +, REDD + safeguards,
- Defining the financial mechanism and general policies that guide national actions to reduce deforestation and promote low-carbon sustainable development
- Defining economic and financial instruments to encourage conservation of forests,
- Providing incentives for the legal and sustainable use of forest products and improve forest governance
- Strengthening environmental authorities and research institutes, actions of protected areas, restoration, agriculture, livestock and work with ethnic groups.

2. Modality II: Contribution to Reduce Nationwide Verified Emissions

To achieve this each country determined the following

- Colombia: Will contribute the alliance with staff, in-kind contributions and budgetary allocations to implement the Green Growth Policy.
- Norway: Will contribute in both modalities:
 - Modality I: Norway will contribute up to NOK 300 millions, based on an annual report. The resources can only be used in the implementation of Modality I.
 - Modality II: Norway will contribute up to NOK 1,100 million each year until 2020.
 - Germany: The country will contribute a total of 10.5 million Euros with the goal of reduction of emissions associated with the reduction of deforestation. Germany will contribute to the technical cooperation of REM, with 1.5 million Euros, as well as to the REM program with 8 million Euros.
 - United Kingdom (Great Britain and Northern Ireland): UK will contribute through the World Bank's Biocarbon Fund Initiative for the sustainable development of the forest landscape. It will pay a total of 30.4 million GBP based on the results of reducing emissions by reducing deforestation in the Amazon biome.

These resources are operated by the Inter-American Development Bank (IDB) as part of the *Fondo Colombia Sostenible* (FCS) (Figure 3). The institutional communication strategy to

manage resources based on sustainable development in conflict-affected areas (*Fondo Colombia en Paz*)

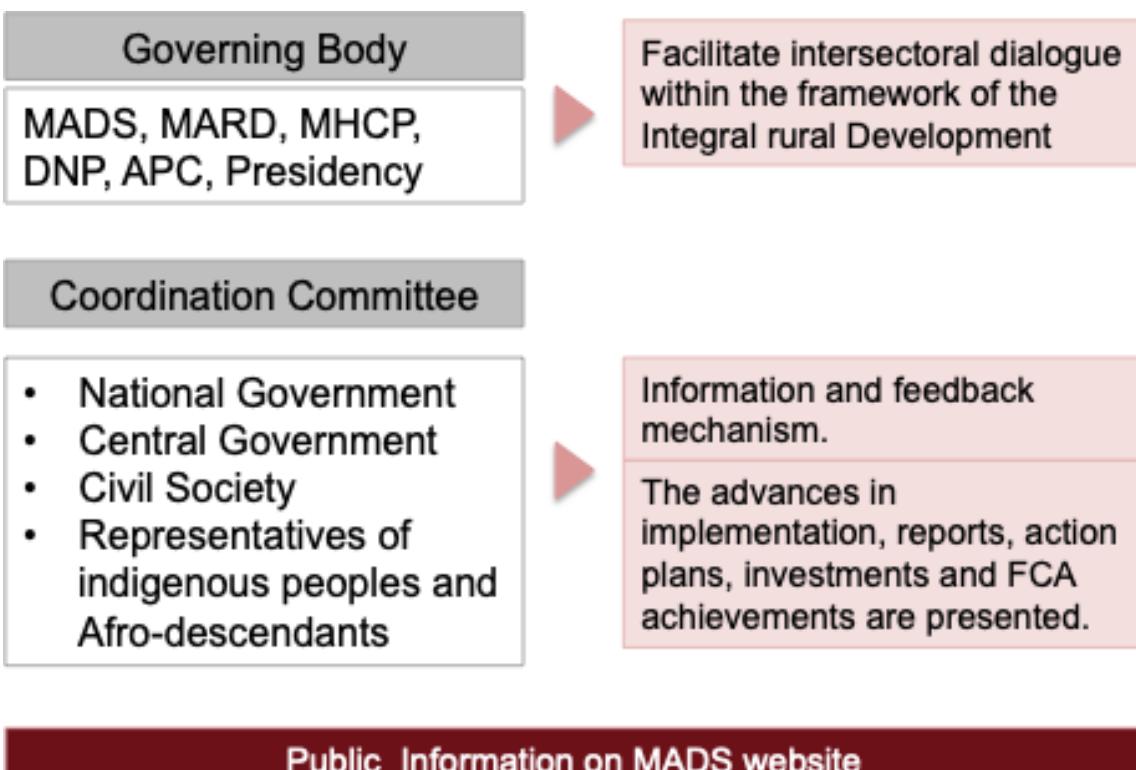


Figure 3 - Organizational structure of the FCS for the JDI

Source: Prepared by the authors based on "Reportes de cumplimiento de hitos bajo la modalidad 1 de la DCI sobre REDD+ y Desarrollo Sostenible", 2017 y 2018.

The resources are directed to do the following, 1. Increase the productivity of the livestock sector and establish a package of measures to reverse the expansion of lands with pastures; 2. Strengthen national policies to counteract illicit activities such as illicit crops, illegal logging and mining, which are the main causes of deforestation; 3. Declare 2.5 million hectares as new protected areas; 4. Establish a public-private coalition of companies committed to ambitious deforestation policies; and 5. Develop programs for the conservation and restoration of ecosystems in indigenous territories, taking into account traditional systems of land use planning.

The government of Norway disbursed 10 million USD on June 6, 2017 and its execution depends on the administrative capacity of the FSC to implement those resources. Moreover, it has been developed with national resources or articulated with other cooperation associated with the reduction of deforestation and emissions.

The resources that the Colombian government receives from the Official Development Assistance, which comprises of financial support from the governments of Germany, Norway and the United Kingdom, includes a total of nearly 100 million dollars to support the REM Program (REDD + for Early Movers). the REM Program is a mechanism administered by the German Development Bank (KfW) and has a higher objective and a goal. That objective has six expected results, and those results constitute five pillars of work (Figure 3).

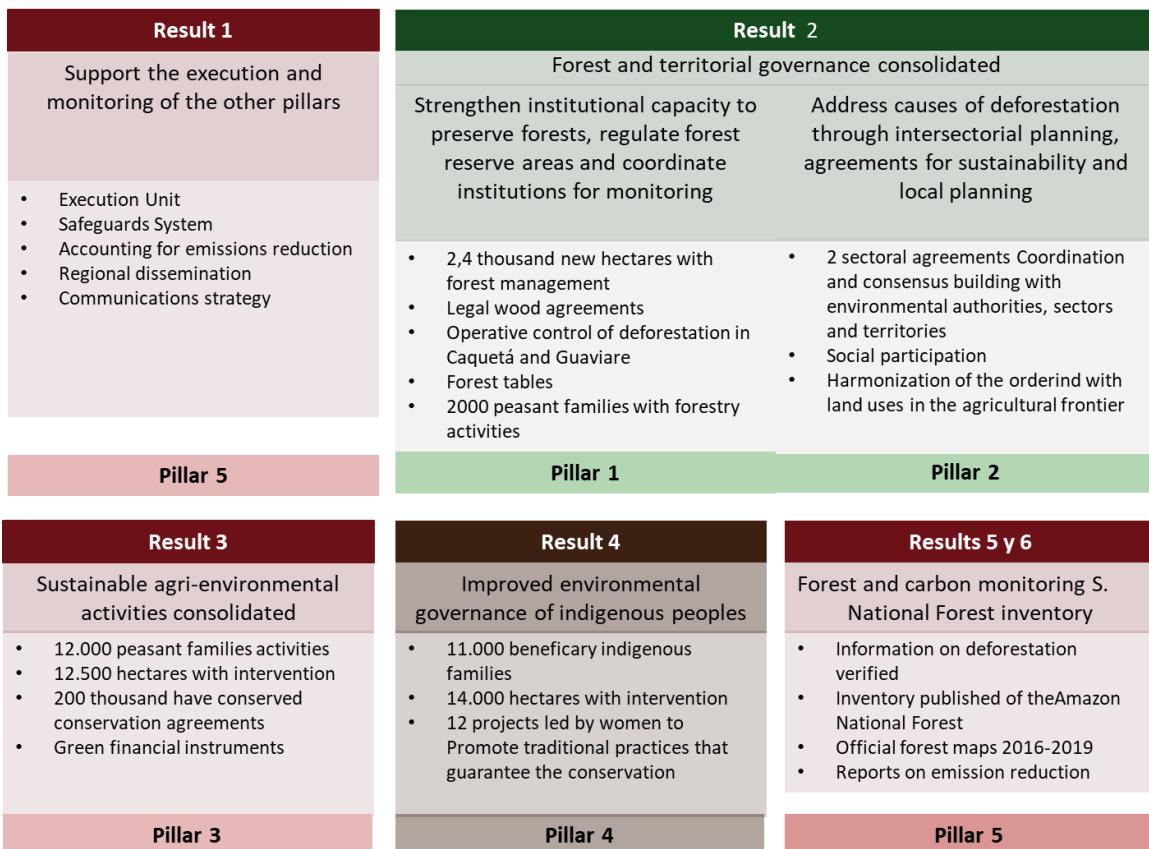


Figure 4 - Organizational Structure of Amazon Vision

The method of the payment's operation is “stock and flow,”, which is explained below.

- Stock: Maintain or increase carbon stocks in forests
- Flow: Create incentives for activities that reduce deforestation.

60% of the resources will be earmarked to directly benefit actors at the local level and the remaining 40% to implement actions or enable policies aimed to reduce deforestation, the operation of the REM Program, the national safeguards information system and monitoring system, as well as the REDD+ registry and its sustainability.

The REM Program will be operated according the following planning documents: Global Work Plan (PTG) and Investment Plans for Disbursements (PID) that are based on the PTG and are formulated in the first quarter of each year.

The payments are granted for reducing GHG emissions generated by the reduction of gross deforestation to a value of five dollars per Ton of CO₂ eq. The reductions should happen from 2013 to 2017, and payments would be made effective from 2016 to 2021. The funds will be invested in contributing to reduce deforestation in the Amazon through the Vision Amazon Program.

The Governance of the Program is comprised of the following:

- I. MADS: Responsible for the general direction, technical execution and the participation of national, regional and local authorities.

- II. Program Execution Unit: Responsible for planning the activities of the Program, monitoring and evaluation.
- III. *Fondo Patrimonio Natural*: Recipient of the resources and is responsible for financial and procurement management.

The Program has two teams, the key team and an operational team. In addition, there is an international consultancy that provides general and specialized advice to the Program team, integrated by the main advisor and two national consultants.

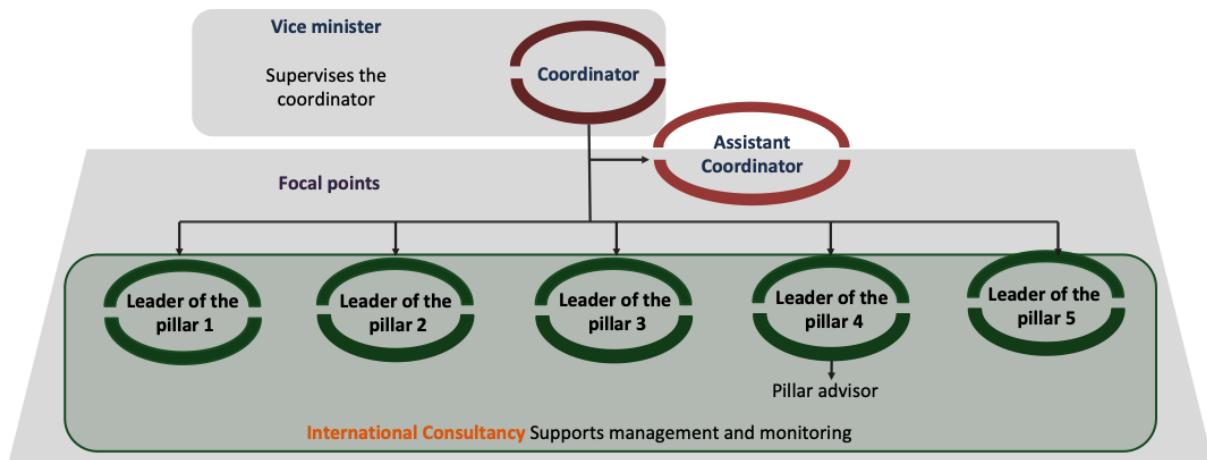


Figure 5 - Organizational Structure of the Amazon Vision

The purpose of the Program is to reduce GHG emissions from deforestation at the subnational Amazon region and increase economic opportunities on extractive exploitation of the region's natural resources.

3.3 Peace Agreement and Peacebuilding (Program Outcome 2: Output 3)

At the end of the 1990s, Colombia was considered by many analysts to be a practically failed state. Guerrillas, paramilitaries and drug trafficking groups disputed the state's monopoly on the use of arms and controlled large tracts of national territory.

In 2001, the homicide rate was 61 per 100,000 inhabitants¹⁰, one of the highest in the world. 659,611 people were forcibly displaced, bringing the national total to 2.6 million displaced people, and 2,917 kidnappings were recorded.

In 2002, a process of transforming the country began with the implementation of the so-called "democratic security policy." According to official texts, the aim of this policy was "to strengthen and guarantee the rule of law throughout the country by strengthening democratic authority: the free exercise of the authority of institutions, the rule of law and the active participation of citizens in matters of common interest."¹¹"

The first phase of this policy was between 2002 and 2010 and led by the government of President Álvaro Uribe Vélez. This marked an increase in the capacity to provide security

¹⁰ The numbers of homicides and kidnappings come from the last document of " Achievements of the Defense and Security Policy " of the Ministry of National Defense, March 2018. That of displaced persons comes from the Single Registry of Victims (RUV) of the Unit for Integral Attention and Reparation to Victims -linked to the Presidency of the Republic-, an institution created in January 2012, starting from Law 1448. The figures cited below come from the same sources.

¹¹ Presidencia de la República de Colombia, Ministerio de Defensa nacional. "Política de Defensa y Seguridad Democrática". The document can be downloaded in the next link: <https://www.oas.org/csh/spanish/documentos/Colombia.pdf>

throughout the territory by strengthening the security forces with the resources of Plan Colombia negotiated with the United States government.

In 2009, the homicide rate was 35 per 100,000 inhabitants, 252,380 people were forcibly displaced that year and 213 kidnappings were recorded. Despite the reduction in most indicators of violence, these rates remained high compared to other countries in the region, and the guerrilla, Revolutionary Armed Forces of Colombia (FARC) continued to exist. As a result, the State, although it had made significant progress in security, was still unable to have an integrated presence in rural territories that would collect taxes, administer justice and provide basic public services such as water, electricity and tertiary or rural routes to access health and education.

The second phase of this transformation, which was between 2010 and 2018 and led by the government of President Juan Manuel Santos, sought to take advantage of improved security conditions to achieve the end of the FARC as an armed group.

The change in the correlation of forces allowed President Santos to begin a process of talks that concluded in the signing of the Peace Agreement with FARC in 2016. As a result, 13,049 members¹² of that guerrilla demobilized and made the transition to legality by surrendering 8,994 weapons¹³ to the United Nations indefinitely and beginning the path of their reintegration to civilian life. This was a transformation from an armed group to a political movement within the framework of democracy.

By 2017, the homicide rate was 22 per 100,000 inhabitants, 80,245 people were forcibly displaced and 193 were kidnapped.

This sixteen-year period made it possible to strengthen security and put an end to the armed confrontation. The Final Peace Agreement¹⁴ between the Government of Juan Manuel Santos and the FARC-EP proposed a road map to consolidate the integral presence of the State and in the territory. This was to overcome the lack of opportunities for the inhabitants of the countryside, combat the presence of illegal economies in the territories, reduce the high levels of victimization of broad sectors of Colombian society and enable a greater degree of participation of many citizens in the public debate. Solving these problems and satisfying the rights of victims in the best possible way, according to the Final Agreement, will allow breaking the historical cycles of violence that have afflicted Colombia for decades.

It took five years to reach that three-hundred and ten-page agreement, which condenses the proposal on how to consolidate the integral presence of the State in the territory. From the end of 2016 the implementation of these agreements began, which are expressed in issues such as: 1) integral rural development, 2) political participation, 3) the end of the conflict, 4) the solution to the problem of illicit drugs, 5) the Integral System of Truth, Justice, Reparation and Non-Repetition, and 6) the implementation, verification and endorsement. These challenges imply a transformation of the territory, a new way of building coexistence in the country and

¹² These are the numbers of persons accredited by the Office of the High Commissioner for Peace as at 10 August 2018.

¹³ On 22 September 2017, the United Nations mission concluded its work on the FARC weapons disposal process. In total, it disabled 8994 weapons. Disaggregated information can be found at:

<http://www.altocomisionadoparalapaz.gov.co/Prensa/Paginas/2017/Septiembre/onu-finaliza-dejacion-armas-entrega-cifras-consolidadas-armamento-recibido-inhabilitado.aspx>

¹⁴ The official document of the final peace agreement can be consulted at the following link: <http://www.altocomisionadoparalapaz.gov.co/procesos-y-conversaciones/Documentos%20compartidos/24-11-2016NuevoAcuerdoFinal.pdf>

an institutional structure attuned to that task.

In this regard, 2017 was an exceptionally prolific year in the issuance of rules aimed at implementing the agreements, and much of these related to Point 1 of the Agreement on Comprehensive Rural Reform: three legislative acts that sought to give stability and legal security to the peace agreements and five decree-laws (Colombia Fund for Peace, Access and Formalization and the Land Fund, Development Programs with a Territorial Approach or PDET, Comprehensive National Program for the Substitution of Crops for Illicit Use or PNIS, and rural social housing), among others.

The second presidential term of Juan Manuel Santos proposed through the National Development Plan 2014 – 2018, "All for a New Country," three main objectives:

1. Strengthen the peacebuilding process and guarantee its sustainability to allow the country and its citizens to reach their full potential as a nation;
2. Integrate the territory and its communities to contribute to the closing of population and social gaps by strengthening inclusion and access to public goods, social services and information; and
3. Reduce social and territorial inequalities between urban and rural areas, through the integral development of the countryside as a guarantee for equal opportunities.

To achieve this, the cross-cutting strategies of Competitiveness and Strategic Infrastructure, Social Mobility, Field Transformation, Security, Justice and Democracy for Peacebuilding, and Good Governance were established. They also included a comprehensive Green Growth strategy that encourages all sectors to adopt green practices that generate added value, so that growth is economically, socially and environmentally sustainable.

In turn, the cross-cutting strategy for Field Transformation sets five objectives: i) To organize rural territory by helping agricultural producers to access land no land and to organize efficient land use and legal security over property rights under a Green Growth approach; ii) To close urban-rural gaps and lay the foundations for social mobility through the provision of public goods and social services that support human development of the rural population; iii) To accelerate reducing poverty and build the rural middle class through a commitment of productive inclusion for peasants; iv) Promote rural competitiveness through the provision of sectoral goods and services that make agricultural activities a source of income for rural producers, and v) Have a comprehensive and multisectoral institutional arrangement that has a territorial presence in accordance with the needs of rural inhabitants and the attributes of the territory and to fill the gaps in welfare and development opportunities among rural regions.

As part of this effort, the National Land Agency (ANT) was created at the end of 2015 in order to formalize land ownership along with the Agency for Land Renewal (ART), which prioritizes land adequacy and finally, the Rural Development Agency (ADR). Also, the multi-donor cooperation funds were formed which support rural development based on the recommendations of the Rural Mission (DNP 2015) and the OECD (2015).

Under the leadership of ART in 2018, the country should have prepared the 16 Development Programs with a Territorial Approach (PDET). The creation of PDET was contemplated in the peace agreements with the FARC and are aimed at 170 municipalities historically impacted



by the armed conflict.

The concept of rural development with a territorial approach is the result of the analytical and conceptual evolution of rural development and the lessons learned from its implementation by governments, including the European Union and its member countries, as well as international development agencies. This places special emphasis on decentralization processes and the active participation of the various economic and social actors, and communities in general, in the spaces of planning, design, implementation and evaluation of public policies at the territorial level.

In order to reach this end, it is considered necessary to promote and strengthen, in rural areas, associativity, social capital, the empowerment of the population (in particular small producers -family agriculture- and the poorest groups), and local and territorial governance, to improve the well-being of the rural population and close the gap between the countryside and the city. In this sense, one of the international commitments of the Colombian State embodied in the SDG indicators, and incorporated in CONPES 3918¹⁵ (DNP 2018), seeks to close the urban-rural extreme poverty gap, going from 3.7 in 2015 to 2.6 in 2030.

The PDET is therefore conceived as an instrument that contributes to the fundamental purpose of achieving a peaceful Colombia. The priority areas for the implementation of peacebuilding actions are areas of great importance and social and environmental sensitivity. More than 90% of the prioritized municipalities are characterized by economies associated with illegal activities (including cultivating illicit crops), high levels of forest deforestation, and in recent years, increasing rates of deforestation, and high levels of poverty, especially in peasant, indigenous and Afro-Colombian communities.

As pointed out in the previous paragraphs, the implementation of this type of approach entails the creation or consolidation of territorial capacities in economic, social, institutional and environmental matters, which implies that the participation of communities is considered a fundamental element for the development of rural territories.

Of particular importance is the strengthening of capacities to formulate plans, programs and projects at territorial level, as well as the strengthening of the economic, financial and administrative capacities of regional and local authorities to implement them.

Considering the need to develop these capacities and within the framework of the Sustainable Integrated Rural Development Strategy (DRIS¹⁶), the High Council for Post-Conflict, created to comply with implementing the Peace Accords, requests international cooperation support and assistance. This gives rise to the agreement between the ACPC and GGGI for the implementation of output 2.3 of the GGP.

This agreement established the following products as the responsibility of GGP:

- Propose a methodological framework for the integration of Green Growth and low deforestation objectives with the Sustainable Integrated Rural Development Strategy

¹⁵ DNP, Document CONPES 3918, "Strategy for the Implementation of Sustainable Development Objectives (SDG) in Colombia".

¹⁶ The Sustainable Integrated Rural Development Strategy (DRIS) is structured around four axes: (i) Environmental Land Management; (ii) Sustainable Productive Initiatives; (iii) reconversion of illegal economies; (iv) normative instruments and resource management.

(DRIS).

- 16 Regional Workshops to structure projects of productive chains and business rounds.
- Four Projects ready to present to Sustainable Colombia.
- Hiring a consultant for two years to support the implementation of the DRIS Strategy and its articulation with the low-carbon development and deforestation reduction programs of the Colombian government.



PART IV FINDINGS



4 FINDINGS

This section presents the findings of the evaluation for each of the outcomes and outputs, organized according to the Key Evaluation Questions listed in Annex 1, which has been divided using the DAC criteria: Relevance, Effectiveness, Efficiency, Sustainability, and Cross-cutting.

4.1 Results: Outcome 1: Strengthened enabling policy and public budgeting framework for growth adopted by government entities

4.1.1 Output 1. Long-term Green Growth Policy submitted to CONPES for approval

4.1.1.1 Relevance:

Question 1.1: Has the program responded to the key needs and priorities of the Government of Colombia and NICFI, as originally identified in the proposal?

Colombia's interest to be a part of the OECD and during its process to do so concluded in developing a series of evaluations carried out by internal committees of the Organization. It implied for the country legislative reforms that would allow the alignment of the policies, practices and regulations with the standards and good practices of the OECD in terms of labor, commercial, judicial system, chemical products, waste management, among others.

OECD considers Colombia as one of the largest economies in Latin America, and recognized that once the Peace Agreement was signed, the country would seek to generate opportunities that implied overcoming structural challenges, as well as being able to benefit from trade and increase productivity. This implies a renewed policy approach that prioritizes the regional potential and a way the country proposes to leverage itself in international learning to promote global value chains and transform production and development¹⁷.

The Green Growth Declaration had been signed within the framework of the OECD, and is viewed as a practical and flexible approach that seeks to achieve tangible and measurable progress in the economic and environmental pillars, while generating social consequences of economic growth, and keeping in mind that the green growth approach is to ensure that natural assets can offer economic potential on a sustainable basis¹⁸.

Thus, the country, led by the DNP, required to move forward with this goal to include Green Growth as a development model in the NDP 2014-2018. However, it was a new concept for the country and it was necessary to have support from GGGI to better understand this strategy. This became the path to formulate the NDP 2014-2018 and subsequently the Growth Green Policy as a long-term strategy, which ultimately became one of Colombia's commitments with adherence to the Declaration.

¹⁷ <https://www.oecd.org/countries/colombia/production-transformation-policy-review-of-colombia-9789264312289-en.htm>

¹⁸ OECD, 2011. Tools for delivering on Green Growth



With respect to Green Growth, it was possible to identify that GGGI was a key actor for the DNP. The DNP supported and was heavily involved since the beginning as a cooperation organization, to define the methodology with the first studies and finally with the generation of the Green Growth Task Force and the formulation of the Policy.

Taking into account of the aforementioned, the Green Growth Task Force, which developed the inputs for the formulation of the policy, had the support of multiple cooperation agencies, where GGGI played a fundamental role, supporting, through delivering technical inputs and financing, among others, the Director and working team of the DNP that contributed successfully in a technical, operational and logistic manner. Likewise, the Task Force had prioritized the development of 10 studies (consultancies) that provided the technical inputs for the formulation of the CONPES document, two of which were financed by GGGI¹⁹. This allowed to successfully reach the expected result within the framework of the Program, and end with the approval of CONPES 3934 on July 10, 2018.

This is how this evaluation found that both the advisors and the studies supported by GGGI responded to the needs of the country, which allowed developing and guiding the model, both to incorporate it in the PND of that time, and through the generation of key inputs for the policy currently in force and in its implementation phase.

It is important to highlight that the work for output 1.1, as mentioned by some of the interviewees, was coordinated between GGGI and the DNP, as leader of the Task Force and the formulation of the Policy. The terms of reference for hiring the consultancies executed through the support of GGGI, were agreed between the two institutions through transparent processes, satisfying both parties, achieving timely and high-quality results. Both the contractual process and the execution were carried out under the leadership of a team appointed by the DNP from the technical secretariat of the Task Force²⁰.

It is worth noting that the role of GGGI in the Green Growth output started with the methodology developed for a Green Growth Potential Assessment. This, combined with the opportunities for exchanging experiences, strengthened the inputs for the development of the policy. Within the framework of the Task Force, as well as a visit to Seoul, Korea, and to Paris, France, allowed an opportunity to bring lessons learned and identify opportunities for the country in topics such as institutional arrangements, diversification of the energy basket, strengthening of the strategy of energy efficiency, urbanism and sustainable construction and economic instruments, among others²¹.

Based on the above, it can be said that GGGI's support within the framework of the program was carried out in agreement and in totally coordination with the Government of Colombia and Norway as initially defined in the proposal for compliance with output 1.1²².

¹⁹ 1) Forest economy studies and 2) Land productivity, developed in the framework of the Green Growth Taskforce in Colombia by ONF Andina and the CIAT, respectively.

²⁰ <https://www.dnp.gov.co/Crecimiento-Verde/Paginas/Misi%C3%B3n-de-crecimiento-verde.aspx>, esquema operativo de la Misión de Crecimiento Verde

²¹ 2017. DNP. Main lessons learned for the Exchange with Korea. Green Growth Task Force.

²² Evaluation question: Has the program responded to the key needs and priorities of the Government of Colombia and NICFI, as originally identified in the proposal?

Question 1.2: Have there been any significant changes to these priorities that the program should adjust to, either now or in the future?

Considering that the approval of CONPES was during the end of Santo's administration and it began its implementation phase with the incoming government, the challenge was to maintain the Green Growth model as part of the new NDP 2018-2022.

According to the interviewees and once the answers were crossed with the NDP 2018-2022²³ approved in May of this year, it can be identified that the NDP, as a roadmap for the new government, has maintained the model and some goals of the CONPES 3934 are reflected in the current NDP, as an advance that will be carried out during the current period of government towards the fulfillment of the goals in 2030.

Although the CONPES 3934 is recognized and several goals are included in the NDP 2018-2022, it is relevant to note that the new government has defined a different approach and priorities. However, for the DNP it is still relevant under the implementation of the CONPES. For the second phase of the program, it is fundamental to consider that the new government does not explicitly refer to Green Growth, but as model defined in the Pact for Sustainability as "Producing Sustainably and Conserving while Producing." In result, this change did not affect the indicators on this output, since the indicators, as were planned were achieved in the first year of implementation of the program.

Finally, considering that the CONPES has an implementation period until 2030, for a later phase of the program and based on the successful experience of working with the national government, it is advisable to continue supporting the central level. However, there is a need to bring the model as it has been done with the pilot departments, to other departments, as well as to the municipalities that can incorporate it into their 2020-2023 Development Plans. Moreover, in January 2020 the elected governors and mayors will begin their terms with the formulation of their territorial development plans where it will be fundamental to include the concept of Green Growth in order to advance towards the fulfillment of the goals of CONPES 3934 and towards the pathway of Green Growth.

4.1.1.2 Effectiveness:

Question 2.1: Have the program outputs been delivered as intended? Or if they are not yet due, are they on track to be delivered as planned?

The Output 1.1 according to how it was planned had three targets that were completed during the first year of implementation of the program:

1. At least five sector-based recommendations to meet long-term Green Growth targets submitted to the Green Growth Task Force.
2. A long-term Green Growth Policy draft document submitted to relevant authorities.
3. At least 10 Green Growth Task Force dissemination and validation workshops.

²³ National Development Plan 2018-2022 "Pacto por Colombia, Pacto por la Equidad". <https://www.dnp.gov.co/Plan-Nacional-de-Desarrollo/Paginas/Bases-del-Plan-Nacional-de-Desarrollo-2018-2022.aspx>

The first target was fulfilled by the recommendations given to the GGTB based on two external studies hired by GGGI, explained as follows:

- The Land Productivity study developed by the CIAT between September 2017 and May 2018 which its objective was to understand the barriers and opportunities for Green Growth in the agricultural sector in Colombia by identifying decisive factors to improve land productivity, under an environmental sustainability approach. This study analyzed five strategic production chains to determine Green Growth performance and opportunities.
- The other was the study developed between August 2017 and April 2018 by ONF Andina which was focused on forest economy with the purpose of identifying the barriers and strategies to overcome them, in order to promote the forestry sector in Colombia. This referred to in terms of forest plantations and sustainable management of the natural forest, including financial needs and economic instruments, and development of three business plans of prioritized clusters.

In addition, GGGI closely supported DNP to prepare the recommendations for the following thematic areas, based on the inputs of other external consultants financed by other international agencies under the framework of the GGTB such as: Water productivity, Intensity in the use of materials and circular economy, energy, bio-economy, informality and inclusive Green Growth, labor productivity and human capital, economic instruments and policies harmonization, and science, technology and innovation.

Regarding the Policy, GGGI supported the DNP in its elaboration, based on the outputs of the technical studies and the inputs of GGGI staff and advisors, some of them working directly with the DNP. The document was drafted and discussed in detail with different stakeholders between December 2017 and June 2018, to be finally submitted to CONPES for its consideration and approval in July of the same year.

In the case of the third indicator of Output 1.1, 18 workshops out of 28 developed on the framework of the GGTB were supported by the GGGI Program. Nine of them were developed under the consultancy of land productivity and took place in different departments of Colombia based on different products such as cattle ranching, coffee, avocado, cocoa and potato, among others, with a final one that generated recommendations and specific proposals. Other 4 workshops were developed at the regional level at Cauca and Choco under the consultancy advanced by ONF Andina related to forest economy. Three more workshops were developed to focus on the energy sector with the purpose of having a diagnosis on supply and demand of energy and generate recommendations and proposals. Finally, the last two workshops that were supported by GGGI were about informality and inclusive green growth, and labor productivity and human capital for green growth.

Thus, it can be concluded that according to the interviews conducted by DNP officials, members of the Green Growth Task Force and GGGI, and the reports prepared by GGGI, all the indicators for this output were achieved on time and no delays were presented. All these inputs were given to the GGTB and finally were useful for the draft document containing the

policy, which was approved by the CONPES, as mentioned before²⁴. The members of the technical secretariat of the Task Force were satisfied with the opportunity, quality and added value provided by GGGI.

Question 2.2: Have the program outcomes been achieved as intended, or are they on track to be? What difference has the program made (or is likely to make) in the realization of these outcomes at national and sub-national levels? How could outcomes be strengthened moving forward?

Considering that the Policy defined an action plan for 2018-2030, there is an opportunity for the next phase of the program to support its implementation on the ground. There is a challenge to continue the support at the national level in order to maintain the momentum of the Green Growth model at the high level, but at the same time it is necessary to build capacities on territories and work on Green Growth with other departments, based on the experience of output 1.2. (departments of Antioquia, Meta and Nariño).

Moreover, at the beginning of 2020, elected governors and mayors will be developing their new development plans, the program will have an opportunity to build together with decision-makers at the regional and local level the roadmap for Green Growth. The work is being done in Antioquia, Meta and Nariño under the subnational output (output 1.2). The results of the GGPA will be seen in the next months as important inputs for GGGI to bring to elected governors and mayors and the priorities and opportunities for Green growth that will have been identified by their own territories for that moment. However, it is relevant to mention the need to translate the support in implementation of projects, as some interviewees mentioned, with a bottom-up approach.

Based on the priorities of the new administration, there is also an opportunity while continuing supporting the MADS in some of the themes the Program have focus on, to work with sectors such as energy and agriculture. This is based on the goals defined in the NDP 2018-2022 that contribute to the achievement of the CONPES.

Question 2.3: Are the outcomes likely to lead to subsequent impacts, either intended (as per the program log frame) or unintended, and are either positive or negative? (Eg: in relation to changes in institutional practices and/or innovations in subnational programs that could contribute to green growth, including social inclusion and poverty reduction?)

The NDP 2018-2022 included some goals of the CONPES 3934 and included Green Growth, although not explicitly, but as a model of development, particularly in the “Pact for Sustainability.” It is concluded that the work carried out by the DNP with the support of GGGI throughout the Green Growth Task Force, the formulation and approval of the CONPES, from August 2018 to May 2019 during the formulation of the new NDP, has had a significant impact at the political and institutional level. Likewise, since the CONPES was approved and was in the implementation phase, they added to the work that has been done by GGGI, particularly

²⁴ Evaluation question: Have the program outcomes been achieved as intended, or are they on track to be? What difference has the program made (or is likely to make) in the realization of these outcomes at national and sub-national levels? How could outcomes be strengthened moving forward?



with the departments of Meta and Nariño. There is a great advance and experience to strengthen the work at the regional level and continue strengthening the capacities in the territories for mainstreaming the Green Growth model into planning (output 1.2).

4.1.1.3 Efficiency:

Question 3.1: Has GGGI undertaken program planning, delivery, monitoring and reporting in a manner that adequately meets the requirements of key partners and supports the achievement of proposed results?

As identified from the interviews done and the documentary review, the project cycle was developed in a way that complies with the requirements of key partners, who were DNP. It was planned with specific indicators to be achieved during the time needed to develop the inputs and then, they were delivered opportunely to the responsible of the Task Force to compile the final results, in order to support the development of the CONPES document and be submitted by DNP with enough time to discuss it with different stakeholders and finally be approved by the CONPES.

Regarding M&E, the program evaluation reports show that from the perception of the GoN and the counterpart for the output 1.1, particularly DNP, were satisfied with the results obtained by GGGI during the first year of implementation of the, were the support was focus on the development of studies, workshops, the GGT and finally the generation of the policy. It can also be identified that from the GoN perception, the report presented by GGGI for the first year was complete and comprehensive, containing enough information and clear evidence to show the results of the first implementation period (2017-2018).

In conclusion, according to the interviewees and the documents that were prepared by GGGI reporting the progress of the program, and that were reviewed for this evaluation, it is possible to conclude that GGGI undertook the program cycle for output 1.1 in an adequate manner to meet the requirements, particularly of Norway and the GoC, as they were planned.

Question 3.2: Has GGGI planned and managed human and financial resources in a manner that ensures the program is delivered on time and within budget as per the original grant agreement? If there are major variations, what were the reasons for this and how could they be remedied moving forward?

The DNP team, as well as the advisors that were financed by GGGI to support the output of Green Growth at the national level had the skills and quality for facing the task regarding the leadership of the GGT and the development of the CONPES. Moreover, considering the financial resources planned for this output and its execution was on time. Also, as mentioned by interviewees, the costs related to the studies financed by GGGI under the GGT were on the average from the other eight studies financed by other international organizations and donors. In addition, the studies were under the average defined by DNP, considering other task forces the institution had developed before.

Question 3.3: Are the arrangements to support coordination and decision-making amongst GGGI, Norway and the Government of Colombia working well?



The coordination arrangements defined between the GoN and GGGI, and particularly with the GoC led for this output by DNP, during the development of this output related to the development of studies useful for decision-making under the Task Force and then under the development of the CONPES, worked well. Decisions regarding: 1) the staff and advisors needed to be hired, included the director of GGT, 2) the development of the Terms of Reference, and 3) the costs of the consultancies, among others, were made together between DNP and GGGI.

4.1.1.4 Sustainability:

Question 4.1: Have the measures to ensure sustainability of outcomes described in the original design been appropriately implemented? Are they effective (or likely to be effective) in enhancing the sustainability of the program's outcomes?

The Colombia – GGGI Green Growth Program defined actions needed to be taken during its implementation in order to ensure social, technical, institutional, financial and political sustainability. Starting from this, it is relevant to describe for each of the categories what was perceived from the interviewees and when possible, what was found in the reports, since this information is not mentioned explicitly as the actions taken regarding sustainability.

Social Sustainability: Under the activities planned for generating the inputs and recommendations to the GGT and subsequently to the GGP, it was defined in the initial proposal of the Program the need to “Encourage the participation of all groups, especially in green growth design and implementation, including marginalized and vulnerable groups.” The GGT developed several workshops at the regional scale with the participation of different actors. In addition to these workshops, two academic seminars²⁵ were organized, mainly to expose research and bring the academia on board. These spaces were open to the public in order to allow interested people participate and deliver inputs to the GGT. Under output 1.1 the spaces for participation of different stakeholders took place as was defined. However, there was not a focus in the inputs on communities, marginalized or vulnerable groups, which is why it is recommended that there is a second phase focus at the regional and local level, which can strengthen not only building capacities for institutions, but also for the local people. Moreover, it is also recommended in order to increase the number of people that could access to the different spaces of discussion, GGGI could define some resources to finance communities and other actors to facilitate their participation.

Technical Sustainability: For technical sustainability, GGGI designed among others the following actions: “Facilitate targeted capacity building to support increased technical skills and abilities to employ green growth tools and instruments and, ensure access to Green Growth international best practices.”

The GGT convened 23 workshops between 2017-2018 to secure technical robustness of the consultants and to obtain recommendations from different stakeholder from relevant sectors. As it was found in the documentation and as it was mentioned by some interviewees, the workshops allowed the generation of understanding about the model of Green Growth and

²⁵ The first seminar was held in Los Andes University on July 18-19, 2017, while the second one in Cali at Javeriana University, ICESI and Autonoma University and it took place on September 2017.



from that they were able to generate recommendations for the policy. Many of these workshops reviewed lessons learned from other countries and trained participants in different Green Growth thematic areas. Another relevant issue that was mentioned by DNP was related to the Green Growth Potential Assessment (GGPA) methodology that was developed by GGGI global and implemented on Colombia with the framework of the GGTf to identify the areas to prioritize. GGGI trained several officers of the government that developed the assessment at the national level in Colombia during the first year of the program. Now during the second year, this assessment is being developed at the regional level, specifically in the departments of Meta and Nariño. It is recommended that more people be trained in this methodology, particularly at the regional and local levels in order to define the potential areas of Green Growth in other departments where the program could be extended for a second phase.

Moreover, under the GGTf, which was financed by different international agencies, it has allowed different stakeholders to exchange experiences and meet good practices under the Green Growth development model in other countries, such as France and Korea. Furthermore, considering that GGGI's HQ is in this country, there was an opportunity to meet with relevant officers to share information and lessons learned regarding Green Growth.

Institutional Sustainability: In order to maintain institutional sustainability during the implementation and even after the Green Growth Policy was approved, the program identified, among others, two actions to be developed: 1) "determine the appropriate level of collaborative commitment required from all partners to ensure sustainability" and "establish the strategic institutional relationships and partnerships needed to ensure integration of green growth into policies and plans".

An interesting point mentioned by interviewees was the different levels where GGGI worked in to maintain Green Growth on the agenda and integrate the model in the NDP 2014-2018, in the current NDP 2018-2022 (even if Green Growth is not stated explicitly), throughout the development of the policy. There was high level work done, particularly by GGGI's Country representative, as well as by the Director of the GGTf that had the role to not only to guide the development of the Task Force, but also to guide the Strategic Advisory Committee. This committee includes high level actors from different institutions of the government, as well as academia, civil society and private sector, among others.

Two other topics founded by GGGI were related to institutional sustainability: 1. To coordinate and hire staff and advisors to fully integrate to the DNP staff, based on the needs this organization; 2. To coordinate Meetings among GGGI country representative with some high level officers to show interest to continue working on Green Growth and support the government, as well the inclusion of the model in the NDP 2018-2022, through CONPES.

Financial Sustainability: Regarding financial sustainability, there was an important challenge and still is. During the first year, the program was focused on integrating the concept on the development model of the country by supporting the GGTf and the development of the policy. but now the focus is on the development of projects. Therefore, GGGI has defined three actions to be implemented: 1. Facilitate active engagement of the private sector to engage in green growth activities, 2. Facilitate capacity of key relevant government organizations to drive green investments, and 3. Align work with global cooperative agendas to increase access to development funds.



With this in mind, GGGI in coordination with DNP, as lead of the GGTG and the development of the policy, decided to create the Strategic Advisory Committee. This allowed inviting high-level actors from the private sector to participate and provide recommendations and get them involved in the model, and show the benefits to adhere to the concept and integrate it into the development of the country.

Moreover, it was possible to identify other actions that were done by DNP and GGGI on this regard and it was to support the ANDI²⁶ to carry out their 2018 annual event on sustainability, with a strong focus on Green Growth, in which the progress of the GGTG was presented and the whole agenda was aligned with the topics covered by the GGP.

Regarding the integration of the goals of other international processes, the GGP incorporated goals aligned with the NDC of Colombia under the Paris Agreement, and also with the CONPES 3918²⁷ as the Colombian policy which implement the Agenda 2030. On this, it is relevant to mention that the CONPES defined new indicators that were included in the CONPES of SDS.

Finally, in order to be able to maintain the support to the government through the implementation of the CONPES, GGGI had started conversations with other donors. From this, UK had approached GGGI to continue supporting the GoC on the framework of the implementation of the CONPES.

Question 4.2: Has GGGI performed effectively in the way that it engages and builds productive working relationships with key program stakeholders?

Regarding the working relationships created by GGGI with key actors, within the framework of output 1.1, it was possible to confirm that these have been effective and allowed GGGI to be a key player in mainstreaming the concept of green growth in the NDP 2014-2018 through technical support to the DNP. This relationship allowed GGGI staff hired by GGGI to support the Green Growth Task Force and the CONPES, to have working spaces in the DNP and be an integral part of the team. In addition, GGGI had the opportunity to have a seat in the GG Committee.

Moreover, it was possible to identify that GGGI is perceived as a fundamental actor and that it supported the DNP not only financially, but technically through the staff that supported the generation of recommendations.

Question 4.3: Has GGGI adapted appropriately to any changes in the context to maintain or enhance sustainability of intended program outcomes?

The goals of output 1.1 were met during the first year of implementation of the program, through the approval of the CONPES 3934. However, GGGI support had some challenges to counteract which included overcoming the idea that GGGI support was only temporary and linked to the former administration, and to ensure that this support to develop the CONPES

²⁶ ANDI is the most relevant industrial business association

²⁷ CONPES 3918. Strategy for the implementation of the Sustainable Development Goals.
<https://colaboracion.dnp.gov.co/CDT/CONPES/Económicos/3918.pdf>



had an impact and would be sustainable. For these reasons, it was important to consider how to approach to the new administration to incorporate the concept of Green Growth in the priorities of the new government to maintain the momentum and incorporate the goals into the new NDP.

The political shift was quite strong., however the support of GGGI to DNP for maintaining Green Growth as basis of the new NDP 2018 - 2022 was fundamental to include the goals set in the roadmap of the current government with the corresponding actions, responsible agencies and goals.

GGGI adapted the way the new government wanted to include the concept of Green Growth in its NDP and was willing to continue supporting it. Between June 2018 and December 2018, GGGI presented a proposal of Green Growth targets that reflects long-term objectives of the policy in the NDP 2018 - 2022.

Therefore, it can be concluded that the adaptation of GGGI to the change of government was more at the managerial level, but it was not necessarily reflected on changes in the goals or indicators of the program, since those related to output 1.1 had already been achieved since the first year of the program.

4.1.1.5 *Cross-Cutting Issues:*

Question 5.1: Have the measures to address cross-cutting issues of gender and social inclusion described in the original design been appropriately implemented?

The cross-cutting issues such as social inclusion and gender equity are perceived by most of the people interviewed as a key issue that should be strengthened in order to be integrated to the development of public policy, as well as in the implementation of Green Growth actions on the ground.

The Green Growth Program defined fundamental actions that needed to be taken during its implementation. From the reports it is possible to identify that some actions were taken by GGGI with the purpose of supporting DNP to ensure gender considerations throughout the process, with a non- discriminatory policy followed, both for the selection of advisors and the engagement of stakeholders (public and private sectors) in technical and policy-related discussions. Moreover, it is mentioned how committed GGGI Colombia was (is) regarding social inclusion, by inviting and involving local producers and communities in the workshops convened under the GTTF. However, most of the actors interviewed mentioned that there is a need to strengthen this output, since these cross-cutting issues are perceived to be very difficult to bring beyond the paper into the processes and there was not a specific focus during the development of the activities.



4.1.2 Output 2: Subnational level green growth investment proposals and performance assessment tools delivered to policymakers and government entities.

4.1.2.1 Relevance:

Question 1.1: Has the program responded to the key needs and priorities of the Government of Colombia and NICFI, as originally identified in the proposal?

The development of a sub-national output of the green growth program was conceived as part of Colombia's National Green Growth Strategy, and in compliance with the intersectoral recommendation submitted to CONPES, in the sense of "Suggest to territorial entities to incorporate green growth guidelines in Territorial Planning Plans and territorial planning instruments"²⁸.

To this end, it was proposed that the GGP facilitate awareness raising, training and constructive exchanges among national and subnational stakeholders (through more than 30 workshops with more than 1700 participants), so that recommendations and conclusions on green growth at the national level would be disseminated appropriately and could thus be incorporated into territorial public management. As part of the subnational intervention exercise, GGGI proposed to develop, train and transfer methodologies and tools for the analysis of the territory's green growth potential, as well as indicators to measure its progress in this area. Additionally, it was agreed to support the selected departments in the formulation of priority green growth projects, as a result of the process of evaluating their potential and in consultation with regional interests, to be presented for financing to one of the financial mechanisms available for that purpose, either the Sustainable Colombia Fund - FSC, other funds or public and private banking²⁹.

The process of dissemination, consultation and assessment at the subnational level made it possible to identify three pilot regions responding to different selection criteria. First, an analysis of the conditions, priorities and political will of subnational governments (departments and municipalities) was done to identify which could be linked to green growth and be aligned with some of the strategic results of GGGI: 1) Reduction of GHG emissions, 2) Creation of green jobs, 3) Greater access to sustainable services, 4) Improvement of air quality, 5) Adequate provision of ecosystem services and 6) Greater adaptation to climate change.

After cross-referencing information on nine indicators, in particular on land use and deforestation, rural development, contribution to the peace process and economic potential, as well as seeking balance between departments of different levels of relative development, geopolitical importance, risk analysis and avoiding overlap with other Norwegian-supported cooperation initiatives, the departments of Antioquia, Meta and Nariño were selected.

In conclusion, the process of identifying the pilot departments effectively responded to clear national government policy guidelines and their relevance as part of policy implementation, as well as an analysis of the enabling conditions for their development.

²⁸ DNP, CONPES Document 3934 "Green Growth Policy", Recommendation No. 11, p. 100. 10 July 2018.

²⁹ Fundable projects refer to the fact that the project is financially self-sustainable, therefore it can meet its financial obligations, while offering an attractive economic, social and environmental return for its investors.



Question 1.2: Have there been any significant changes to these priorities that the program should adjust for, either now or in the future?

Despite the initial expressions of interest and good will of the three departmental governments, they did not always translate into the best disposition, institutional support and involvement in its implementation, particularly in the department of Antioquia. Moreover, this output initiated activities at governor's mid-term (2016-2020), meaning that it was only in mid-2018 that the Regional Associates of GGGI were effectively linked, after a long selection process, which made it impossible to influence the formulation of the Departmental Development Plans, given that this must be presented at the beginning of the mandate.

Considering the development of this output, with the limitations that have been presented and the lessons learned during this first phase of the program, as will be seen below, an important opportunity presents itself during the second semester of 2019, given that there will be regional and local elections on October 27, 2019. The mayors and governors elected should begin their mandate on January 1, 2020. Therefore, GGGI should work now with the candidates of these governorships (and with those additional ones that are defined to work during the second phase), to socialize the progress made to date and try to incorporate into their governmental proposals, as well as commitments for green growth, which can then be taken to the development plans and other instruments of territorial public management.

4.1.2.2 Effectiveness:

Question 2.1: Have the program outputs been delivered as intended? Or if they are not yet due, are they on track to be delivered as planned?

As briefly mentioned in the previous lines, three deliverables were foreseen in the framework of this output, specifically:

1. Development of green growth performance assessment tools that are relevant to policymakers at the subnational level. This deliverable starts from understanding the instruments used at the departmental level that inform fiscal effort on green growth or related investments, as well as planning and land-use instruments that together send signals to the market and encourage private investment.

The scope of the analysis to develop evaluation tools were based mainly on the methodologies already applied by DNP with the support of GGGI at the national level (Green Growth Potential Assessment -GGPA), among others, and adjusted to the Colombian sub-national case. In other words, it will define, describe and propose a list of criteria and measures of green growth that are expected to be incorporated into the planning of territorial public investment and expenditure.

As will be reported for each department, the GGPA process has not been delivered in a timely manner and is expected to occur during the grant agreement extension period until December 2019.

2. Training of local authorities and the private sector in green growth planning and investment formulation. This deliverable proposes the realization of a sensitization and training process

(through 12 workshops, four per department) for regional and local actors (departmental and municipal authorities, regional environmental authorities and private sector representatives) on green growth performance assessment tools and business models that allow a better understanding of the relevant aspects of green growth, promote the most efficient systems of green growth planning and harmonization of public policies and improve the capacity for successful structuring of investment projects, taking advantage of various potential sources of financing, national or international.

In the case of these deliverables, the workshops planned in the three departments were carried out in an adequate, timely manner and with the expected results, leading to the reinforcement of the other GGP activities at the sub-national level.

3. Proposals for incorporating GGPA tools into subnational planning or investment activities. As a result of the processes and evaluations described above, potential investment projects that contribute to green growth and generate economic, environmental and social returns were identified and are being structured in each of the three Departments (design and pre-investment), as well as the identification of potential sources of financing (grants, credits, venture capital investments or carbon market transactions to mitigate climate change, among other sources).

As will be seen in the review of each case, the process of structuring bankable projects has also suffered delays for the reasons mentioned below. Expected results will only be available in the second half of 2019.

Question 2.2: Have the program outcomes been achieved as intended, or are they on track to be? What difference has the program made (or is likely to make) in the realization of these outcomes at national and sub-national levels? How could outcomes be strengthened moving forward?

At the operational level, in the three selected departments, MoUs were signed to give political and legal support to the intervention of GGGI in the respective territory and allow its immersion in local public management. However, as GGGI Colombia acknowledges in its execution reports, the decision to hire a general coordinator for the subnational output (which began its activities at the end of November 2017) was initially very well received by the departmental governments given their knowledge of the regional reality and adequate political sensitivity. This allowed GGGI to initiate a fruitful process of dialogue with the governors, as well as with the secretariats of Environment, Planning and Agriculture mainly, and with other subnational stakeholders in the three departments.

However, their relationship ended in June 2018 as a result of the internal evaluation processes carried out periodically by GGGI. This situation, which translated into significant delays in the fulfilment of agreed commitments, has forced GGGI to review its leadership and management approach for the subnational output, especially considering the importance of consolidating and amplifying to other departments the territorial approach of the Program's actions in a second phase³⁰.

³⁰ GGGI end of year results report 2018



Currently, after one year of the disassociation of the person responsible for the subnational output, the hiring of its replacement is still in process.

Question 2.3: Are the outcomes likely to lead to subsequent impacts, either intended (as per the program log frame) or unintended, and either positive or negative? (Eg: in relation to changes in institutional practices and/or innovations in subnational programs that could contribute to green growth, including social inclusion and poverty reduction?)

At the subnational level, as indicated in the previous lines and detailed for each departmental case on the following pages, it is not yet possible to measure the impact of GGP actions because not all planned outputs have been achieved. On the other hand, these are processes that, by their nature, require a medium and long-term effort, which can only be achieved in a second phase of the program.

Question 2.4: Were the original theory of change (including vertical logic, selection of regions and sectors for subnational work, other scope issues) and log frame (including indicators, baselines and targets) well designed? How could the theory of change / log frame be revised to enhance the effectiveness of the program??

Considering the documentary review and the opinion of some interviewees, the focus of the second phase of the Green Growth Program should not only be centered on subnational governments, but should extend its scope to local (municipal) governments, considering that it is at that level of public management where economic and socio-environmental transformations occur given the subsidiary character of the State structure³¹. On the other hand, it is suggested that, if reached at the municipal level in the second phase, GGGI will work not only with the municipal administrations but also by taking advantage of spaces such as the Municipal Councils of Rural Development (CMDR³²), in which the associations and organizations of grassroots producers must be empowered to participate. This would also require a field team consistent with the size of the task and new responsibilities.

The Case of the Department of Antioquia

As in the other departments, one of the first activities carried out by the regional associate was the preparation of a departmental action plan that would gather basic information on the territory and the planning instruments underway, as well as regional government guidelines and consensus reached in consultations with various stakeholders on potential areas of green growth.

Partly due to the difficulties of an adequate management of the territorial output, described in previous lines, it was not possible to start the analysis process opportunely with the application of the GGPA methodology, which really began in 2019 with the structuring of a responsible team from Bogotá and for the three departments. This situation prevented a better logical linking of the activities developed in the field, as they were originally designed. On the other

³¹ Article 288 of the Political Constitution establishes that "The competences attributed to the different territorial levels shall be exercised in accordance with the principles of coordination, concurrence and subsidiarity".

³² Law 101 of 1993 "Ley general de Desarrollo Agropecuario y Pesquero", Art. 61, creates the CMDR as the instances of participation and interaction of rural actors, public entities and local authorities for the identification of priorities and rural development needs of a community.



hand, some interviewees suggest that there should be a better use of the information available and generated locally for purposes of the application of the GGPA methodology.

The particular case of the department of Antioquia is instructive in the sense of carefully considering the intervention approach when dealing with regions with a very high degree of relative development and strong institutional capacities that make the GGGI effort appear marginal, in terms of the technical support offered and the resources that could help to leverage through the formulation of fundable projects. Moreover, in this case, the cultural component weighs heavily when selecting regional partners, in a department especially characterized by its strong regionalism.

Thus, in Antioquia the GGGI support ended up focusing on supporting the regional foresight process called Antioquia 2050, which, as departmental government officials stated, will contribute to the identification of key and strategic green growth projects in Antioquia.

However, the GGGI no longer has a regional associate in the department to continue the planned and agreed activities. The relevance of continuing this effort is currently being assessed. In the opinion of the evaluation mission, preference should be given to other departments that have a better chance of success and for which international cooperation may be a fundamental factor in advancing the purposes of green growth.

The Case of the Department of Meta

The efforts of GGGI in the department of Meta have been very fruitful, not only in terms of the reception at the level of the departmental government, but also in the Secretariat of Agroeconomic Development (since May 2019 again the Secretariat of Agriculture and Rural Development), which assumed the purpose of incorporating the green growth approach among its regional development priorities. From the beginning, the governor and the secretary of agriculture emphasized the importance of supporting small rural producers in the development of value chains around native crops or adapted to the agro-ecological conditions of the different sub-regions of the department.

The subnational government officials interviewed noted the importance of the support and articulation capacity among regional actors provided by GGGI, through the socialization and training workshops on national policy and the instruments for evaluating the potential for green growth. This allowed, for example, to harmonize and provide direction to the efforts being developed by the departmental government: the initiative with Besame (Ecological Food Security Energy Forests) in partnership with the Colombian Pediatrics Society, aims to improve food and nutritional supply and generate marketable surpluses, through the establishment of agro-food plots that combine late-yielding oleaginous species such as Cacay (*Caryodendron orinocense Karsten*). It is reported that there is a growing demand from the cosmetics industry, associated with short-cycle species such as Sacha Inchi (*Plukenetia volubilis*) and vegetables for domestic consumption, among others.

This process, in addition to the availability of traditional knowledge and advances in scientific research at the level of the La Libertad Experimental Center, allowed the structuring of a proposal of greater scope to which two additional species were incorporated for inclusion in multi-stratum systems: Asaí (*Euterpe oleracea*) and Achiote (*Bixa orellana*), in combination with high value native timber species. This gave rise to the ToR for GGGI to hire a consultancy



to structure a fundable agroforestry project, which also contributes to closing the agricultural frontier in Meta.

After a public announcement, a consortium was contracted in which ASORINOQUÍA³³ (Entrepreneurial Association for the Development of Orinoquia), AGROSAVIA³⁴ (Colombian Agricultural Research Corporation) and Campo Capital³⁵ participate. The consultancy is still being implemented during the time of the Evaluation Mission, so it is not yet possible to know its partial progress, although it is expected that the final results will be available in the middle of the second half of 2019.

However, the review of the available documentation, as well as the interviews with those responsible for the process (Gobernación, ASORINOQUÍA and AGROSAVIA), makes possible to establish the methodological and approach difficulties faced by the consultancy. In addition to the component of food security and attention to small rural producers, they also seek to develop alternatives aimed at generating business opportunities for other types of producers, mid-sized and large producers. The Program tries to serve two large biogeographic subregions well differentiated from the department, namely, the highland savannas that cover part of the municipalities of the northeast, Puerto Lopez and Puerto Gaitan mainly. These regions are characterized by extensive low-yield livestock, exploitation of hydrocarbons and more recently the expansion of some large-scale agro-industrial crops, such as African palm, in addition to socio-environmental conflicts with indigenous populations. Whereas in the municipalities south of the department or Bajo Río Ariari region (municipalities of Granada, Puerto Lleras, Vista Hermosa, La Macarena, Mesetas and La Uribe), are characterized by being one of the mainly impacted areas of the conflict in Colombia. In these areas, there is a small and mid-sized scale of the peasant economy and agro-ecological conditions which are very different compared to Puerto Lopez and Puerto Gaitan.

In any case, the government of Meta maintains its original effort and seeks funding to expand its initiative with the support of the Tropical Forest Alliance (TFA), which will allow them to meet the volume demanded by international markets for these products mentioned.

In summary, considering the state of the art, in terms of the limited knowledge available on the phenological behavior of the 4 species mentioned at farm level, and under different arrangements (at least two of the species associated with timber) that respond to the needs and expectations of small, mid-sized and large producers, the project should be oriented, in concept of the mission, more to the use of non-reimbursable resources of cooperation, rather than to bank sources of financing, given its experimental sowing characteristic.

Additionally, there is effort need to socialize and exchange information with the new departmental government, which will begin operations on January 1, 2020, so as to ensure the continuity of the effort developed, taking advantage of the involvement of regional unions such as ASORINOQUIA and the AGROSAVIA'S Agricultural Research Center "La Libertad" in Puerto López. As with the implementation of cooperation projects under a focus of

³³ The Entrepreneurial Association for the Development of Orinoquia, ASORINOQUÍA, is a private non-profit entity created by a group of entrepreneurs from the region to promote and support strategic initiatives that seek regional welfare and development, with an emphasis on equity.

³⁴ The Colombian Corporation of Agricultural Research, AGROSAVIA, is a public decentralized entity of mixed participation without profit motive, of scientific and technical character, whose object is to develop and to execute activities of Research, Technology and to transfer processes of technological Innovation to the agricultural sector.

³⁵ Campo Capital is a company created with the objective of providing asset management services, project management, financial and legal consulting, investment banking and project structuring for the agricultural sector, forestry and renewable energy.

immersion in regional processes, part of the success lies in the credibility achieved with the continuity of actions and especially the implementation of agreed projects.

The Case of the Department of Nariño

Nariño has very high level receptivity by the subnational government, similar as in Meta. This is largely due to the character of the government program focused on an agenda around development, sustainability and social equity, which is expressed as an example in the existence of a Subsecretariat of Environmental Management and Green Growth as part of the Secretariat of Environment and Sustainable Development, with an initial focus on green business, but with a special interest in the issues of bioeconomy and circular economy. Due to the direct intervention of the former coordinator of the subnational output, the regional associate was rapidly immersed in the dynamics of the subnational government, which allowed her to support the institutional strengthening processes beyond the four workshops planned and executed and take advantage of her previous experience as a specialist in the GGTF team at the national level.

For this reason, GGGI has technically supported local initiatives such as the "Competitive Integrated Regional Agenda" that brings together public and private actors to plan their long-term economic perspective, among other processes.

In the case of the GGPA, the local team defined the most appropriate instruments for the case of the department of Nariño, by developing Green Growth Index (GGI) at the municipal level (foreseen in the policy document) or the GGPA methodology. In short, the discussions between the parties led to the conclusion that it was not possible to construct an index without having exhausted the phase of identifying potential at the subnational level, and above all the possibility of contrasting its results with other similar departments and the required capacity building process..

With the arrival of the person responsible for this output at the national level and the constitution of his/her team, the GGPA process began in the first semester of 2019 and is in the process of execution.

Meanwhile, the process of socialization and discussion with the regional authorities (Secretariat of Environment and Sustainable Development, Secretariat of Planning and Administrative Direction of Tourism) and the formulation of the work plan for the department, led to the construction of consensus on the component of nature based tourism to which should be focused the support of GGGI for the formulation of a strategic plan, as a management instrument to guide and harmonize the objectives of all actors that make up that sub-sector: departmental and municipal governments, tour operators, local communities, nature reserves of civil society and academia, among others³⁶.

Indeed, the potential of nature-based tourism for Colombia is widely recognized and various policy instruments address its development. In particular, the Tourism Sectoral Plan is the framework for the development of the Nariño Nature-based Tourism Strategic Plan.

³⁶ To prioritize the most relevant, bankable and impactful project in each region, was identifying the most important "green investments" during the current policy-administrative period, using a series of criteria like follows: subnational priorities reflected on policy instruments (e.g. development plans, climate change plans, competitiveness plans, territorial organization plans, amongst others), potential to reduce deforestation drivers, impact of the project, preparedness (market-based) for green growth.



From there, the ToR was formulated, through an international public tender, which contracted the firm SMA Tourism from Australia, with a very long sectoral trajectory at the global level, which should deliver its results by the middle of the second semester of 2019.

Due to its characteristics, the formulation of a strategic plan is not exactly a "bankable project." The implementation of the plan will require many of its components the formulation of bankable projects that leverage the development of the subsector, that generate economic, environmental and social profitability and their benefits are distributed equitably.

This situation, and given the conjuncture of political transition in 2019, underlines the importance of maintaining and strengthening the presence of GGGI in the department, to help incorporate this initiative in the next government and departmental development plan. The efforts of a second phase should therefore be applied decisively in its implementation, to ensure institutional credibility and the benefits of incorporating a green growth approach to guide territorial development.

4.1.2.3 Efficiency:

Question 3.1: Has GGGI undertaken program planning, delivery, monitoring and reporting in a manner that adequately meets the requirements of key partners and supports the achievement of proposed results?

In terms of reporting (M&E), the result reports account for all the situations described and corroborated during the evaluation process, as well as discussed with the respective area managers and the country directorate, who work on the design of alternatives and proposals for improvement, without any doubt.

Question 3.2: Has GGGI planned and managed human and financial resources in a manner that ensures the program is delivered on time and within budget as per the original grant agreement? If there are major variations, what were the reasons for this and how could they be remedied moving forward?

As it has been described in the previous paragraphs, despite an adequate strategy and intervention logic that are detailed in the Subnational Green Growth Program³⁷ and agreed between the parties at the beginning of 2018, not all the results have been delivered in a timely manner as planned. This was partly due to the lack of opportunity to structure the regional team (coordinator and regional associates), as well as the unsatisfactory results reported during the period which forced to propose a change in leadership and work approach; a process that has not yet been completed.

Part of the responsibility in the described situation lies in the decisions made locally (assessment of profiles and insufficient analysis of regional peculiarities), but also in the long processes of hiring national staff (between 5 and 6 months), depending on the administrative operations of the HQ in Seoul, which meant that only one year before the termination of the GGGI-GoN agreement (in June 2018) the regional teams were structured and the activities started.

³⁷ GGGI, Concept Note "Subnational Green Growth Program partnered with the Norwegian Embassy in Colombia", February 19, 2018



Additionally, the lack of synchronization between the processes of evaluation of green growth potential, through the development of GGI or the adaptation and implementation of the GGPA, and the formulation of bankable projects means that only at the end of the contracted period (extended by six months until the end of 2019) can the final results of both products be obtained.

From the point of view of the administrative political period for departments, the beginning of the activities of the program made the task more difficult, considering that by that time the plans of government, of development and other instruments of planning and direction of the public management were in flat execution.

In spite of this, both the national level team and the regional associates, in general, have developed their activities under the highest standards of quality, pertinence, and responsibility, as prescribed by GGGI in its norms, as the mission was able to verify in all the interviews conducted at the national and regional levels, without exception.

It is only natural that an institution, as well as a new program, should face a learning and evaluation process that should provide important lessons for performance improvement with a view to expanding its interventions in the country.

Finally, it should be noted that when forced and temporary changes occur in the conduction of the program and the country directorate, as occurred during 2018 the mission believes that the profile of the replacements should be evaluated in a more appropriate manner, considering the cultural differences and language barrier, as well as the long immersion process and learning curve necessary for proper conduct of operations.

This has its origin in the interviews conducted and in the review of the documentation, which made it possible to verify that, in addition to the long times required for the hiring of the Regional Associates, the beginning of the field activities coincided with the transition process for the maternity leave of the Country Director of GGGI.

This situation is magnified by the fact that, for a person without prior knowledge of the complex political and institutional reality of Colombia, in addition to their lack of knowledge of the Spanish language, the immersion process and the learning curve necessary for an adequate management of the responsibilities assigned at country and programme level, translates into a greater time requirement.

4.1.2.4 Sustainability:

Question 4.1: Have the measures to ensure sustainability of outcomes described in the original design been appropriately implemented? Are they effective (or likely to be effective) in enhancing the sustainability of the program's outcomes?

The sustainability of the operations, described in five categories (social, technical, institutional, financial and political), have been considered and applied in all program activities, considering that the processes developed during the first phase require a much longer time horizon for their consolidation, particularly at the regional level where the presence of the GGP is more recent.



Social Sustainability: In the processes of socialization of national policy and the evaluation of GGP's potential, the plural participation of local actors and their organizations has always been encouraged. The interests and needs of the most vulnerable populations were also considered, although the application of gender and ethnic minority approaches should be strengthened at the level of the specific objectives of the bankable projects defined, particularly for the departments of Meta and Nariño.

Technical and Institutional Sustainability: Despite efforts to strengthen local technical capacities, especially among departmental government officials, for the understanding and use of tools for analysis, evaluation and monitoring of green growth in their respective regions, the high turnover staff derived from the political transition indicates that priority attention should be given to the participation of representatives of the private sector and its unions, academia and regional research centers, as well as community organizations, which can guarantee in the long term the adoption of government tools and planning focused on green growth.

Financial Sustainability: The effort to actively involve the private sector in all the processes of training and evaluation of the potentialities of the territory, as well as the creation of collaborative spaces for monitoring and supporting the sub-national work agenda (Impulse Committees), should allow, in the mid- and long term, the continuity of the efforts. An important role will be played by the capacity to obtain the necessary resources for the implementation of bankable projects, which will give GGP the necessary credibility for its continuity and expansion.

Political Sustainability: The main challenge the program will face in the coming months, as outlined above, relates to the change in departmental and municipal governments after the October 27 elections, which will test GGGI's ability to sensitize candidates and influence the formulation of their governance and development plans, so that progress to date can be gathered and results amplified.

Question 4.2: Has GGGI performed effectively in the way that it engages and builds productive working relationships with key program stakeholders?

As has been shown in the descriptions of this output and validated in the field interviews, one of the strengths noted about the initiation of GGGI activities in the regions, refers specifically to the adequate and broad invitation of the most important stakeholders: key dependencies of subnational governments (mainly, governor and sectoral secretaries of planning, agriculture, tourism and economic development), as well as representatives of the private sector, academia, regional environmental authorities, research centers, and local communities and their organizations.

As has been indicated, the collaborative participation of local actors, other than the subnational government, will be a key element in the sustainability of GGGI's activities and permanence in the regions, after the next change of governors and mayors.

Question 4.3: Has GGGI adapted appropriately to any changes in the context to maintain or enhance sustainability of intended program outcomes?

In the case of the subnational output of the GGP, GGGI has had to adapt quickly to the cultural and political realities of the departments. However, GGGI's adaptive capacity will be tested



during the second half of 2019 and early 2020, when the political transition takes place in Colombia's subnational governments.

4.1.2.5 *Cross-cutting Issues:*

Question 5.1: Have the measures to address cross-cutting issues of gender and social inclusion described in the original design been appropriately implemented?

In relation to the issues of gender equity and participation of vulnerable communities and ethnic minorities, in addition to the indication of the existence of particular safeguards (as in the case of the TOR for the consultancy of the strategic plan for nature-based tourism for the department of Nariño), specific objectives of the study could have been formulated for this type of vulnerable population.

The documentary review and the different interviews carried out allowed the mission to establish that the Departmental Directorate of Tourism, as well as the tour operators and GGGI's own personnel in the region, are aware of the fundamental role that both women and indigenous groups have in the different processes of rural and nature based tourism currently practiced in the department. For this reason, they will be very attentive to the discussion of the results of the consultancy so that it adequately reflects this output.

A similar situation occurs with the ToR for the Structuring of a Bankable Agroforestry Project in the Department of Meta, in which only consultants are required to be guided by the applicable GoC and GGGI rules on social safeguards, social inclusion and poverty reduction, without setting specific objectives in the design of the proposals. This is considering that one of the most important characteristics of the peasant economy is its great dependence on the work and leadership of women, especially in peacebuilding areas where there is a presence of women heads of households because of war. Likewise, the peculiarity of the territory in terms of the presence of indigenous communities, which introduces the cultural variable and traditional productive systems, which had to be adequately considered in the demand for proposals for their inclusion.

Interviews with different regional actors, government officials and GGGI staff corroborate this appreciation of the Mission, recognizing that greater efforts should be made to incorporate more inclusive gender equity criteria into program activities.



4.2 Results: Outcome 2: Amazon Vision and JDI Programs increase investments in high value projects key for promoting green growth through more efficient use of natural resources and forest protection

4.2.1 Output 1. Proposal for attaining selected policy design and implementation milestone with international partners for reducing GHG through REDD+ and the promotion of sustainable development submitted

4.2.1.1 Relevance:

Question 1.1: Has the program responded to the key needs and priorities of the Government of Colombia and NICFI, as originally identified in the proposal?

The development of the environmental sector in the national government had a fracture in the period of the presidency of Álvaro Uribe Vélez, when it joined the Ministry of Environmental, Housing and Territorial Development. Subsequently, the Ministry of Environment and Sustainable Development was created and is currently in operation. This background is important given that the Ministry was truncated, and its management was weakened. However, in the field of climate change and forest management, policies were being developed, such as the CONPES 3700 document, that initiated the proposal for the institutional arrangement that required climate management, and the proposed definition of the National REDD+ Strategy, for which early movers initiatives were being formulated, such as the REM Vision Amazon. Faced with this situation, for the year 2015 when the JDI was signed, the MADS had a budgetary allocation of the order of 0.3 % of the nation's general budget, corresponding to \$548.000 million pesos. This budgetary allocation was not adequate compared to the commitment assumed by the country within the framework of COP 21 under the UNFCCC, in which the Paris Agreement was signed, and it was determined that the countries would promote reductions in GHG emissions and adaptation to climate change.

This is how the office of the Deputy Minister of MADS sought international cooperation to have a greater number of professionals with experience and technical skills to support the management and commitments made at the international arena, which finally materialize in instruments at the national, subnational and local level. In this way GGGI entered the Ministry with the cooperation modality that allows it to facilitate and support in the search of solutions and manage the activities in the service of the JDI, and the formulation and selection of the responsible within the framework of the REM Program³⁸.

There were the cooperation priorities of the government of Norway in Colombia, where it expected to particularly support reducing GHG emissions from deforestation to maintain the increase of temperature below 2°C as defined in the Paris Agreement, and support the adaptation to climate change of the most vulnerable countries and prevent deforestation, among others³⁹.

According to the "DETAILED PROGRAM PROPOSAL", the priorities of the GoN are focus on supporting the GoC strengthening national and subnational policies towards a sustainable

³⁸ Taken from the primary information collected for this evaluation

³⁹ <https://www.norway.no/es/colombia/valores-prioridades/cambio-climatico-medio-ambiente/>



growth that guarantees the conservation of forest by creating at the same time sustainable productive alternatives on the ground, aligned with REDD+, the GHG emissions reduction goals and the peace process.

Thus, this output contributed clearly and directly to the priorities of both the GoC (MADS) and the GoN, and confirm the hypothesis related to the implementation of the GGGI Program, which makes it possible to advance the priorities of the Colombia's and Norway's governments⁴⁰.

Question 1.2: Have there been any significant changes to these priorities that the program should adjust for, either now or in the future?

The National Development Plan 2018-2022, in the Pact for Sustainability defines the actions to transform the natural wealth in the strategic assets of the nation, for which it is necessary to counteract current dynamics of deforestation and articulate entities to comprehensively manage the territory. Given that deforestation rates are found in protected areas, effective management of the protected areas becomes urgent, in National Parks such as Chiribiquete, located in the REM Program area. Therefore, the NDP formulated the objective of implementing cross-sectorial strategies to control deforestation, strengthen ecosystems conservation and prevent their degradation through exercising territorial control, combating illegal dynamics that affect ecosystems, closing and stabilizing the agricultural frontier, promoting actions to substitute activities, adopt transitional regimes for the resolutions of socio-environmental conflicts, implement zero deforestation agreements, incorporate criteria to reduce deforestation in the implementation of transport plans and support the multipurpose cadaster system, among others.

As a result of a comparative analysis between the previous government's priorities and the new government, deforestation remains a priority. Therefore, GGGI has a broad field of action that fall within the priorities indicated in the previous paragraph, taken from the NDP, Pact for Sustainability⁴¹.

Finally, the country's commitments regarding deforestation and reduction of GHG emissions are framed in the Paris Agreement. Taking into account that the country is working on defining the actions to be developed to implementation the NDC, once the first period of implementation starts in 2020, besides that the NDC should be updated no later than march 2020, sectors should be defining the actions that should contribute to reduce deforestation. It should also bear in mind that state organizations work on deforestation, as well as on the constitutional functions related to the social and ecological function of the property that exceeds a government term and constitute and obligation of State compliance. For this reason, both developed products and continued support for deforestation remain useful, relevant and current.

⁴⁰ Answer de guiding question ¿Has the program responded to the key needs and priorities of the Government of Colombia and NICFI, as originally identified in the proposal?

⁴¹ Answer the guiding question ¿Have there been any significant changes to these priorities that the program should adjust for, either now or in the future?



4.2.1.2 Effectiveness:

Question 2.1: Have the program outputs been delivered as intended? Or if they are not yet due, are they on track to be delivered as planned?

To address this output, the type of cooperation provided by GGGI within the framework of the Green Growth Program must be contextualized. Beyond the generation of the documents, GGGI offers a permanent assistance in the process by promoting the resolution of conflicts, facilitating the generation of dialogues, formulating formulation documents and accompanying the management-In this way, many of the interviewees who have benefited from the cooperation, considered that the cooperation has been based on becoming an integral part of the entity, which they described as useful, relevant and very valuable.

The technical team of GGGI supported the MADS by responding to the elaboration of products and processes requested by the entity to facilitate and promote solutions to initiatives in the framework of reducing deforestation and emissions of GHG, products of deforestation and forest degradation. This means beyond the products planned internally by GGGI, more tasks were addressed in order to support the management and unlock processes for the program.

According to the planning, from GGGI the reports of Modality I were made (to generate the payments), generate technical inputs to determine the Annual Investment Plan in dialogue and agreement with MADS technical directions (technical proposal of destination of resources it was possible to have the POA 2018 in the year 2017), and to support the processes of governance of REDD+. According to the MADS Minister's instruction, the GGGI's consultant was appointed to coordinate the JDI, supporting the definition, negotiation and signing, hand in hand with the office of international affairs.

Question 2.2: Have the program outcomes been achieved as intended, or are they on track to be? What difference has the program made (or is likely to make) in the realization of these outcomes at national and sub-national levels? How could outcomes be strengthened moving forward?

This exercise couldn't be decontextualized from other initiatives, such as the REM, which had also been designed and supported by the GGGI consultants (output 2.2), the team that formulated the ENREDD+, other regional initiatives of REDD+ (in formulation), and the technical exercises of accounting definition and the system of monitoring, reporting and verification, to whom they worked in an articulated manner with the different subject in accordance with their competences.

Thus, on one hand, the interviewees in the framework of this output expressed satisfaction for the times in which they were able to have the products and recognized that compliance was largely due to the support of the GGGI team. On the other hand, as mentioned by interviewees, many of the issues that were supported by GGGI were emerging during the development of the processes, therefore it was impossible for the parties to define in advance and accurately additional the documents or processes needed to be supported by the cooperation.

Question 2.3: Are the outcomes likely to lead to subsequent impacts, either intended (as per the program log frame) or unintended, and either positive or negative? (Eg: in

relation to changes in institutional practices and/or innovations in subnational programs that could contribute to green growth, including social inclusion and poverty reduction?)

Under the JDI, GGGI supported the design of activities, milestone reports, as well as the management within the framework of the SCF. and accompanied and facilitated the negotiations and JDI governance spaces. Each of these activities involved different technical inputs, for example, in the design of the JDI there was the definition of the operational structure, the draft of the regulation and the determination of the financial mechanism.

The reports of the milestones involved coordination within each of the technical offices of the MADS, as well as the Ministry of Agriculture, the management for the reviews and finally the procedures for the signature at the managerial level. Likewise, the implementation management of the resources began with the formulation of ideas, together with the technicians of the technical departments of the two ministries, the consolidation of terms of reference, the revisions of the proponents, the preparation of the POA, among others, and finally, the definition of the structure and mechanism of operation of the National REDD+ table, as a governance space for REDD+, as well as the assistance in the development of these spaces, among others.

This support from a technical view is very important in the absence of enough staff in the technical divisions and in the same offices of the deputy ministers and minister. However, the associated impacts, in terms of contribution to capacity building were provided taking into account that a roadmap for forest management and REDD+ was under construction, that is to say that the cooperation, the high turnover of personnel within the Ministry doesn't currently allow qualitatively assess this impact.

Given that GGGI is not currently involved with the processes of the MADS, nor does its immersed role in the Ministry. GGGI left products that are useful as an example to elaborate the following reports as well as provide a diverse basis for the implementation of the first resources of the SCF. On the other hand, since GGGI left the MADS facilities, delays have been identified in the MADS efforts that were previously supported by the GGGI cooperation, resulting in delays in executing the resources of the JDI.

Lastly, in relation to the projects formulated to present to the FCS, GGGI supported the formulation of one of the projects presented by MADS, which was related to the coordination of the JDI within the MADS. This project was the formulation of the reconversion program of pastures towards landscape sustainable production, with the implementation of demonstration models, and accompanying the zero deforestation agreements. The interviewees affirmed that part of the success in complying with the terms of the reference and the selection process of the proponent was due to the technical support provided by GGGI. However, it was identified that the processes more interaction with the technical department of the Ministry of Environment and Ministry of Agriculture.



4.2.1.3 Efficiency:

Question 3.1: Has GGGI undertaken program planning, delivery, monitoring and reporting in a manner that adequately meets the requirements of key partners and supports the achievement of proposed results?

Based on what it was defined in the theory of change, it promoted sustainable economic development by strengthening the policy framework that promote enabling environments in the country's transition with the understanding that growth is found in areas rich in forest, marginalized and under construction of peace. This work is aimed to ensure social inclusion and environmental sustainability. For this, the GGGI Green Growth Program seeks to contribute through this output to the implementation of actions aligned with climate change mitigation, through high-level technical advice that strengthens the operational muscle and provides technical capacity for the designing and implementation of programs to maintain the focus on forest-based projects with the purpose of reducing deforestation.

In accordance to the activities and indicators proposed for this output, the support consisted in two groups of activities, one, related to the support in the fulfillment of JDI's milestones and the formulation of projects framed under the milestones and the other, related to support the preparation of annual investment plans. Thus, the two indicators by which the results of the output are measured are 1. Number of annual operations plans submitted (annually) for funding approval to comply with policy design and implementation (Modality I) milestones for 2017 and 2018 of the JDI, with social inclusion and gender aspects included as appropriate, and 2. Percentage of milestones completed on an annual basis based on annual agreed targets. However, within the planning of goals is not included activities or indicators related to the support given by GGGI in the governance of the JDI, the report of milestones, or in forest management.

Regarding the first indicator, in 2017, GGGI supported the definition of the financial mechanism, through a person who supported the government and the IDB (executing agency) to prepare the operating mechanism. Moreover, GGGI's staff helped define the Annual Investment Plan of the FCS, a process that enabled the POA to be finally adopted in December of that year. This POA would enable the execution of the budget for the year 2018, with 13 investment lines, seven of which would contribute to achieve the milestones of JDI (54%): 1. Monitoring, reporting and verification of AFOLU, 2. Implementation of Payment for Environmental Services, 3. Reconversion of pastures to sustainable productive landscapes, 4. Chains zero deforestation, 5. REDD +, 6. Territorial capacities for territorial innovation project management, and 7. Support for ethnic actions. In addition, restoration, conservation and rural development activities, among others, are prioritized.

Now, integrating the two groups of actions, that is, the preparation of the POA and the fulfillment of milestones, GGGI supported the formulation and the process of selection and award of projects that support the fulfillment of the milestones of the JDI. In this way, GGGI provided technical inputs to determine the project related to the coordination of the JDI, the zero deforestation chains and the Sustainable Livestock Program, a process in which it supported not only MADS, but also to the MADR.

Question 3.2: Has GGGI planned and managed human and financial resources in a manner that ensures the program is delivered on time and within budget as per the original grant agreement? If there are major variations, what were the reasons for this and how could they be remedied moving forward?

It is worth highlighting the teamwork, because this was developed in coordination with the technicians from different divisions of the ministries, such as the Office of International Affairs, the Forestry Directorate, the Directorate of Climate Change, the Business Office Greens, the General Secretariat, the contracts office, among others. This presents that GGGI provides a technical support that avoids overburdening the cooperation as this support comprises of some advisors who support the preparation of documents and give quality technical contributions.

According to what was reported in the management reports of GGGI, not only the result related to the POA was reached by 2017, but also two progress reports of the JDI were presented by means of which the government of Colombia assured the payment of USD 15 million from the Norwegian government. However, these results were achieved with an execution of 82% of the budget allocated for this output. For the second year (2018), the report of milestones was supported, which corresponded to the third and fourth. However, a single report was presented that year. To sum, GGGI provided support and technical advice in the preparation of the first and second milestone reports in 2017 and the third and fourth reports in one submitted in 2018.

In addition to the support of GGGI in the preparation of the reports of the DJI milestones associated with the 2nd indicator of output 2.1, the GGGI technicians, both of those embedded in MADS and other staff members who supported the MADR, technically supported and managed also the processes for the fulfillment of specific milestones such as: 1). zero deforestation agreements for the chains prioritized by the MADS (palm oil, meat, dairy and timber) (milestone 27), 2). establishment of a Public-Private Partnership as a chapter of the Tropical Forest Alliance (TFA 2020) (milestone 28), 3). redesign economic incentives for the agricultural sector that contribute to the reduction of deforestation (milestone 29), 4). redefinition of the national sustainable livestock program (milestone 29), and 5). design of the National Sustainable Livestock Policy and generation of enabling conditions (milestone 49).

It is possible to identify that the support given by GGGI for the achievement of milestones has been efficient in terms of the use of human and financial resources, since this was through GGGI's staff. This presented that only in the case of the Sustainable Livestock Policy mentioned above, a policy formulation team led by the Policy Commission of the Sustainable Livestock Bureau of Colombia (MGSC) was hired together by the WWF to compile and produce the technical document.

Since the second semester of 2018, with the new administrative directive of the MADS, GGGI's support is made by request and from the GGGI facilities, no longer inside MADS. Therefore, the report of the first semester of 2019 is currently under elaboration by the Office of the Deputy Minister of Policy and Normalization.

Regarding the implementation of the projects submitted to the FCS, GGGI supported structuring the operational and financial mechanisms, given the definition of the FCS, belonging to the IDB, which has a very high-level of interference over the resources, as well as a multi-actor committee that also presents projects and has a voice and vote on decisions that are made in the framework of the execution of resources. This considered the changes in the MADS guidelines for the support required by the cooperation. For GGGI, the possibilities of continuing support for MADS, is based on its demand. Hence, under the framework of the extension of the JDI, other sectors can be supported., and in accordance with the Norwegian Embassy, adjustments have been made to the logframe.

For the case of the indicators for output 2.1 for the second year, they are adjusted in this way for the rest of the program's duration?: 1) an international cooperation strategy for MADR that includes developed deforestation control actions,, and review and adjust the 2019 POA and all the operational documentation related to the IDB's Technical Cooperation in support of the Norwegian Embassy, and 2) sustainable cattle-ranching policy draft prepared for government approval and support the Norwegian Embassy to review and improve the 5th JDI's milestones report . This is how GGGI has strengthened its relationship with other entities such as the MADR and the MHCP through the staff and other additional advisors who are supporting the new activities programmed for the rest of the program⁴².

It can be concluded that for the fulfillment of indicators, the work of GGGI has been efficient in the use of human and financial resources available for output 2.1. In addition to the support given to the MADS specifically in reporting the JDI milestones and generating the POA for the FCSGGGI developed many activities and management both with the environmental sector and with agriculture, NGOs, the private sector and the IDB, among others. This was to advance the fulfillment of the milestones and in the implementation of the JDI through the allocation of the resources administered by the IDB. It should be noted that at the time of the presentation of the first report, it showed the fulfillment of 32 out of 64 milestones. These had been achieved with the government's own resources or with the support of other cooperation since the resources had not been disbursed.

Question 3.3: Are the arrangements to support coordination and decision making amongst GGGI, Norway and the Government of Colombia working well?

Regarding the coordination agreements between the two governments and GGGI, it can be concluded that these worked well for the achievement of the objectives in the framework of the JDI, however, with the change of government in August 2018, these arrangements had to be adjusted according to the new requirements of MADS and taking into account the manifestation of interest of support done by MADR and MHCP, among others. It should be noted that for the second year and due to changes in the new administration, there have been delays in the execution of FCS resources, however it has been confirmed that these have been unrelated to the function of GGGI as it was said by different actors interviewed in the evaluation framework.

⁴² Through the extension of the program to finalize on December 2019 that had been already approved by the Kingdom of Norway.



4.2.1.4 Sustainability:

Question 4.1: Have the measures to ensure sustainability of outcomes described in the original design been appropriately implemented? Are they effective (or likely to be effective) in enhancing the sustainability of the program's outcomes?

As mentioned before, GGGI defined some actions related to social, technical, institutional, financial and political sustainability from the beginning of the program. This is how in the framework of output 2.1 some points are highlighted related to the sustainability of the work done in the framework of the JDI.

Much of the support that was provided by GGGI for the development of activities and meeting the goals defined for the program in the framework of the JDI was technical with the staff directly supporting the entities, particularly with MADS, other organizations, and actors in the private sector. It is found in the reports that for the Livestock Policy case, workshops were held to receive comments from institutions in the territory, as well as from local producers, as well as meetings with the national government. Therefore, this contributed to the advance of actions in the face of social and institutional sustainability.

Within the framework of financial sustainability, as part of the milestones, GGGI has continuously worked with the private sector, which is a fundamental actor in the implementation of actions that contribute reducing deforestation through productive alternatives, more sustainable production chains and sustainable forest management. Despite the progress of fulfilling the milestone of zero deforestation chains, there is still potential to define collaboration and work with other chains. Additionally, an opportunity to work at the local level with the producers is also identified and thus can generate solutions with a bottom-up approach, which can finally be articulated with the actions carried out at the national level.

Question 4.2: Has GGGI performed effectively in the way that it engages and builds productive working relationships with key program stakeholders?

The work at different levels was effective from GGGI, since it was possible to build good relations with the high-level government representatives, in the case of the MADS, as well as with the technicians with whom the GGGI staff worked coordinately with the divisions mentioned above. These good relations, added to the quality of the work done by the GGGI staff, allowed the team to have a working place within the MADS for several years and support the Ministry in decision-making.

Question 4.3: Has GGGI adapted appropriately to any changes in the context to maintain or enhance sustainability of intended program outcomes?

The change of government that began during the last months of 2018 changed the working conditions of GGGI by collaborating on specific requests from the MADS. Nevertheless, this has strengthened the work between MADR and MHCP.

GGGI has maintained a cordial relationship with MADS and has strengthened them with other ministries mentioned, changing the way some goals in the log frame were formulated and



agreed upon with the Embassy of Norway because they resulted of interest or are within the framework of Norway's priorities, as was mentioned before.

4.2.1.5 Cross-cutting Issues:

Question 5.1: Have the measures to address cross-cutting issues of gender and social inclusion described in the original design been appropriately implemented?

Unlike described for the REM Program, no specific resources for this issue were determined for implementation in the territory. Thus, neither the assistance of the GGGI nor the technical contribution of the other parties that formulated the JDI specifically determined these aspects.

The interviewees do not report having approached the JDI particularly with a gender equity approach, nor do the documents have any mention on this regard, so it can be concluded that there is potential for strengthening in this area.

However, it can be taken into account that the execution of the JDI resources, which are implemented through projects that are approved under the FSC mechanism, are a space and potential point of determination of the gender approach and social equity in the projects that are leveraged with these resources. Furthermore, an opportunity is also identified to report on the milestones of the gender-sensitive declaration and highlight how it contributes to specific social equity issues.

4.2.2 Output 2. Investment – ready project/investment proposals submitted to sustainable Colombia Initiative

4.2.2.1 Relevance:

Question 1.1: Has the program responded to the key needs and priorities of the Government of Colombia and NICFI, as originally identified in the proposal?

Similar to output 2.1, GGGI, was part of the technical team that designed the Amazon Vision REM Program. Therefore, the MADS technicians, financed by GGGI, worked on the organizational, financial and operational structure, the Operational Manual and the Work Plans, both the Global and the annual ones. Once the program was structured, the unit went through the selection of the program coordinator and some of the pillar leaders, among others. Thereafter, expert advisors provided by GGGI to the MADS were in charge of accompanying specific aspects, such as the governance pillar of indigenous peoples and activities that enabled the agro-environmental pillar.

REM is the pilot initiative of the country's REDD+ actions. Due to the characteristics and importance of the Amazon Biome, this region was prioritized by the national government and donors, which offered about USD 120 million to reduce deforestation. As actions were carried out within the framework of the JDI, the program contributed with the milestones report. The following issues were identified to be supported: It was identified that the safeguard systems had to be strengthened, the national forest inventory, the monitoring system to report and verify the reduction of GHG emissions from deforestation and forest degradation, the inter-administrative agreements for the implementation of the program had to be managed, and the formulation of the National REDD+ Strategy had to be completed, the new territory generated



by the post-conflict scenario should be addressed. Additionally, it was found that there were a large number of initiatives and cooperation's agencies developing projects with similar objectives and expected results.

With these challenges, it was timely and valuable for MADS to have a technical team that knew the REM Program from its origin. Hence, that understood the management of the Ministry and who had the background of the negotiations and commitments assumed with the signing of the JDI and the launching of the program. In addition, there were targets in the NDP 2014-2018 related to reducing deforestation, particularly in the Amazon Biome; the goal was to halt deforestation by 2020 (Background of the initiatives). In this way, this output is perfectly aligned with the GoC and GoN priorities.

According to the "DETAILED PROGRAM PROPOSAL", the GoN is a world leader on supporting governments on reducing GHG emissions through REDD+. Therefore, the GoN has prioritized Colombia to support the actions regarding REDD+, such as the pilot of REM in the Amazon Biome, due to its importance for the country and the world.

Today, thanks to all the efforts made, the country has the National REDD+ Strategy, the Amazon Vision Program, the Orinoquia Sustainable Landscapes Project, important technical advances in the formulation of the NAMA Forestry, as well as some institutional advances through which deforestation is to be managed, such as the CICOD⁴³, the Council to Fight Deforestation and Environmental Crimes, the departmental forestry tables, as well as Sentence 4360. This obliges the national government to make greater efforts to reach the goal of reducing deforestation in the Amazon and to face climate change, and also, a line of work drawn in forestry given in the NDP 2018-2022, in which cross-sectoral management is maintained to face the social and economic dynamics caused by deforestation.

Similarly, local initiatives have been generated in the regions for community monitoring, land use planning in favor of land clearing and leverage conservation agreements, commitments to the private sector such as zero deforestation chains, and international commitments to reduce emissions through the ENREDD+. These continue to be useful inputs generated so far, as well as maintain support from GGGI to the national government to move forward on the issue and meet national and international goals.

Question 1.2: Have there been any significant changes to these priorities that the program should adjust for, either now or in the future?

In NDP 2018-2022, the national government agreed with the indigenous peoples to consolidate a short, mid-term, and long-term strategy to counter deforestation and promote restoration in indigenous territories. Also, as well as to update the diagnoses through community monitoring, among other available information systems, to identify the causes, agents and impacts of deforestation, to facilitate the implementation of climate change adaptation and mitigation actions through the preservation and care of mother earth within the framework of the integrated strategy for the control of deforestation and forest management (EICDGB). Additionally, the national government proposed to formulate a public policy to

⁴³ Intersectorial Commission for the Control of Deforestation and Integral Management for the Protection of Natural Forests (CICOD, by its acronym in Spanish) was created by Decree 1257 de 2017 to be led by the MADS and ACPC, however, the law which approved the NDP 2018-2022 modified the Commission that will be regulated in the coming months.



reduce deforestation and forest degradation, in harmony with the action plan of the intergeneration pact for life in the Amazon, which is developed within the framework of Judgment 4360 of 2018.

Likewise, considering the continued implementation of the REM Program, as well as the international commitments already indicated in the JDI Framework, very aligned priorities can be seen in forest management for this four-year period, which opens the door to the possibilities of cooperation.

However, given the new line of work of MADS, in which a less embedded support in the entity has been requested, the accompaniment developed by GGGI will depend on the will of the ministry's leaders.

In other words, it can be concluded that the priority of reducing and controlling the dynamics of deforestation in the country is still valid, and therefore cooperation in this line is still relevant.

4.2.2.2 Effectiveness:

Based on the projection of the GGGI Program, this output ensures deforestation reduction outcomes, promotes restoration, protected area management and ENREDD+ implementation. This is done through structuring investment plans or projects to ensure deforestation reduction outcomes in deforestation hotspots, promoting forestry, sustainable agriculture, value chains and investments based on appropriate land use. It will assess the feasibility of including two areas in the EMN Program, the design and submission of ready-to-be-financed projects and strengthen the capacity of government agencies in the area of REDD+.

Question 2.1: Have the program outputs been delivered as intended? Or if they are not yet due, are they on track to be delivered as planned?

Under this commitment, GGGI supported the structuring of a project with the Organization of Indigenous Peoples of the Colombian Amazon (OPIAC), approved under the pillar of indigenous governance. This was part of one of the 10 projects that were selected in the first call of the pillar, whose objective is to strengthen governance and capacity for environmental governance of the indigenous peoples of the Amazon.

Similarly, they supported FNAGRO and the Ministry of Agriculture in the design of a financial instrument for sustainable productive transformation, called ITPS, aimed at financing actions at the farm level that allow for the intensification of the livestock production system, the establishment of sustainable production systems, such as silvopastoral systems. These are systems that intensify production and the liberation of areas for the recovery of the natural ecosystem. In this process, GGGI was a key player for the creation of the National Roundtable of Agro-Environmental Financial Mechanisms, where adjustments to existing or new financial mechanisms were managed in order to consolidate a portfolio of mechanisms that support agro-environmental activities and promote zero deforestation scenarios. In addition, GGGI supported the development of regional workshops (in Caquetá and Guaviare in April 2017), where the financial behavior of agroforestry models could not be defended and priority was given to livestock models, such as Nestlé's, which showed significant increases in productivity and quality and translated into better incomes for the producer. Given the priority of supporting

sustainability aspects in livestock activities, GGGI supported the management within the Sustainable Livestock Roundtable and established the Sustainable Livestock Project (which is then presented as the sustainable livestock project before FCS-output 2.1), on which the ITPS is adjusted.

As reported in the interviews, GGGI was an active actor which contributions allowed progress to be achieved. GGGI had a strong presence in all spaces, whether they were technical, national workshops, regional workshops, sometimes even replaced the institutions while they could not be present in the spaces. In this way, from the interviews it can be concluded that beneficiaries found valuable and recognized that the process would have been much slower without the professionals who supported the process. Thus, according to the beneficiaries of the cooperation, the products and results of GGGI were always timely and of high quality.

Question 2.2: Have the program outcomes been achieved as intended, or are they on track to be? What difference has the program made (or is likely to make) in the realization of these outcomes at national and sub-national levels? How could outcomes be strengthened moving forward?

GGGI achieved the expected results both in the formulation of the indigenous governance pillar project and in the support given to the agro-environmental pillar to define the ITPS.

If there were delays in the formulation and approval of the ITPS, the delays were due to the processes of the institutions and exceed the actions of the cooperation. However, according to indicators, GGGI manages to obtain its results according to plan.

Question 2.3: Are the outcomes likely to lead to subsequent impacts, either intended (as per the program log frame) or unintended, and either positive or negative? (Eg: in relation to changes in institutional practices and/or innovations in subnational programs that could contribute to green growth, including social inclusion and poverty reduction?)

GGGI assisted and facilitated the development of processes and the generation of robust and high-quality technical documents, promoted dialogue, participation, and produced documents through which financing was sought to ensure the permanence of the technical inputs generated. In this regard, learning and knowledge remains within the entities' staff that participated, both through knowledge transfer and documents. Sustainability of these process will depend on staff being confirmed in their posts and the willingness of management to use the technical inputs.

Finally, it is important to clarify that the support provided by the cooperation fully and with high quality was very useful so that the issue of deforestation took an importance, visibility, relevance and above all that it remained on the radar of senior managers, such as the Minister and deputy ministers. However, the development of a strategy for the gradual entry and exit of cooperation is based on the generation or strengthening of capacities. The responsibility of the entity is to ensure the maintenance of the capacity generated within the organization

Question 2.4: Were the original theory of change (including vertical logic, selection of regions and sectors for subnational work, other scope issues) and log frame

(including indicators, baselines and targets) well designed? How could the theory of change / log frame be revised to enhance the effectiveness of the program??

GGGI assisted and facilitated the development of processes and the generation of robust and high-quality technical documents, promoted dialogue, participation, and produced documents through which financing was sought to ensure the permanence of the technical inputs generated. In this regard, learning and knowledge remains within the entities' staff that participated, both through knowledge transfer and documents. Sustainability of these process will depend on staff being confirmed in their posts and the willingness of management to use the technical inputs.

Finally, it is important to clarify that the support provided by the cooperation fully and with high quality was very useful so that the issue of deforestation took an importance, visibility, relevance and above all that it remained on the radar of senior managers, such as the Minister and deputy ministers. However, the development of a strategy for the gradual entry and exit of cooperation is based on the generation or strengthening of capacities. The responsibility of the entity is to ensure the maintenance of the capacity generated within the organization

4.2.2.3 Efficiency:

First, it should be noted that the GGGI team complied with the technical inputs agreed with the public entities within the framework of the Amazon Vision, both for the indigenous governance pillar and for the agro-environmental pillar and the coordination of the program.

Question 3.1: Has GGGI undertaken program planning, delivery, monitoring and reporting in a manner that adequately meets the requirements of key partners and supports the achievement of proposed results?

By reviewing the secondary information provided by GGGI program planning, implementation and monitoring makes it possible to validate most of the processes supported through cooperation. However, some of the support provided does not have monitoring indicators, as it is the case of the management developed with the entities.

Based on the primary information collected, GGGI advisors wrote documents, advanced in research, promoted and participated in meetings, managed the delivery of inputs by officials, compiled documents, promoted coordination among technical directorates, and even assumed spaces for participation and workshops, many of which are not visible in the monitoring system, although they are reported in the reports. Thus, there is evidence of a possible improvement in the monitoring and follow-up system.

Question 3.2: Has GGGI planned and managed human and financial resources in a manner that ensures the program is delivered on time and within budget as per the original grant agreement? If there are major variations, what were the reasons for this and how could they be remedied moving forward?

This is how the beneficiaries interviewed emphasized their willingness to support each process, such as the support provided for KFW's annual missions, the preparation of follow-up reports,



clarifying aspects of commitments and maintaining an institutional memory in the face of so many changes in the entity's own personnel.

With the primary information collected, it is possible to ensure that there was compliance with the products and results. Also, it pointed out that the outputs are of excellent or good quality, so it is worth relying on these perceptions of 100% of the actors interviewed to make a positive qualitative cost-benefit relationship.

Additionally, the progress reports elaborated and facilitated for the evaluation by GGGI, report compliance in the activities of this output, on one hand the support of the OPIAC project in the framework of the indigenous governance pillar, and the continuation of the support in front of the second call of the pillar, for which gender aspects were worked (for which a 50% advance was reported for the cut of the report, but for which no risks were pointed out, but it was affirmed to be under the control of the government). As the processes continued, there were difficulties due to delays in the execution of FSC resources, which exceeded the management and support capacity of GGGI. Finally, according to the report, GGGI held three international events on forest issues, such as monitoring forest cover, effective control of deforestation and aspects of rural cadastre, which are indispensable for effective forest management.

Question 3.3: Are the arrangements to support coordination and decision making amongst GGGI, Norway and the Government of Colombia working well?

The institutional arrangements worked well as GGGI was efficiently integrated as part of work teams. Among the national teams or processes, GGGI supported its process in the different technical directions of MADS, in the intersectoral commissions on climate change and deforestation control, in other cooperation, such as the Forest Carbon Partnership Facility (FCPF), the Forest and Climate program of GIZ, the ONUREDD Program, among others. Based on this, GGGI was integrated in such a way that it avoided unnecessary cost overruns, thus, making its cooperation efficient.

It is important to point out that some of the interviewees indicated that they were unaware of the institutional arrangements and the legal nature of the institute, which can be improved in the following phases.

4.2.2.4 Sustainability:

Question 4.1: Have the measures to ensure sustainability of outcomes described in the original design been appropriately implemented? Are they effective (or likely to be effective) in enhancing the sustainability of the program's outcomes?

Question 4.2: Has GGGI performed effectively in the way that it engages and builds productive working relationships with key program stakeholders?

An important part of the sustainability of the cooperation has to do with the exiting strategy and delivery of the activities to the beneficiary entity. Cooperation comes to solve a specific need, in this case, addressing cooperation years after the evaluated period evaluated. GGGI

provided MADS with technical support that allowed the country to attract cooperation resources, formulate and initiate the implementation of early REDD+ actions, which provided the foundation for the development of the current National REDD+ strategy, and were a determining player while results were obtained.

In other words, when analyzing the timing of cooperation, the role assumed at that first moment, previously described, is diminished for the period 2017-2019 insofar as the REM Program already had its operation unit, and was therefore accompanied as required by the Operative Unit, as well as the specific aspects already mentioned. This demonstrates a willingness on the part of both parties (beneficiaries and cooperating partners) for the cooperation to leverage effect and process, but then became an integral part of the entity and to that extent can be a process that maintains the entity, even if the cooperation intervention of GGGI is not.

Therefore, GGGI did not technically impose the manner in which the ITPS or the indigenous project had to be developed, but rather worked hands-on with FINAGRO and the ministries of environment and agriculture (in the case of ITPS), as well as with OPIAC and the leaders of the indigenous governance pillar (in the case of the indigenous project). The role of GGGI it is to allow the entities to ensure ownership and continue with the management of the processes. This can be considered achieved.

On the other hand, a GGGI exiting strategy is observed in the cooperation planning document, i.e. a delivery of the issues to MADS, which was truncated in the second semester of 2018, given the new instruction of the new Minister and deputy ministers. However, GGGI maintains the willingness and support by request either by the technicians, or the directors of the entity.

Thus, it can be concluded that the role developed by GGGI is adequate and aligned with its temporary position as facilitator, builder and support, as well as that the relationships built at the technical levels have allowed to maintain and leverage the continuity of the developed processes.

Social Sustainability: GGGI facilitated the participation of indigenous groups and relied on one of its own organizations (OPIAC) so that the indigenous population could confirm a properly formulated project, i.e. meeting the requirements of the call for access to the benefits of the REM Program. However, going beyond the management of the indigenous pillar, GGGI supported the ITPS and according to what was reported in the interviews conducted with government officials who participated in the process from various institutions, the role of GGGI involved aspects of participation, dialogues, exchange of ideas and information and even workshops for the definition and participation of the Financial Incentive. In this way, this aspect was adequately addressed by GGGI throughout this output.

Technical Sustainability: The technical sustainability of both the indigenous pillar project and the ITPS incentive depends on two conditions: The appropriation of the government and the beneficiaries. The sound design of the incentive and how much it fits in with the territorial realities.

GGGI supported the formulation of the OPIAC project, but it was the organization and the indigenous population who designed the project. In this sense, it is expected that the OPIAC will take ownership and leadership in the process, as well as the accompaniment of the REM Program.



On the other hand, the ITPS was formulated together with the institutions and some of the officials who led the process are still part of the institutions. Thus, the appropriation of a work prepared for the public institution depends on these institutional changes. However, the launch of the instrument was carried out this year under the assistance and leadership of the new administration. Therefore, it is expected that progress will be made in the implementation phase in an appropriate manner. The design of the instrument was presented on several occasions in the Steering Committee of the REM Amazon Vision Program, leveraged in the productive projects that had been working the pilot of REM (project GEF Heart of the Amazon), the Sinchi Institute, which has progress in identifying producers, in the framework of the sustainable livestock table, which knows and advances developments in sustainable livestock policy, as well as the mechanism for reducing GHG emissions in the sector, so that the design is in line with the realities and tests developed in the field.

Finally, there are still some regulatory aspects missing for the ITPS to operate effectively in the country, so GGGI has an opportunity and a responsibility in the continuation of the process.

Question 4.3: Has GGGI adapted appropriately to any changes in the context to maintain or enhance sustainability of intended program outcomes?

The most radical changes occurred with the change of national government, in which the minister and deputy ministers decided to request GGGI to modify its mode of cooperation by withdrawing from the physical facilities of MADS and supporting specific aspects on demand.

Faced with this situation, GGGI maintains its support as requested by the entity and provides specific technical inputs for the formulation of the POA, as well as for the execution of the projects presented to the FCS.

GGGI makes approaches to the Ministries of Agriculture and Finance, which generates the opportunity to permeate the environmental management in such entities and maintain processes initiated in the cooperation provided to the REM Program.

It is concluded that GGGI adapts quickly and easily to the changes and assumes them as a new challenge reorienting its management to give continuity to the process from other entities and assuming the new role requested by the new authorities of MADS.

4.2.2.5 Cross-cutting Issues:

Question 5.1: Have the measures to address cross-cutting issues of gender and social inclusion described in the original design been appropriately implemented?

GGGI supported the definition of the scope and way of operating of the indigenous pillar, which is based on the direct participation of indigenous peoples, focused on strengthening systems of governance, knowledge, management and use of the forest. Furthermore, there is a focus and view of increasing the scenarios and dialogue capacities of indigenous peoples and the State and to promote the commitment and responsibility of all in decisions that reduce, mitigate



and prevent deforestation and degradation of the Amazon forest. In this regard, the first relevant result of the output has to do with the elaboration of the guide of presentation of projects of the pillar, and the determination of the execution of the resources of the pillar through the demand of projects.

Bearing in mind that projects must meet some formulation requirements and be developed in a specific matrix for their evaluation and determination of whether to be implemented with this Pillar resources, GGGI provided support to the Indigenous Organization OPIAC, to formulate a project. From the technical orientation, with the assistance of GGGI, the OPIAC managed to have it concertated, from various participatory workshops, and the project presented and approved within the framework of the call for this pillar.

Through this pillar, GGGI supported communities that have a special constitutional protection in issues of vital importance for deforestation that have to do with strengthening the capacity of people to organize within themselves, to promote the harmonization of land planning instruments based on their life plans, and to adopt and articulate practices based on their traditional knowledge.. This makes it possible to relate to issues of social equity and gender approach insofar as it contributes not only to the governance of indigenous peoples, but also supports the role of indigenous women, respecting the position they occupy and the role they exercise within the framework of their traditions and culture.

4.2.3 Output 3. Articulation instruments for green growth and post-conflict objectives delivered to support the peace agreement implementation

4.2.3.1 Relevance:

Question 1.1: Has the program responded to the key needs and priorities of the Government of Colombia and NICFI, as originally identified in the proposal?

In the context of peacebuilding, it is clear that in the general approach of Norway's cooperation in Colombia and in the previous government's understanding of the close relationship among green growth, sustainability, equity and reduction of deforestation and forest degradation, it is essential to promote sustainable productive alternatives in favor of the most vulnerable populations of small farmers in conflict-affected areas. This approach led to the definition of the 170 municipalities subject to the formulation and implementation PDET.

In this effort of the national government, through the Presidential High Council for Post-Conflict (ACPC), the request for international cooperation support was processed through the GGP, with the participation of an Integrated Expert in the Colombia in Peace Fund since the end of 2017 to support the following tasks, among others: 1) the strengthening of regional and local capacities for the structuring of sustainable productive projects in the PDET zones; 2) the development of a portfolio of projects (4 with GGGI's own resources (jaggery, special coffee, "Avocado Hass" and Cacao) and 15 with national government resources), to be presented to different financing mechanisms such as the FCS or others; 3) the construction of a methodological framework that integrates the green growth approach in the framework of the peacebuilding process and the reduction of deforestation.

resources), to be presented to different financing mechanisms such as the FCS or others; 3) the construction of a methodological framework that integrates the green growth approach in the framework of the peacebuilding process and the reduction of deforestation.

Question 1.2: Have there been any significant changes to these priorities that the program should adjust for, either now or in the future?

Despite the progress and recognition of the High Council on regards of the quality and relevance of the technical support provided by GGGI for the consolidation of post-conflict tasks, from the first half of 2018 with the start of the electoral process and the emergence of public questions from the control bodies on the transparency in the management of the Colombia in Peace Fund, a period of institutional instability and operational paralysis began.

This situation became more serious with the arrival of the new government mistrusting the processes initiated during the previous government, as well as the support of GGGI. Despite efforts to maintain open channels of dialogue with the new administration, now under the responsibility of the Presidential High Council for Stabilization and Consolidation, were unsuccessful and it was necessary to suspend the cooperation of the GGP, at least until a new direction and leadership from the current government.

The main consequence of this unfortunate governmental transition process has been the freezing of the portfolio of projects that had been formulated and negotiated with the local authorities and institutions and, especially, with the 5000 beneficiary rural families. Likewise, the proposed methodological framework, which would integrate the objectives of green growth, sustainability and reduction of deforestation was considered by the new government as it was framed by the last administration.

The review and adjustment process in the functioning of the Colombia in Peace Fund, as well as the Sustainable Colombia Fund, has meant that only until mid-June 2019, almost a year after the start of the new government, has the first call been opened to co-finance projects in areas affected by violence, in which the communities of the PDET municipalities of Caquetá, Nariño and Putumayo will be able to participate, with an estimate of just 650 beneficiary families⁴⁴.

In summary, despite the evident relevance and pertinence of Output 3, as expressed during interviews with former officials of the previous government although the alleged and implicit reasons can be discussed, this support is no longer of interest to the new government. In addition, it seems difficult to find a way of dialogue and reorientation, if any, of the technical support that GGGI could offer to the current administration.

4.2.3.2 Effectiveness:

Question 2.1: Have the program outputs been delivered as intended? Or if they are not yet due, are they on track to be delivered as planned?

⁴⁴ The call has about 2 million dollars donated by Norway, Sweden and Switzerland that will be invested in the co-financing of sustainable productive projects and green non-agricultural businesses: coffee, fruit trees, agroforestry such as cocoa or bananas, sustainable livestock, fish farming, nature tourism and products from sustainable use of the forest such as resins, essential oils and natural colorants.
<https://www.apccolombia.gov.co/noticia/fondo-colombia-sostenible-abre-convocatoria-para-cofinanciar-proyectos-en-zonas-afectadas-por-la-violencia>



Although the products and support requested by the previous government were delivered in a timely manner, the projects formulated could not be submitted to the financing processes considered, due to the loss of political support of the High Council for Stabilization and Consolidation.

Furthermore, the methodological document was delivered to the parties in a timely manner, even though it was not considered by the new government. The ten workshops and training events given to local authorities and communities for capacity building in the formulation and structuring of sustainable productive projects were carried out in a timely and satisfactory manner. These are expected to be used by local actors in the new call for proposals for the Sustainable Colombia Fund that has recently been announced.

4.2.3.3 Efficiency:

Question 3.1: Has GGGI undertaken program planning, delivery, monitoring and reporting in a manner that adequately meets the requirements of key partners and supports the achievement of proposed results?

The planning, monitoring and execution reports show timely, adequate and satisfactory progress and delivery of expected results as established between the parties in the framework of the grant agreement. However, these products could not complete their implementation cycle, although that was not the commitment of GGGI.

Question 3.3: Are the arrangements to support coordination and decision making amongst GGGI, Norway and the Government of Colombia working well?

Because of the political transition, the coordination processes and agreements between the government and GGGI were affected. This affected the implementation of the project proposals prepared in support of the Presidential High Council for Post-Conflict. Therefore, the risk matrix of the GGP failed to foresee the high impact that the change of government would have on the maintenance of harmonious relations with the GGP, at least in relation to this output.

4.2.3.4 Sustainability:

Question 4.1: Have the measures to ensure sustainability of outcomes described in the original design been appropriately implemented? Are they effective (or likely to be effective) in enhancing the sustainability of the program's outcomes?

The GGP took all possible measures to ensure the continuity of GGGI support, even with the active involvement of the Norwegian Embassy in dialogues with the GoC. However, this has been unsuccessful to date.

Regarding the four projects structured with GGP resources, there is continuity in the effort to support and encourage communities to present proposals when the Sustainable Colombia Fund applications opens. It is the intention of the GGGI team to promote that the other 15

projects that are part of the portfolio that was structured with their technical assistance, are also presented to the Fund or other types of donors, such as Acumen⁴⁵.

The initiative to support the search for funding for these projects, not considered contractually during the first phase, is important for the continuity and expansion of GGGI activities in the country, considering the expectations that were created among local communities in the process of structuring the project portfolio.

4.2.3.5 *Cross cutting:*

Question 5.1: Have the measures to address cross-cutting issues of gender and social inclusion described in the original design been appropriately implemented?

In the case of this output, the cross-cutting issues of social equity and gender were especially considered, due to the approach agreed with the Presidential High Council to act specifically in the PDET municipalities and with the vulnerable peasant and indigenous populations. In addition, not only during the training workshops, the participation of women was greatly encouraged, but also in some of the production projects that were structured for direct implementation by organized women's groups.

⁴⁵ Acumen was created with seed capital from the Rockefeller Foundation, Cisco Systems Foundation and other philanthropists, to invest capital that bridges the gap between the efficiency and scale of market-based approaches and the social impact in entrepreneurs bringing sustainable solutions to big problems of poverty. <https://acumen.org/>

PART V

LESSONS LEARNED AND

RECOMMENDATIONS



5 LESSONS LEARNED AND RECOMMENDATIONS



5.1 LESSONS LEARNED

5.1.1 General Lessons Learned:

- I. In general terms, the evaluation mission considers that the program outcomes have been adequately fulfilled. However, such fulfilment has been partially compromised by different regional and political circumstances.
- II. From the point of view of public policy, the contributions of GGGI through the Green Growth Program have been fundamental for the adoption of a strategy for the government oriented towards sustainable development that guarantees the economic and social welfare of the population.
- III. In Colombia, Public management has had significant changes since August 2018 when the new President took office and the new government started. Because of this, some entities have linked to the former government the support given by GGGI over the last years. Therefore, government officials have been reluctant to use the concept of green growth in the NDP 2018-2022. However, it is relevant to mention that even if the concept itself is not used, the NDP 2018-2022 recognize the CONPES 3934 and included several of its goals.

Likewise, with the change of government, the MADS has also changed the approach to manage international cooperation. This has had an impact on the support given by GGGI Colombia, in particular under the Green Growth Program, related specifically to outputs 2.1 and 2.2, becoming a barrier for maintaining a fluid cooperation as it was before, but still there is a cordial relationship between both institutions. Moreover, new collaboration opportunities have been opened with other ministries that in the past were not that fluid, such as the Ministry of Agriculture and Rural Development (MADR) and the Ministry of Finance and Public Credit (MHCP).

- IV. GGGI's model of cooperation, where in some cases experts are embedded as trusted advisors inside public entities, has demonstrated its benefits by strengthening institutional capacities.
- V. International cooperation, such as the one given by GGGI, still remains as a relevant alternative to close financial and institutional capacity gaps in order to contribute towards a green growth model, while supporting the government facing the new environmental challenges that post-conflict has had, particularly on the ground. Moreover, support on green growth is crucial due to the linkage this model has with the international goals included in the Agenda 2030 and the Paris Agreement, among others.
- VI. Recent law 1954 of 2019 approves the Agreement for the Establishment of GGGI, that recognizes it as an international organization. However, the process for GGGI Colombia becoming a legal personality is still on. Once GGGI receive the privileges and immunities



as established in the Agreement, the operation in the national territory will be easier than is now.

5.1.2. Lessons Learned per Evaluation Question

Question 1.1: Has the program responded to the key needs and priorities of the Government of Colombia and NICFI, as originally identified in the proposal?

1. Both GGGI's experts and the studies supported by GGGI under the framework of the GGTG responded to the needs of the country. This allowed developing and guiding the model of green growth to incorporate it in the NDP 2014-2018, as well as the NDP 2018-2022, and finally through the generation of key inputs for the development of the policy.
2. On regards of the green growth subnational output (1.2), it is clear the intention of the government to leverage the model at the territorial scale, as it is indicated in the CONPES 3934. Therefore, there is a need of mainstreaming green growth into land and development planning through the Regional Development Plans in order to facilitate the incorporation of this development model at the territorial level.
3. The selection of the departments of Antioquia, Meta and Nariño was a decision widely consulted with key stakeholders and taken under objective criteria (land use, levels of deforestation, contribution to the peace process and economic potential, among others). It responded effectively to national government guidelines and their relevance as part of the implementation of the policy, as well as to the analysis of the conditions conducive to their development.
4. Regarding output 2.1, the support given by GGGI responded directly to the priorities of the GoC (led by the MADS). Supporting and managing the activities under the framework of the JDI, as well as the support given in the selection of the coordinator of Amazon Vision contributed clearly to the needs of the MADS.
5. The support given by GGGI under output 2.1, also responded to the priorities of the GoN. GGGI's experts coordinated internally at the MADS and with the MADR the development of the milestones report, under modality I of the JDI. Moreover, GGGI by supporting the GoC to achieve some of the milestones (Modality I) directly responded to NICFI's priorities given that the focus was the reduction of GHG emissions through the reduction of deforestation, as the JDI intends.
6. The support given by GGGI related to output 2.2 is completely aligned with the priorities of both governments and has helped to advance in the definition and implementation of the JDI and REM Program. The JDI and REM Program have the purpose of supporting Colombia in reducing deforestation and achieving a sustainable management of forest which will directly translate into reduction of GHG emissions. Thus, the activities developed under output 2.2 also responded directly to the priorities of the GoN. The support given by GGGI to the ACPC through the Green Growth Program, particularly under output 2.3, responded to the needs of the GoC, considering that this was requested directly by the Presidential High Counseling. Therefore, under the peace agreement, GGGI supported the government on strengthening regional and local capacities regarding the formulation of sustainable productive projects for PDET zones.



Question 1.2: Have there been any significant changes to these priorities that the program should adjust for, either now or in the future?

7. The changes due to the priorities of the new President and his team did not affect the indicators to be achieved under output 1.1 since they were already fulfilled by the time the government changed.
8. As for output 1.2, the current NDP incorporates the main goals contained in CONPES 3934, which remains legally active, so the effort to disseminate the green growth approach at the territorial level should not experiment any significant changes.
9. As for output 2.1, as per decision of the new government, GGGI's cooperation will be carried out on a demand basis and therefore it will not be embedded and permanent in the MADS, as it did before. Therefore, now GGGI has the opportunity to spread its influence on to other ministries to mainstream REDD + to the agricultural sector and the Ministry of Finance, among others. Therefore, the work with entities, such as DNP and IGAC could contribute to, among others, the development of green tourism, territorial planning and multipurpose cadastre. The NDP 2018-2022 includes cross-cutting strategies to control deforestation, strengthen ecosystems conservation and prevent its degradation through territorial control, combating illegal dynamics that affect ecosystems, closing and stabilizing the agricultural frontier, promoting the substitution of activities and adopting transitional regimes for the solution of socio-environmental conflicts. Moreover, the Plan prioritize the implementation of zero deforestation agreements, as well as the need to incorporate criteria to reduce deforestation related to transport plans and to support the multipurpose cadaster system. It is clear that reducing deforestation remains a priority for the current government. Therefore, GGGI has a broad field of action that fits within the NDP's priorities and others such as the POA 2019 approved under the Sustainable Colombia Initiative.
10. In terms of the support to the peace agreement implementation, it is concluded that this effort was interrupted by the arrival of the new government, which distrusted the processes initiated during the previous government. GGGI Colombia's attempts to maintain a joint work with the current Presidential High Council for Stabilization and Consolidation have been unsuccessful.

Question 2.1: Have the program outputs been delivered as intended? Or if they are not yet due, are they on track to be delivered as planned?

11. The outputs delivered under the program as part of the support to the DNP were submitted on time in order to finish the process of approval of the CONPES 3924 before the President Duque took office. These included the studies that were advanced during the GGT, workshops and finally the draft of the policy. As for the subnational level green growth investment proposals it had experienced delays.

The delayed start of activities, led to delays in the delivery of products (bankable projects ready to be presented to potential funders and the evaluation of green growth potential and other monitoring tools), which will now be available by the end of 2019. These delays were partially due to the long processes for hiring regional associates; the advanced state



of the subnational governments period; the difficulties in relation to the person responsible for the output at the national level; and the lack of synchronization in the development of base activities, such as the application of the GGPA. Moreover, these delays also can be due to the time that takes to have results, given that being a two-year Program, for some outputs it is difficult to measure the impact of the results in such a short time. The nature of productive projects, for example, due to the time they take, requires permanent support in the short- and mid-term during the phase of design and during its implementation, in order to be able to measure the results.

12. Based on the information analysed in the evaluation process, it is concluded that the output related to the JDI reached the projected results, achieving high quality technical documents generated in a timely manner. Likewise, the role played by GGGI effectively allowed to leverage processes and encourage constructive dialogues around forest management organs.
13. On regards of output 2.2, many interviewees considered that the model of cooperation of GGGI, with experts embedded as advisors from inside public entities, is useful, relevant and valuable. GGGI supported the formulation of projects' documents and offered a permanent follow up of the processes. It also facilitated the generation of dialogues, comply with the goals and accompanying at the managerial level of the entities.
14. As for output 2.3, however, the effort of GGP to support the ACPC to build a strong portfolio of productive-sustainable projects was put on hold with the start the new government. The main consequence has been the freezing of the portfolio of projects that had been formulated and negotiated, as well as the lack of consideration of the proposed methodological framework, which would integrate the objectives of green growth, sustainability and reduction of deforestation.

Question 2.2: Have the program outcomes been achieved as intended, or are they on track to be? What difference has the program made (or is likely to make) in the realization of these outcomes at national and sub-national levels? How could outcomes be strengthened moving forward?

15. As for output 1.1, it allowed the GoC to strengthen in different ways the process for the elaboration and approval of a long-term green growth policy (CONPES 3934). Also, It ensured the team and external consultants to be embedded in DNP, the development of the GGTF and finally the definition together with DNP of the draft of the policy to be submitted to the CONPES for its discussion and approval.
16. As for output 1.2, delays in the delivery of products (bankable projects ready to be presented to potential funders and the evaluation of green growth potential and other monitoring tools), forced GGGI to review its leadership and management approach for the subnational output. This considering the importance of consolidating and amplifying to other departments the territorial approach of the program's actions in a second phase.
17. Thanks to the support given by GGGI to the MADS and MADR, the GoC has presented opportunely the reports regarding the achievement of the milestones of modality I of the JDI (output 2.1). This has allowed increasing the resources for investing in forest



management. Therefore, the inputs generated by GGGI under output 2.1 were valuable and timely for MADS to advance in the activities related to REDD+.

18. Although the goals set for the generation of projects were achieved, it can be a counterproductive result due to a conceptual definition of the forest in Colombia that benefits livestock projects with trees over forestry projects. The use of the results generated by GGGI will depend on the MADS. However, it should be noted that civil servants and former civil servants recognized that the country's progress as well as the budget allocation has been partly due to international cooperation.
19. Again, the results linked to output 2.3, are weak. The products and support requested by the previous government were delivered in a timely manner, as planned and agreed between the parties. However, the projects formulated could not be submitted to the financing processes considered, as these initiatives lost the political support of the High Council for Stabilization and Consolidation.

Question 2.3: Are the outcomes likely to lead to subsequent impacts, either intended (as per the program log frame) or unintended, and either positive or negative? (Eg: in relation to changes in institutional practices and/or innovations in subnational programs that could contribute to green growth, including social inclusion and poverty reduction?)

20. GGGI played a fundamental role under output 1.1, supporting the GoC through delivering technical inputs, but also by funding experts and advisors, such as the Director of the GGTF and team embedded on DNP. It successfully contributed in a technical, operational and logistic manner, to reach the expected outcome within the framework of the Program; the approval on July 10th, 2018 of the CONPES 3934 which contains the long-term green growth policy. This had a significant impact at the political and institutional level.

Moreover, considering that the CONPES was approved at the end of the period of the former government, GGGI had the opportunity to support DNP on incorporating in the NDP 2018-2022 the goals proposed in the CONPES, in order to advance on its implementation during the current presidential period. It is relevant to note that even if "green growth" is recognized and several goals of the CONPES were included in the NDP 2018-2022, the new government has a different approach, where the principles of green growth are included, but with a different concept: "Producing Sustainably and Conserving while Producing."

21. At the subnational level (output 1.2) it is not yet possible to measure the impact of GGP actions because not all planned outputs have been achieved. These are processes that, by their nature, require a long-term effort, which can only be achieved in a second phase of the program.
22. In 2015, there was no defined National REDD + Strategy or a policy for forest management in Colombia. The country also went through a lot of structural changes since the government was negotiating with the FARC the Peace Agreement. Despite these enormous difficulties, GGGI helped the environmental technical divisions of the MADS to define an efficient mechanism that could allow to advance on both the JDI and VA. Additionally, the GGGI's trusted advisors made the JDI visible at a high level within the



Ministry. It is worth highlighting that GGGI's experts embedded in the MADS respected decision made by the high-level officers. An example of this is related to the decision made on the designation of the SCF as the JDI financial mechanism.

23. As it was planned by GGGI, the inputs (documents) generated and financed under the framework of the Program had a high level of robustness and quality. However, due to the political changes, the impact the projects (inputs) could have, will depend on the new managerial level officials of the entities involved in decision making on this regard.
24. As for output 2.3, GGP support was suspended by GoC's decision. Hence, the process of seeking funding for the projects formulated was concluded, and the proposed methodological framework was not welcomed. Therefore, it is not possible to measure the impact of this output on the institutional practices of the Presidential High Council for Post-Conflict (ACPC), neither on the subnational governments where they were expected to be implemented.

Question 2.4: Were the original theory of change (including vertical logic, selection of regions and sectors for subnational work, other scope issues) and logframe (including indicators, baselines and targets) well designed? How could the theory of change / log frame be revised to enhance the effectiveness of the program??

25. The activities for output 1.1 were developed as was initially planned, thus no changes in the log frame or theory of change needed to be adjusted. The goals under this output were achieved in the first year of implementation of the Program.
26. The upcoming regional and local elections on October 27, 2019, to elect mayors and governors, impose GGGI a challenge to work at the regional and local level to socialize, in a neutral manner, the progress made to date and try to incorporate commitments in the coming government proposals regarding the opportunities for green growth, and support for ongoing agroforestry and nature tourism initiatives. In consequence, the approach, goals and indicators of the GGP for a second phase should be revised.
27. The theory of change was adequately formulated to support specific aspects of the REM Program and gradually leave the program working as predicted initially. The cooperation is going to continue supporting the indigenous pillar in the presentation of projects and in the implementation of ITPS as a pilot.
28. Despite the evident relevance and pertinence of Result 2.3, as a contribution to the consolidation of peace in the territories, through the implementation of sustainable productive projects in the municipalities most affected by the war, it does not seem to be any interest from the current government in continuing with the support of GGGI.
29. As a result of the political change, the coordination processes and agreements between the government and GGGI were strongly affected. Therefore, the risk matrix of the GGP failed to foresee the high impact that the change of government would have on the maintenance of harmonious relations with the GGP, at least with this output.



Question 3.1: Has GGGI undertaken program planning, delivery, monitoring and reporting in a manner that adequately meets the requirements of key partners and supports the achievement of proposed results?

30. According to the interviewees and the documents that were prepared by GGGI reporting the progress of the program it is possible to conclude that GGGI undertook the program cycle for output 1.1 in an adequate manner to meet the requirements, particularly from Norway and the GoC, as they were planned.
31. In terms of reporting (M&E) for output 1.2, the result reports account for all the situations described and evidenced during the evaluation process, as well as discussed with the respective area managers and the country directorate who work on the design of alternatives and proposals for improvement.
32. Planning, delivering, monitoring and reporting for output 2.1 were done in an adequate manner to develop activities to comply with the indicators as planned and communicate any changes on time. Considering the change of the government in August 2018, it was necessary to develop adjustments that were communicated in advance to the GoN in order to decide how to continue supporting the GoC based on its priorities as it aligned with Norway's.
33. By reviewing the secondary information provided by GGGI, the program planning, implementation and monitoring makes it possible to validate most of the processes supported through cooperation and the achievement of the indicators. However, some of the support provided does not have monitoring indicators, as is the case of the management developed with the entities that will make even more visible the activities that GGGI develop that not necessarily end in a product, but as management activities should be reported.
34. As for output 2.3, planning, monitoring and execution reports show timely, adequate and satisfactory progress and delivery of expected results as established between the parties in the framework of the grant agreement. However, these products could not complete their implementation cycle, although that was not the commitment of GGGI.

Question 3.2: Has GGGI planned and managed human and financial resources in a manner that ensures the program is delivered on time and within budget as per the original grant agreement? If there are major variations, what were the reasons for this and how could they be remedied moving forward?

35. As for output 1.1, an important issue to highlight is that the way of cooperation given by GGGI to the GoC, particularly under this output, with a team embedded in the institution is highly appreciated by the DNP, according to the officials that were interviewed. This team, as well as the advisors that were financed by GGGI to support the output of green growth at the national level, had the skills and quality required for facing the task regarding the leadership of the GTTF and the developing of the CONPES.

Finally, regarding the financial resources planned for this output, on the one hand it can be concluded that the execution was on time against the schedule, and on the other, as it was described and confirmed by the evaluation mission, the costs related to the studies



financed by GGGI under the GGTF were on the average defined by DNP and of the other 8 studies financed by other international organizations and donors.

36. As for output 1.2, the delayed start of activities, partly due to the long processes for hiring regional associates, difficulties in finding people responsible for the output at the national level, and other possible reasons, led to delays in the delivery of products (bankable projects ready to be presented to potential funders and the evaluation of green growth potential and other monitoring tools). These products will be available at the end of 2019.
37. When forced and temporary changes are needed in the conduction of the Program or the country directorate, as occurred during 2018, it is relevant that replacements are considered taking into account cultural differences or language barriers, given that it could take long immersion process and generate delays in the execution of activities.
38. As for output 2.1, the support given by GGGI for the achievement of milestones of the JDI has been efficient in terms of the use of human and financial resources, since this was in general through GGGI's staff working together with technicians of different divisions of MADS and MADR.
39. As for output 2.2, GGGI effectively contributed processes that had an institutional complexity, such as with the processes of indigenous agreement, and the development of the Productive Transformation Instrument. In the same way, GGGI was efficient in developing the management by contributing to the technical teams of FINAGRO, MADR, SINCHI, the REM Program and the Corazón de la Amazonía project. GGGI helps with the articulation of different entities enhancing their individual capabilities taking advantage on what is already built.
40. The support of GGP to the Presidential High Council for Post-Conflict (ACPC), through a trusted advisor in the Colombia Peace Fund, and financial resources to make the regional workshops and consults, was reported as efficient, opportune, and responded to the national government's requirements.

Question 3.3: Are the arrangements to support coordination and decision making amongst GGGI, Norway and the Government of Colombia working well?

41. For output 1.1, the coordination arrangements defined between the GoN and GGGI, and the GoC (DNP) and GGGI worked well. Moreover, GGGI was totally coordinated with the GoC, represented by DNP, as leader of the Task Force and the formulation of the Policy.
42. As for output 1.2 in relation to GGGI support at the subnational level, it has not been affected or changed, nor has it been questioned by the national government.
43. For output 2.1, It can be concluded that this worked well for the achievement of the objectives in the framework of the JDI. However, with the change of Government in August 2018, these arrangements had to be adjusted according to the new requirements of MADS and considering the expression of interest to be supported expressed by MADR and MHCP, among others.



44. For output 2.2, and within MADS, the institutional arrangements and roles of GGGI contractors were not clear. It is important to provide this clarity especially since there is a high turnover of staff in the entities.
45. Again, for output 2.3, and because of the political transition, the coordination processes and agreements between the government and GGGI were affected. The process to implement the project proposals was interrupted. Therefore, the risk matrix of the GGP failed to foresee the high impact that the change of government would have on the maintenance of harmonious relations with the GGP, at least in relation to this output.

Question 4.1: Have the measures to ensure sustainability of outcomes described in the original design been appropriately implemented? Are they effective (or likely to be effective) in enhancing the sustainability of the program's outcomes?

46. During the implementation of the Program, for output 1.1, GGGI implemented several actions in order to maintain social, technical, institutional and financial sustainability, such as the development of many workshops to involve different stakeholders in the generation of inputs for the GGTF and the policy. Moreover, GGGI worked at different levels of the GoC and supported building capacities in DNP and other institutions involved during the GGTF and in the generation of inputs for including the model of green growth in the NDP 2018-2022.
47. The sustainability of the operations, described in five categories (social, technical, institutional, financial and political), have been considered and applied in all activities at the subnational level, considering that the processes developed during the first phase required a much longer time horizon for their consolidation, particularly at the regional level where the presence of the GGP is more recent.
48. Some actions planned for the sustainability of the Program were developed during its implementation in order to involve local producers, as well as meetings with national institutions. For this output, the work was done in coordination and under the lead of the Minister of Environment. This contributed to advance in achieving social and institutional sustainability.
49. Related the intersectoral commissions on Climate Change and Control of Deforestation, ONUREDD, GIZ and FCPF among others, were essential to develop the operating regulations, the creation of the POA and projects that contributed to achieving the milestones of the JDI. Their cooperation was decisive to create a work route to make the JDI sustainable.
50. The support that GGGI gives to the REM with Vision Amazon Program is a temporary cooperation that contributed on structuring the VA Program, as well as providing technical and financial knowledge. When the program was operating, it was delivered to the Ministry's Operational Unit, making GGGI a support on demand. The support provided has been of great importance since its help was fundamental for the creation of a program to ensures its sustainability. This is because it was delivered to the operative unit.



51. As for output 2.3, the GGP took all possible measures to ensure the continuity of GGGI support, even with the active involvement of the Norwegian Embassy in dialogues with the government but this has been unsuccessful to date.

Question 4.2: Has GGGI performed effectively in the way that it engages and builds productive working relationships with key program stakeholders?

52. Working relationships created by GGGI with key actors, within the framework of this output (1.1), have been effective and allowed GGGI to be a key player in mainstreaming the concept of green growth in the NDP 2014-2018 through technical support to the DNP. Moreover, the good relationship created between the GGGI staff and the DNP officials allowed the GGGI's staff/advisors supporting the Green Growth Task Force and the CONPES to have working spaces in the DNP and thus be an integral part of the team. Additionally, maintaining a good relationship with DNP, allowed GGGI to have a seat in the Green Growth Committee of DNP.
53. As validated in the field interviews, one of the strengths noted about the initiation of GGGI activities in the regions, refers specifically to the adequate and broad relationships with key actors of subnational governments (governor and sectoral secretaries of planning, agriculture, tourism and economic Development mainly), as well as representatives of the private sector, academia, regional environmental authorities, research centres, and local communities and their organizations.
54. For output 2.1, the activities of GGGI at different levels were significant. With this approach, it was possible to build good relations with the high-level government representatives, in the case of the MADS, as well as with the technicians with whom the GGGI staff worked. These good relations, added to the quality of the work done by the GGGI staff, allowed the team to have a working place within the MADS for several years and support the Ministry in decision-making.
55. For output 2.2, GGGI effectively contributed processes that had an institutional complexity, such as with the processes of indigenous agreement, and the development of the Productive Transformation Instrument. In the same way, GGGI was efficient in developing the management by contributing to the technical teams of FINAGRO, MADR, SINCHI, the REM Program and the Corazón de la Amazonia project. GGGI helped with the articulation of different entities enhancing their individual capabilities taking advantage on what is already built (4.2)
56. As for 2.3, by a decision of the national government through the Presidential High Council for Stabilization, the direct support of the GGP was not pursued. This despite the excellent relations built with officials of the previous government.

Question 4.3: Has GGGI adapted appropriately to any changes in the context to maintain or enhance sustainability of intended program outcomes?

57. The support of GGGI to DNP for maintaining green growth on the new NDP 2018 - 2022 was fundamental to include the goals of the CONPES 3934. GGGI managed to adapt the goals in the way the new government wanted to include the concept of green growth in its



NDP and guarantee the willingness to continue supporting it. Therefore, it can be concluded that the adaptation of GGGI to the change of government was more at the managerial level, but it was not necessarily reflected on changes in goals or indicators of the program, since those related to output 1.1 had already been achieved since the first year of the program.

58. In the case of the subnational output of the GGP, the GGGI has had to adapt quickly to the cultural and political reality of the departments. However, GGGI's capacity to adapt will be tested during the second half of 2019 and the beginning of 2020, when the political transition takes place in the subnational governments of Colombia.
59. For output 2.1, GGGI has maintained a respectful relationship with MADS and has strengthened them with other ministries. Due to the political changes, GGGI had adjusted some goals in the log frame, as agreed with the Embassy of Norway because they have resulted as interests or are within the framework of Norway's priorities,
60. For output 2.2, GGGI has adapted to the requests of MADS, the operational unit of the REM Program, FINAGRO and MADR. Thanks to its flexibility and the support given to the government, it can be concluded that GGGI is an extraordinary cooperation agency to help the government in the definition of such a complex issue as REDD+.
61. Finally, for output 2.3. and considering the success achieved in the execution of the training workshops and identification of sustainable productive initiatives with local communities, it is important to support the search for funding for the continuity and expansion of GGGI activities in the country, considering the expectations that were created among local communities in the process of structuring the project portfolio.

Question 5.1: Have the measures to address cross-cutting issues of gender and social inclusion described in the original design been appropriately implemented?

62. Some actions under output 1.1 were taken by GGGI with the purpose of supporting DNP to ensure gender considerations throughout the process. This was done by inviting and involving local producers and communities in the workshops convened under the GGTF. However, even with the commitment of GGGI Colombia with the governments of Colombia and Norway to reach social inclusion, most of the interviewees mentioned that there is a need to strengthen the efforts in this matter, since these cross-cutting issues are perceived to be very difficult to bring beyond the paper into the processes and there was not a specific activities focus on it during the development of the outputs.
63. Although the application of the respective safeguards is generally appreciated, interviews with different regional actors, government officials and GGGI staff validated the mission's assessment, in the sense that more inclusive criteria of gender equity and social inclusion must be incorporated to the subnational output. In addition to the indication of the existence of safeguards (as in the case of the TOR for the consultancy of the strategic plan for nature-based tourism for the department of Nariño), specific objectives of the study could have been formulated for this type of vulnerable population.
64. Although there is an opportunity to strengthen the issues related to gender equity and social inclusion, no specific resources were determined for implementation in the territory.

Interviewees do not report having approached the JDI particularly with a gender equity approach, nor do the documents have any mention on this regard, so it can be concluded that there is potential for strengthening in this area.

65. Cross-cutting issues can be strengthened both in the implementation of cooperation, through the identification of projects with a detailed analysis related to women's possibilities to benefit from project proposals, and in the implementation report.
66. In the case of this output 2.3, the cross-cutting issues of social equity and gender were especially considered, due to the approach agreed with the Presidential High Council to act specifically in the PDET municipalities and with the vulnerable peasant and indigenous populations. In addition, not only during the training workshops, the participation of women was greatly encouraged, but also in some of the productive projects were structured for direct implementation by organized women's groups

5.2. RECOMMENDATIONS

5.2.1 Strategic recommendations

Recommendation 1.

GGGI should take advantage of the opportunity for new channels of communication with the national government (mainly MADR and MHCP), which is consistent with the GoC and GoN priorities, which were initially identified for the proposed second phase. This is to ensure the continuity of the process of strengthening the green growth approach in the country.

Recommendation 2.

As a long-term model, the process of adopting the green growth and definitive incorporation approach throughout all sectors, regions and society, are tasks that require sustained GGGI action over time. Thus, a second phase is especially important for the consolidation of experiences.

Recommendation 3.

The GGGI's cooperation model with trusted advisors inside the entities was highly valued by who received this service. However, it is required to carefully assess in each case, the type of embedded cooperation, since it has not always been perceived clearly with transparent roles/responsibilities both from GGGI and the GoC. and has in some occasions generated confusion about the role that international cooperation should play. In this regard, it is essential to have a clear understanding between different stakeholders involved in the development of activities, about the role that GGGI's staff/advisors have with the GoC, in order to avoid misunderstandings.

Recommendation 4.

When there are forced and temporary changes in the management of the program and in the direction of the country, as occurred during 2018, the mission considers that the profile of the new staff should be evaluated in a more appropriate manner, taking into account the cultural differences and the language barrier, as well as the long immersion process and the learning curve necessary for the correct execution of operations.

Recommendation 5.

The definition of risks of different changes, particularly for the political risks should be evaluated very carefully to define appropriate measures to mitigate them. For a second phase the risks must be considered taking into account the elections that will take place on October 2019 and the changes in the regional and local governments that will occur in January 2020. Therefore, it must be considered strongly the political risks in the risk matrix, as these political changes could have a significant impact on the plans, projects or activities, that are currently being developed on the territory. This inclusion will allow to value this risk and take mitigation actions in advance in order to reduce its impact. Moreover, risks identified should be regularly reviewed and adjust if required to respond or adapt the Program to external changes in the context.

Recommendation 7.

Considering the CONPES has an implementation period from 2018 to 2030 and based on the successful experience of GGGI working with the national government, it is advisable to continue supporting it. It is a challenge then, to continue supporting the GoC at the national

level (DNP) in order to maintain the importance of green growth as a development model at the high level (President and Ministries). However, it is necessary to build capacities on territories and bring the model to other departments, as well as, if possible, to municipalities. There is an opportunity for the second phase of the Program to support the implementation of the CONPES on the ground. Nevertheless, the formulation of the second phase should bear in mind that in the beginning of 2020, elected governors and mayors will be starting to create their Development Plans. Therefore, the GGGI will have an opportunity to build together with decision-makers at the regional and local level these plans, as they are the roadmap for 2020-2024. This could imply that the policy on green growth could be translated into real projects on the ground.

Recommendation 8.

It is recommended that GGGI for a second phase strengthen the team with staff with knowledge and experience on gender and social inclusion. This position could be temporary or permanent. It will depend on the needs of the second phase of the Program and could support specific processes or activities.

Recommendation 9.

Recognizing the type of actions that are supported by GGGI in Colombia, such as the development of a green growth path at the national, regional and local level, and the development of projects with the objective of reducing GHG emissions from deforestation, it is complicated to view the impacts in a short period. Therefore, it is recommended to consider extending the second phase of the Program for at least three years to be aligned with the Presidential period, or even four bearing in mind that it could start at the same time as the new regional and local governments will take office in 2020. This could mitigate the risk related to the expectations on the territory that are beyond the current two- year Program.



5.2.2 Detailed recommendations

Recommendation 1. Output 1.1. Long term green growth policy submitted to CONPES for approval

There is an opportunity as it was mentioned in some of the interviews, to work with sectors such as energy and agriculture, based on the goals defined in the NDP 2018-2022 that contribute to the achievement of the CONPES of green growth.

Recommendation 2. Output 1.1. Long term green growth policy submitted to CONPES for approval

It is important for a second phase of the program to bear in mind that the new government in its NDP 2018-2022 recognized the CONPES 3934 and included several goals, but in a different language. Thus, this change in the language should be considered in order to adapt to the priorities of the new GoC.

Recommendation 3. Output 1.2. Subnational level green growth investment proposals and performance assessment tools delivered to policymakers and government entities

The efforts of a second phase must be applied decisively in the implementation of bankable projects, to guarantee the institutional credibility and the benefits of incorporating a green growth approach to guide territorial development.

Recommendation 4. Output 1.2. Subnational level green growth investment proposals and performance assessment tools delivered to policymakers and government entities

The intervention approach should be carefully considered when dealing with departments and even municipalities with a very high degree of relative development and strong institutional capacities, which makes GGGI's effort appear marginal, in terms of the technical support offered and the resources that could help leverage through the formulation of bankable projects. Preference should be given to departments with less relative development and with better chances of success, for which international cooperation can be a fundamental factor in promoting the objectives of green growth.

Recommendation 5. Output 1.2. Subnational level green growth investment proposals and performance assessment tools delivered to policymakers and government entities

Considering the documentary review and the opinion of some interviewees, the focus of the second phase of the Green Growth Program should not only focus on subnational governments, but also should extend its scope to local (municipal) governments. If this work approach is accepted by the parties, it is suggested to work actively with the Municipal Councils of Rural Development (CMDR), in which the associations and organizations of grassroots producers participate, which should allow to strengthen local governance processes. This approach would also require a field team congruent with the size of the task and the new responsibilities.

Recommendation 6. Output 2.1: Proposal for attaining selected policy design and implementation milestone with international partners for reducing GHG through REDD+ and the promotion of sustainable development submitted

In order to make visible many of the activities that GGGI's staff/advisors develop within the entities related to forest governance and, internal and external coordination of stakeholders, the GGGI report and monitoring system could include management indicators that could reflect GGGI's cross-cutting activities.

Recommendation 7. Output 2.2: Investment – ready project/investment proposals submitted to sustainable Colombia Initiative

Cooperation should be maintained at MADS demand. In addition, is recommended that GGGI permeate into other ministries in order to implement REDD+ actions on issues such as nature tourism, land use planning and the conception of productive forest management, among others.

Recommendation 8. Output 2.2: Investment – ready project/investment proposals submitted to sustainable Colombia Initiative

A communication strategy that strengthens the visibility and role of the GGGI is recommended, which in turn clarifies the relationship and interests of the Norwegian government to Colombian government officials.

Lesson learned 9. Output 2.2: Investment – ready project/investment proposals submitted to sustainable Colombia Initiative

In the next phase it is recommended that GGGI has staff or advisors focus on the cross-cutting issues who can propose how it can be strengthen, as well as how to report it being more proactive than the number of women participating in workshops.

Finally, there is a great opportunity to strengthen the gender and social equity approach by applying the REDD + safeguards tool generated for Colombia.



PART VI

ANNEXES



6 ANNEXES

6.1. Evaluation Matrix – Key Evaluation Questions

		Judgement Criteria/Hypothesis	Indicators	Sources / Means of verification
I. CRITERIA: Relevance				
1.1.	Has the program responded to the key needs and priorities of the Government of Colombia and NICFI, as originally identified in the proposal?	The implementation of the program allowed advancing in the achievement of the relevant priorities of the GoC and NICFI.	1. Inputs generated under technical and financial cooperation provided by GGGI staff during the elaboration of the Conpes of Green Growth. 2. Subnational green growth investment proposals and assessment tools delivered to the government that contribute to the green growth policy approach and territorial priorities. 3. Proposals generated by GGGI that contribute to the achievement of the milestones of Modality I of the DoI. 4. Investment proposals or projects submitted to FCS. 5. Productive projects formulated for PDET areas that are coherent with the priorities of the GoC.	CONPES 3934 National Development Plan 2018-2022 Report of the milestones of the DoI achieved Interviews
1.2.	Have there been any significant changes to these priorities that the program should adjust for, either now or in the future?	The priorities of the Colombian Government have changed significantly, as well as the program has adapted to changes in a timely manner	Extent to which interviewees feel that the priorities of the government have changed. The green growth issues/guidelines/priorities are included or reflected in the new National Development Plan	CONPES 3934 National Development Plan 2014-2018 Law 1753/2015 National Development Plan 2018-2022 Interviews



		Judgement Criteria/Hypothesis	Indicators	Sources / Means of verification
II. EFFECTIVENESS				
2.1.	Have the program outputs been delivered as intended? Or if they are not yet due, are they on track to be delivered as planned?	The outputs of the Program were achieved according to what it was planned	Number of activities and outputs achieved according to what it was planned	GGGI's annual report or results Interviews
2.2.	Have the program outcomes been achieved as intended, or are they on track to be? What difference has the program made (or is likely to make) in the realization of these outcomes at national and sub-national levels? How could outcomes be strengthened moving forward?	The outcomes of the Program were achieved according to what it was planned. The added value of the program at national and subnational level was relevant to achieve the outcomes	Number outcomes achieved according to what it was planned Extent to which interviews consider that the program was relevant for achieving the outcomes	GGGI's annual report or results Interviews
2.3.	Are the outcomes likely to lead to subsequent impacts, either intended (as per the program logframe) or unintended, and either positive or negative? (Eg: in relation to changes in institutional practices and/or innovations in subnational programs that could contribute to green growth, including social inclusion and poverty reduction?)	The outcomes of the program have generated additional impacts at the national or subnational level or are likely to be generated	Extent to which interviews consider that the program was relevant impact the institutions and the approach to mainstreaming in the national and subnational planning instrument	Interviews
2.4.	Were the original theory of change (including vertical logic, selection of regions and sectors for subnational work, other scope issues) and logframe (including indicators, baselines and targets) well designed? How could the theory of change / logframe be revised to enhance the effectiveness of the program?	Program's theory of change was well designed and flexible to regional and national priorities/context changes	Program's annual planning reflects the new priorities of the national and local government	Program's planning document ("Prodoc") Interviews

		Judgement Criteria/Hypothesis	Indicators	Sources / Means of verification
III. MANAGEMENT & EFFICIENCY				
3.1.	Has GGGI undertaken program planning, delivery, monitoring and reporting in a manner that adequately meets the requirements of key partners and supports the achievement of proposed results?	GGGI planned, monitored and prepared the reports of the activities and results of the program in an adequate and satisfactory manner for the parties.	Extent to which interviewees consider that the monitoring process and its reports have been adequate and satisfactory.	GGGI's annual and specific reports Budgetary reports Interviews
3.2.	Has GGGI planned and managed human and financial resources in a manner that ensures the program is delivered on time and within budget as per the original grant agreement? If there are major variations, what were the reasons for this and how could they be remedied moving forward?	GGGI planned and executed the available resources (human and financial) in the most appropriate manner for compliance with the agreements between the parties.	Approval of the execution reports related to the use of resources. Extent to which interviewees consider that the use of the available resources have been done in an appropriate manner to delivered the outcomes and outputs of the Program	GGGI's annual and specific reports Budgetary reports Interviews
3.3	Are the arrangements to support coordination and decision making among GGGI, Norway and the Government of Colombia are working well?	Coordination and decision-making arrangements between governments and GGGI work properly	Extent to which the parties consider the coordination and decision-making arrangements to be adequate	GGGI's annual and specific reports Budgetary reports Interviews

		Judgement Criteria/Hypothesis	Indicators	Sources / Means of verification
IV. SUSTAINABILITY				
4.1.	Have the measures to ensure sustainability of outcomes described in the original design been appropriately implemented? Are they effective (or likely to be effective) in enhancing the sustainability of the program's outcomes?	The design of the program ensures its sustainability in the five sustainability categories adopted by the program	Sustainability actions/measures per category implemented according to the Program's design	Interviews
4.2.	Has GGGI performed effectively in the way that it engages and builds productive working relationships with key program stakeholders?	GGGI has been effective in engaging/involving and building productive working relationships with key stakeholders	Key stakeholders' perception regarding GGGI working relationships	Interviews
4.3.	Has GGGI adapted appropriately to any changes in the context that could help or hinder the achievement of intended program outcomes and impacts?	GGGI adapt to national and regional changes to maintain or enhance the sustainability of the outcomes	Changed reflected in the Program's planning document ("Prodcoc") and other planning instruments	Phase II Program's planning document Interviews
V. CROSS-CUTTING				
5.1.	Have the measures to address cross-cutting issues of gender, social inclusion, climate change and anti-corruption described in the original proposal been appropriately implemented?	Measures to address cross-cutting issues of gender and social inclusion are appropriately implemented	References to cross-cutting issues in the different outputs	Safeguards document (Amazon vision) Interviews Investment and projects formulated (regional, FCS and green growth policy)

6.2. List of stakeholders interviewed

No.	Organization	Interviewed	Date	Type
1	FINAGRO	Lucy Niño	May 14 th	In-person
2	Former advisor in Finagro and current Director at MADR	Juan Bustamante Pablo	May 14 th	In-person
3	Visión Amazonia Coordinator	José Yunis	May 15 th	In-person
4	Visión Amazonia Leader of Pillar 4	Eduardo Ariza	May 15 th	In-person
5	Norwegian Embassy officer	Ole Reidar Bergum	May 15 th	In-person
6	Norwegian Embassy officer	Tatiana Mendoza	May 15 th	In-person
7	Former International Foreign Affairs Chief - MADS	Angélica Mayolo	May 16 th	Conference call
8	GGTF Director	Hernando José Gómez	May 17 th	In-person
9	Former Forests Director - MADS	César Rey	May 20 th	In-person
10	Former MFA Norway Embassy Officer	Elise Christensen	May 20 th	Conference call
11	Deputy Director - DADS/DNP	Alejandra Sánchez	May 20 th	In-person
12	Climate Change Division DCCGR/MADS	Iván Valencia	May 20 th	In-person
13	International Foreign Affairs Chief - MADS	David Olarte	May 20 th	In-person
14	Former Professional Climate Change Division - DCCGR/MADS	Martín Pérez	May 22 nd	In-person
15	Former ACPC	Wendy Arenas	May 22 nd	In-person
16	Environmental And Sustainable Development Director -DADS/DNP	Silvia Calderón	May 24 th	In-person
17	GGGI Colombia	David Ardila	May 27 th	In-person, during field visit
18	Gobernación del Meta DAP	Alfredo Chaparro	May 27 th	In-person, during field visit
19	Gobernación del Meta, SADR	Carolina Garzón	May 27 th	In-person, during field visit
19	ASORINOQUIA	Clara Serrano	May 27 th	In-person, during field visit
20	ASORINOQUIA	Carlos Eduardo	May 27 th	In-person, during field visit
21	AGROSAVIA	Mauricio Torres	May 28 th	In-person, during field visit
22	GGGI Colombia	María Clemencia Castellanos	May 29 th	In-person, during field visit
23	Gobernación de Nariño, DDT	Paola Bacca	May 29 th	In-person, during field visit
24	Gobernación de Nariño, SADS	Oscar Alzate	May 30 th	In-person, during field visit



25	Nature Tourism Promotion Committee	Jorge Hurtado	May 30 th	In-person, during field visit
26	GGGI Colombia	Camilo Ortega	June 4 th	In-person
27	GGGI Colombia	Miguel Londoño	June 4 th	In-person
28	GGGI Colombia	Javier Ortíz	June 4 th	In-person
29	GGGI Colombia	Mónica Parra	June 4 th	In-person
30	GGGI Colombia	Carolina Jaramillo	June 4 th	In-person



6.3. Interview Form and Questions

Semistructured interview (in spanish)

A. Datos de identificación					
Nombre:					
Entidad:					
Fecha entrevista:	DD	MM	AA		
Grabación:					
Minutos relevantes:					
B. Preguntas Entrevista					
i. Preguntas introductorias					
1.	¿Puede resumir su rol en la entidad y la naturaleza de sus interacciones con GGGI?				
2.	¿Puede describir exactamente en qué consistieron los aportes de GGGI en ese proceso?				
3.	¿El rol y los objetivos de GGGI para respaldar el producto/apoyo fueron claros desde el principio?				
					No: Pasar a 3.1
					Si: pasar 4
3.1.	¿Cuál cree que fue la razón de la falta de claridad? (indagar acerca del proceso de trabajo de GGGI con las entidades)				

ii.	Preguntas de Relevancia									
4	¿Hubo una demanda clara del GoC para que GGGI ayudara con el output/outcome?					/Eficacia				
						No: Pasar a 7				
						Si: pasar 5				
5	¿Cree ud que sin GGGI el documento Conpes/proceso hubiera sido diferente?					No: pasar 8				
						Si: pasar 6				
6	¿Cuáles fueron las tres razones principales por las que GGGI tuvo éxito en el documento/apoyo?					/Eficacia				
				1	2	3				
7	¿Conoció los arreglos institucionales y de toma de decisiones entre el GoC, GGGI y GoN, cuáles fueron? ¿Ha sido efectiva la coordinación con GGGI para obtener los resultados relevantes para el GoC?					/Eficacia				
	APLICA: GGGI DNP MADS MADR					No: Pasar a 8				
						Si: pasar 8				
	¿Cómo calificaría el valor agregado de GGGI en el documento/apoyo brindado?									
				1: Excelente	2: Bueno	3: Regular	4: Malo			



ii. Preguntas de Eficacia							
8.	<p>¿Quién definió que el insumo que elaboró GGGI debía hacerlo GGGI?</p> <p>¿Quién preparó esos términos de referencia para esa contratación?</p> <p>Desde su entidad se definió la necesidad y el alcance de los productos a ser entregados por GGGI</p>						
9.	<p>¿Los insumos generados por GGGI (o sus socios) son de alta calidad y se entregaron con oportunidad?</p> <p>¿Cree ud que esos productos han generado impactos o pueden generar impactos adicionales bien sea en el orden nacional y subnacional?</p>						
10	<p>· ¿Cuáles han sido las razones de las demoras en la entrega de los productos y resultados en los cuales GGGI apoya al GoC?</p>				Si	No (pasar 10)	
11	<p>Puede calificar los productos entregados por GGGI</p>		1: Excelente	2: Bueno	3: Regular	4: Malo	

iii	Preguntas de Eficiencia	
1 2.	¿Los recursos ejecutados para obtener los productos y resultados esperados han sido los planeados?	No: Pasar a 13 Pregunta Aplica para GGGI Si: pasar 14
1 3.	¿Cuáles han sido las variaciones en el costo planeado de los productos y resultados esperados?	Pregunta Aplica para GGGI
iv	Preguntas de Sostenibilidad	
1 4.	¿Los productos generados por GGGI siguen siendo útiles en el nuevo enfoque del gobierno?	<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>
1 5.	¿Se han implementado las medidas propuestas para la sostenibilidad? ¿Durante la implementación, se corrobora que son las que aseguran la sostenibilidad del programa?	Pregunta Aplica para GGGI
1 6.	¿Cómo se pensó la sostenibilidad para las acciones de DCI y VA ya que las actividades solo se centran en crecimiento verde?	Pregunta Aplica para GGGI



V. Preguntas Transversales	
1.	¿Qué actores invitaron y quienes participaron en los talleres?, para el caso de enfoque de género qué se tuvo en cuenta? Se destinaron recursos específicos para contribuir en dicha participación?
Recomendaciones	/Relevancia
	<p>¿Cómo evalúa usted los cambios en el enfoque y las prioridades del nuevo gobierno, y en general con las pp en relación con el Desarrollo sostenible y la lucha contra la deforestación? Qué tanto ve que la cooperación de Noruega apoye esas nuevas prioridades Qué tanto GGGI podrá ser un actor clave para apoyar esas prioridades</p>
	<input type="checkbox"/> 1: Excelente <input type="checkbox"/> 2: Bueno <input type="checkbox"/> 3: Regular <input type="checkbox"/> 4: Malo
1. 8.	¿En el proceso de apoyó GGGI, percibe que GGGI es sensible y adaptable a las situaciones cambiantes?
	<input type="checkbox"/> Si <input type="checkbox"/> No
1. 9.	¿Qué podría/debería hacer distinto GGGI?
2. 0.	¿Se deben cambiar productos o acuerdos con GGGI frente a esas nuevas prioridades? (GGGI)
	<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>
2. 1.	¿Qué temas son los que más radicalmente cambiaron o más afectan el proceso que esperaban desarrollar que apoyaba GGGI?
2. 2.	¿Cómo influye al territorio la nueva ruta de trabajo del GoC?
	<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>

6.4. List of Documents Reviewed

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- Congreso de la República. (2015). Ley 1753 de 2015 por la cual se expide el Plan Nacional de Desarrollo 2014-2018 "Todos por un Nuevo País"
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- DNP. (2016a). Conpes 3867. Estrategia de preparación institucional para la paz y el postconflicto. Departamento Nacional de Planeación.
- DNP. (2018). Conpes 3918. Estrategia para la implementación de los Objetivos de Desarrollo Sostenible (ODS) en Colombia.
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- DNP. (2107). National Climate Change Adaptation Plan (NCCAP)
- FEDESARROLLO. (2018). Cuadernos No. 55. Acuerdo de Paz: Reforma Rural, Cultivos Ilícitos, Comunidades y Costo Fiscal.
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- GGGI. (2018). End of year results reports 2018
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- GGGI. (2018). Memorandum of Understanding (MOU's) with the state of Nariño.
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- GGGI. (2018). Workplan with Meta.
- GGGI. (2018). Workplan with Nariño.

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GGGI. (2018). Terms of reference (TORs) for structuring bankable project oo agroforestry (Meta).

MADS. (2017). First progress reports on implementation of JDI's milestones.

MADS. (2017). Second progress reports on implementation of JDI's milestones.

MADS. (2018). Third and fourth progress reports on implementation of JDI's milestones.

MHCP. (2018). Ejecución Presupuestal histórico. Bogotá: Ministerio de Hacienda y Crédito Público. Dirección General de Presupuesto. www.minhacienda.gov.co.

Presidencia de la República de Colombia. (2015). Declaración Conjunta de Intención entre el Gobierno de la República de Colombia, el Gobierno del Reino de Noruega, el Gobierno de la República Federal de Alemania y el Gobierno del Reino Unido de Gran Bretaña e Irlanda del Norte sobre Cooperación para la reducción de emisiones de gases de efecto invernadero provenientes de la deforestación, la degradación de los bosques (REDD +1) y promover el desarrollo sostenible en Colombia.

6.5. Independent Evaluation of the Colombia-GGGI Green Growth Program 2017-2019, GGGI Management Response

No.	Recommendation	GGGI Management Response	Implementation – Who and When
Strategic Recommendations			
1	GGGI should take advantage of the opportunity for new channels of communication with the national government (mainly MADR and MHCP), which is consistent with the GoC and GoN priorities, which were initially identified for the proposed second phase. This is to ensure the continuity of the process of strengthening the green growth approach in the country.	Certainly with both, the Ministry of Agriculture and Rural Development (MADR) and the Ministry of Finance (MHCP), GGGI is advancing in a technical cooperation agenda that is foreseen to define important streams of work in the potential second phase of the program. There is a recently signed MoU with MADR to support green growth topics in the agricultural and rural development agenda, particularly for attaining government goals by 2022. With the Ministry of Finance, we are working already in a project to advance legislation for establishing fiscal instruments that can lead to financing deforestation control, price carbon, reduce environmental externalities and increase productivity and competitiveness for Colombia.	GGGI Country Program -ongoing
2	As a long-term model, the process of adopting the green growth and definitive incorporation approach throughout all sectors, regions and society, are tasks that require sustained GGGI action over time. Thus, a second phase is especially important for the consolidation of experiences.	Indeed, adopting and incorporating a green growth model for Colombia will entail a sustained effort in the direction of implementing, among others, the Long-term Green Growth Policy, the Paris Agreement, the Climate Change Policy and the Strategy for Deforestation Control and Forests	GGGI Country Program -ongoing



No.	Recommendation	GGGI Management Response	Implementation – Who and When
3	<p>The GGGI's cooperation model with trusted advisors inside the entities was highly valued by who received this service.</p> <p>However, it is required to carefully assess in each case, the type of embedded cooperation, since it has not always been perceived clearly with transparent roles/responsibilities both from GGGI and the GoC. and has in some occasions generated confusion about the role that international cooperation should play. In this regard, it is essential to have a clear understanding between different stakeholders involved in the development of activities, about the role that GGGI's staff/advisors have with the GoC, to avoid misunderstandings.</p>	<p>Management. GGGI also considers that bringing these national-level led efforts to the subnational level to create real results and impact is definitive to the success of these policies. In this sense, we support this vision and consider that the road ahead is still lengthy and requires strong allies to help governments deliver on this.</p> <p>This recommendation identifies an opportunity to strengthen and more assertively disseminate the engagement arrangements made with our various partners for supporting them as demanded. While GGGI has defined clear roles, terms of our engagement and scope of our work, with the high rotation that takes place in public institutions, it is easy that specific individuals are not fully informed/involved as they could be to avoid this type of confusion on roles that was identified by some of the interviewees.</p> <p>Nonetheless, we highlight that our role as trusted advisors is well recognized and highly valued by who received the services.</p>	<p>Country Representative, all new government engagements.</p>

No.	Recommendation	GGGI Management Response	Implementation – Who and When
4	<p>When there are forced and temporary changes in the management of the program and in the direction of the country, as occurred during 2018, the mission considers that the profile of the new staff should be evaluated in a more appropriate manner, taking into account the cultural differences and the language barrier, as well as the long immersion process and the learning curve necessary for the correct execution of operations.</p>	<p>We take note of this recommendation and will integrate in future decisions associated to similar circumstances.</p>	
5	<p>The definition of risks of different changes, particularly for the political risks should be evaluated very carefully to define appropriate measures to mitigate them. For a second phase the risks must be considered taking into account the elections that will take place on October 2019 and the changes in the regional and local governments that will occur in January 2020. Therefore, it must be considered strongly the political risks in the risk matrix, as these political changes could have a significant impact on the plans, projects or activities, that are currently being developed on the territory. This inclusion will allow to value this risk and take mitigation actions in advance in order to reduce its impact. Moreover, risks identified should be regularly reviewed and adjust</p>	<p>While political changes/government change was identified as a risk before program begun, it is difficult to anticipate specific priority changes and how that will impact program delivery.</p> <p>Indeed, with the change in Government in August 2018, the agenda on green growth has slightly changed on what seems to be a more superficial than substantial transformation. In fact, most of the new government's 4-year targets related to green growth were derived from the Long-term Green Growth Policy and are consistent with many of the recommendations presented to the Green Growth Task force. Moreover, the Green Growth Policy is well internalized by many national-level institutions, and their requests to work with us are in a large way</p>	Colombia team in Phase II proposal, by August 2019

No.	Recommendation	GGGI Management Response	Implementation – Who and When
	<p>if required to respond or adapt the Program to external changes in the context.</p>	<p>derived from the priorities defined in it. In addition, as Green Growth was adopted in Colombia in response to the recommendations from OECD, Colombia will likely follow that path forward as it is now an OECD member country.</p>	
6	<p>Considering the CONPES has an implementation period from 2018 to 2030 and based on the successful experience of GGGI working with the national government, it is advisable to continue supporting it. It is a challenge then, to continue supporting the GoC at the national level (DNP) in order to maintain the importance of green growth as a development model at the high level (President and Ministries).</p> <p>However, it is necessary to build capacities on territories and bring the model to other departments, as well as, if possible, to municipalities. There is an opportunity for the</p>	<p>The change in government however also brought very positive changes and has opened up new streams of work, which were completely closed in the previous one. That is part of our business model and we need to be adaptable to the positive and not so positive changes that define our operation.</p> <p>Regarding implementation of the CONPES, GGGI jointly with DNP is advancing in implementing some specific actions defined in the policy roadmap, particularly under the topics of Bioeconomy, Forest Economy and Renewable Energy. Some of these are in alignment with the Norway-funded program, the others are being funded with a recently initiated UK-funded project that will deliver, among others, training modules on GG for subnational entities, a GG Index for Colombia, a pipeline of renewable energy projects and substantial policy and barrier removal to foster the Bioeconomy. GGGI's engagement in</p>	Ongoing.

No.	Recommendation	GGGI Management Response	Implementation – Who and When
7.	<p>second phase of the Program to support the implementation of the CONPES on the ground. Nevertheless, the formulation of the second phase should bear in mind that in the beginning of 2020, elected governors and mayors will be starting to create their Development Plans. Therefore, the GGGI will have an opportunity to build together with decision-makers at the regional and local level these plans, as they are the roadmap for 2020-2024. This could imply that the policy on green growth could be translated into real projects on the ground</p> <p>It is recommended that GGGI for a second phase strengthen the team with staff with knowledge and experience on gender and social inclusion. This position could be temporary or permanent. It will depend on the needs of the second phase of the Program and could support specific processes or activities.</p>	<p>Colombia going forward will indeed be about the implementation of the Green Growth Policy.</p> <p>To tackle the change in subnational-level governments and take advantage of this to promote Green Growth in the regions and make it more tangible through policy and investments, GGGI is already working doing policy incidence through workshops and targeted meetings, particularly sensitize campaign programmatic leads about the benefits and opportunities of green growth and reduced deforestation for their particular jurisdictions.</p> <p>In the second phase of the Norway-Colombia program, we are envisioning to materialize green growth objectives through concrete projects.</p>	<p>Colombia team in Phase II proposal, by August 2019</p>

No.	Recommendation	GGGI Management Response	Implementation – Who and When
8.	<p>Recognizing the type of actions that are supported by GGGI in Colombia, such as the development of a green growth path at the national, regional and local level, and the development of projects with the objective of reducing GHG emissions from deforestation, it is complicated to view the impacts in a short period. Therefore, it is recommended to consider extending the second phase of the Program for at least three years to be aligned with the Presidential period, or even four bearing in mind that it could start at the same time as the new regional and local governments will take office in 2020. This could mitigate the risk related to the expectations on the territory that are beyond the current two- year Program.</p>	<p>GGGI fully agrees with this recommendation and is suggesting a second phase for at least 3 more years (Jan 2020 through Dec 2022).</p>	<p>Colombia team in Phase II proposal, by August 2019</p>

Detailed Recommendations

9	<p><i>Output 1.1. Long term green growth policy submitted to CONPES for approval.</i></p> <p>There is an opportunity as it was mentioned in some of the interviews, to work with sectors such as energy and agriculture, based on the goals defined in the NDP 2018-2022 that contribute to the achievement of the CONPES of green growth.</p>	<p>Yes indeed, we have identified those opportunities as well. In fact, we are already supporting the Ministry of Agriculture and have recently signed an MoU with them that covers at least the rest of this Government period. That will enable us to accompany many processes as an embedded, trusted advisor.</p>
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No.	Recommendation	GGGI Management Response	Implementation – Who and When
10	<p><i>Output 1.1. Long term green growth policy submitted to CONPES for approval</i></p> <p>It is important for a second phase of the program to bear in mind that the new government in its NDP 2018-2022 recognized the CONPES 3934 and included several goals, but in a different language. Thus, this change in the language should be considered in order to adapt to the priorities of the new GoC.</p>	<p>On the energy front, we have mobilized additional funding from the UK PACT precisely to advance the renewable energy agenda.</p>	
11	<p><i>Output 1.2. Subnational level green growth investment proposals and performance assessment tools delivered to policy-makers and government entities</i></p> <p>The efforts of a second phase must be applied decisively in the implementation of bankable projects, to guarantee the institutional credibility and the benefits of incorporating a green growth approach to guide territorial development.</p>	<p>We recognize the language differences on the new Government documents/communications; however, what is crucial is for us to continue supporting the implementation of the CONPES as per the roadmap it defined, continuing to socialize the benefits of green growth for Colombia and support the DNP with the next Development Plan so we can secure the target setting aligned with the long-term vision that the Policy defined.</p> <p>The Phase II proposal includes a large project proposal development under Component 2 (subnational focus), that will enable project origination, structuring and resource mobilization.</p> <p>During phase I we were not able to identify qualifying bankable projects to support, however the conditions of our engagement and knowledge of the region were different two years ago than these days. We will operate the structuring facility in focused areas within each of the Departments in which we operate, and will use promotional events, materials and communications to attract and identify qualifying projects.</p>	<p>Colombia team in Phase II proposal, by August 2019</p>

No.	Recommendation	GGGI Management Response	Implementation – Who and When
12	<p><i>Output 1.2. Subnational level green growth investment proposals and performance assessment tools delivered to policy-makers and government entities</i></p> <p>The intervention approach should be carefully considered when dealing with departments and even municipalities with a very high degree of relative development and strong institutional capacities, which makes GGGI's effort appear marginal, in terms of the technical support offered and the resources that could help leverage through the formulation of bankable projects. Preference should be given to departments with less relative development and with better chances of success, for which international cooperation can be a fundamental factor in promoting the objectives of green growth.</p>	<p>While we acknowledge that technical cooperation is greatly appreciated in less developed provinces that have more profound gaps in terms of capacity for policy and project development and implementation, we still consider that working in higher-income/capacity regions such as Antioquia has important benefits. On the one hand, Antioquia for instance is a Department with high levels of deforestation as well as other environmental issues, and at the same time, there are many opportunities to pilot and scale up solutions and innovative approaches, specially linking up private and public sector. In this sense, we still consider appropriate to continue the work in this Departamento, and we could even use the results from here to replicate in less institutionally advanced Departamentos.</p>	<p>Colombia team in Phase II proposal, by August 2019</p>
13	<p><i>Output 1.2. Subnational level green growth investment proposals and performance assessment tools delivered to policy-makers and government entities</i></p> <p>Considering the documentary review and the opinion of some interviewees, the focus of the second phase of the Green Growth Program should not only focus on subnational governments, but also should extend its scope to local (municipal) governments. If this work approach is accepted by</p>	<p>This is an interesting recommendation that GGGI is taking into consideration under the preparation of the Phase II. Engagement at the municipal level poses new challenges to the operation, including: local mobilization including to less secure areas; a higher number of local staff; new office costs and significantly higher travel costs; among others.</p> <p>In the Phase II proposal, we would contemplate working on selected areas within the Departamentos,</p>	<p>Colombia team in Phase II proposal, by August 2019</p>

No.	Recommendation	GGGI Management Response	Implementation – Who and When
	<p>the parties, it is suggested to work actively with the Municipal Councils of Rural Development (CMDR), in which the associations and organizations of grassroots producers participate, which should allow to strengthen local governance processes. This approach would also require a field team congruent with the size of the task and the new responsibilities.</p> <p><i>Output 2.1: Proposal for attaining selected policy design and implementation milestone with international partners for reducing GHG through REDD+ and the promotion of sustainable development submitted</i></p>	<p>under some particular activities that may require engagement at the municipal level.</p>	
14	<p>In order to make visible many of the activities that GGGI's staff/advisors develop within the entities related to forest governance and, internal and external coordination of stakeholders, the GGGI report and monitoring system could include management indicators that could reflect GGGI's cross-cutting activities.</p> <p><i>Output 2.2: Investment – ready project/investment proposals submitted to sustainable Colombia Initiative</i></p>	<p>Well noted. It is true that all the coordination, process support and advisory is not well captured under many of our deliverables or outcome indicators. We will strengthen this for our future monitoring and reporting.</p>	<p>Colombia team in Phase II proposal, by August 2019.</p> <p>IEU unit should review this in future logframes.</p>
15	<p>A communication strategy that strengthens the visibility and role of the GGGI is recommended, which in turn clarifies the relationship and</p>	<p>The GGGI Colombia program has a communications strategic plan since 2017, that is updated on an annual basis. We currently manage social media, an annual newsletter, and press releases as our main communications outlets. Nonetheless, for the Phase II we are including a full-time staff dedicated to</p>	<p>Colombia team in Phase II proposal, by August 2019</p>



No.	Recommendation	GGGI Management Response	Implementation – Who and When
	<p>interests of the Norwegian government to Colombian government officials.</p> <p><i>Output 2.3: Investment – ready project/investment proposals submitted to sustainable Colombia Initiative</i></p> <p><i>In the next phase it is recommended that GGGI has staff or advisors focus on the cross-cutting issues who can propose how it can be strengthen, as well as how to report it being more proactive than the number of women participating in workshops.</i></p> <p>Finally, there is a great opportunity to strengthen the gender and social equity approach by applying the REDD + safeguards tool generated for Colombia.</p>	<p>communications/publications that should greatly increase our visibility and counterpart recognition.</p>	
16		<p>Well noted. This recommendation is going to be addressed with the additional Gender balance and social inclusion staff included in the Phase II proposal.</p>	<p>Colombia team in Phase II proposal, by August 2019</p>

6.6. Comments by Norway to first phase evaluation of the green growth program with GGGI

Norway Embassy´s feedback	GGGI Country Team response
1. In general, the report is very complete and develops conclusions and recommendations that are relevant to Phase II of the Program. The evaluation emphasizes the need to give continuity to the processes and convert the enabling conditions that are created in Phase I, into territorial implementation processes at the level of Departments and Municipalities with local actors. Likewise, it recommends deepening the work of the Program towards other sectors with which they have started and the process of rapprochement: Finance, Agriculture, among others.	The proposal for the second phase of the program has both a focus to continue regional presence and actually to expand into two new provinces, plus, to deepen subnational activities with a clear emphasis on increasing regional deployment of deforestation reduction measures. Also, there are specific and newly developed collaborations with both Finance and Agriculture Ministries to move into greener practices on both sectors.
2. The subnational Green Growth Assessments were not completed at the time of the independent evaluation. However, we recommend that measures be taken to formulate and provide key inputs for regional and local decision making as part of them to be sufficiently strategic (relevance). Especially during local elections.	GGGI is engaging with local campaigns to influence their future development plans for the departments with reduced deforestation and green growth elements. Furthermore, we are foreseeing department development plans for their implementation during the second phase of the program.
3. The capacity building processes for green growth were evaluated by the report, especially in relation to the workshops that were carried out. The report mentioned in these processes should include a variety of types of actors such as the private sector and civil society, in addition to government representatives. In the same way, it is recommended to have a gender approach and support the most vulnerable communities. How do you expect the capacity building to reach these social groups and increase the capacity building at regional and local levels?	All workshops during phase I were actively conducted and incorporated private sector and civil society actors, including universities, NGOs, financial sector and private companies; not only did they attend but indeed they participated during the workshops. Furthermore, the structuring of the agroforestry project in Meta, as well as the nature-based tourism strategic plan, entailed direct involvement of private stakeholders. It will continue to be that way in second phase, where it is foreseen to further engage with this broad variety of stakeholders, including NGO's, universities and private stakeholders, not only through the project preparation facility, but also through the capacity building for law enforcing with local judges, where the Environmental Law Institute -NGO- and two local universities will collaborate. Likewise, the second phase contains an enhanced inclusiveness component embedded throughout the entire results framework and activities, in order to assure not only representation and reaching out to vulnerable communities respecting and addressing their particularities, but also to empower women through a comprehensive safeguard approach.

4. With regard to some administrative factors that highlighted the report, we would like to know how it is hoped to improve the hiring times of both personnel and consultancies ?, which was identified as a key aspect to obtain the results in a timely manner.	GGGI's local and international capacity has increased since 2017 when the first phase began. Recruitment times have started earlier and are faster; we have a sufficient network to disseminate recruitment measures to attract relevant candidates in a timely manner.
5. Some of the consulting products carried out in Phase I are relevant and strategic. Is it possible to resume the results of the Forest Economy and Land Productivity studies in Phase II?	Many of the recommendations of both studies have actually served as inputs to design the second phase, particularly those related to forest economy and sustainable agriculture. Furthermore, they may be further utilized once the subnational component's interventions are agreed upon with the incoming authorities coming into office on January 2020.
6. The evaluation suggests to evaluate whether the financing mechanism of the projects should be through reimbursable or non-reimbursable resources. Is this consideration contained in the consultations that already affected for Nariño and Meta?	Yes, it is being considered as part of the criteria for the projects to be structured.
7. It is necessary again in Phase II of the Program to emphasize how to consider cross-cutting aspects and the application of social and environmental safeguards (specifically REDD + safeguards).	The second phase contains an enhanced inclusiveness component embedded throughout the entire results framework and activities, in order to assure not only representation and reaching out to vulnerable communities respecting and addressing their particularities, but also to empower women through a comprehensive safeguard approach.