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Mid-Term Evaluation Of Norway-Colombia-GGGI Green Growth Programme 2020-2023

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Evaluation period: October 2022 – February 2023





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**Mid-Term Evaluation Of Norway-Colombia-GGGI Green
Growth Programme 2020-2023**

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MID-TERM EVALUATION OF NORWAY-COLOMBIA-GGGI GREEN GROWTH PROGRAMME 2020-2023

Final evaluation report

Evaluation period: October 2022 – February 2023

Prepared for

Global Green Growth
Institute (GGGI)

February 22, 2022



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ACRONYMS

Acronym	Full name
BioCF	BioCarbon Fund's Sustainable Low-Carbon Development in Orinoquia
CAMACOL	Colombian Chamber of Construction
CONADELF	National Council to Combat Environmental Crimes and Deforestation
DNP	National Planning Department
EICDGB	Integrated Strategy for the Control of Deforestation and Sustainable Forest Management
FINAGRO	Agricultural Sector Development Financing Agency
GDP	Gross Domestic Product
GESI	Gender Equality and Social Inclusion
GGGI	Global Green Growth Institute
GHG	Greenhouse Gas
GoC	Government of Colombia
ICA	Colombian Agriculture and Livestock Institute
IDEAM	Institute of Hydrology, Meteorology and Environmental Studies
iNNPULSA	Management Unit of Business Growth from the National Government
JDI	Joint declaration of intent
M&E	Monitoring and evaluation
MADR	Ministry of Agricultural and Rural Development
MADS	Ministry of Environmental and Sustainable Development
MDB	Multilateral Development Bank
MT	Management Team
NDC	Nationally Determined Contribution
NFS	National Forest Service

NICFI	Norway's International Climate and Forest Initiative
NTFP	Non-timber forest products
OECD-DAC	Development Assistance Committee of the Organization for Economic Co-operation and Development
PES	Payment for Ecosystem Services
PIGCCT	Integral Plans for Territorial Climate Change Action
PPF	Project preparation facility
PPTAF	Project Structuring and Financing Facility
PPR	Project progress report
PPT	Power Point Presentation
RMC	Risk Management Committee
SCF	Sustainable Colombian Fund
SDGs	Sustainable Development Goals
SINAP	National System for Protected Areas
TFA	Tropical Forest Alliance
ToC	Theory of Change
ToR	Terms of Reference
UNFCCC	United Nations Framework Convention on Climate Change

Executive Summary

Objective of the evaluation

The objective of this assignment is to conduct an independent mid-term evaluation of the second phase of the financial support of the Kingdom of Norway to Global Green Growth Institute's Colombia Country Programme 2020-2023. The evaluation seeks to generate knowledge from the implementation of Phase II, reflecting on challenges, identify lessons learned, and propose recommendations for possible future phases of support. The evaluation examines the **relevance**, **effectiveness**, impact, **efficiency** and **sustainability** of the programme's results (the evaluation matrix is presented in Annex 1). The findings are based on the triangulation of data collected through the in-depth review of key documents, remote interviews to GGGI, Embassy of Norway, national and subnational counterparts (21 interviewees) and field visits to two priority regions (Putumayo and Antioquia), where interviews with the programme team, partners and beneficiaries (19 interviewees) were conducted and direct observation was carried out.

Description of Phase II

Since 2017, the Kingdom of Norway has provided funding to GGGI Colombia with the intention of supporting the country's transition towards a greener growth pathway that is socially inclusive and contributive to its medium-term development agenda. The Norway-Colombia-GGGI Green Growth Programme was developed to support this intention, and has two date been divided in two phases: Phase I, which took place between 2017 and 2019, and Phase II between 2020 and 2023. The programme's Phase II expected impact is "reduced deforestation and secured provision of ecosystem goods and services, improved climate change mitigation and adaptation, and sustained and socially inclusive green growth". The design of the programme planned to deliver the expected impact through two components. Component 1 focuses on strengthening the country's institutional effectiveness to reduce deforestation and to promote sustainable landscapes through policy, regulatory and financing frameworks. Component 2 aims to scale up the development and implementation of inclusive sustainability projects and initiatives which promote forest conservation, restoration, and the sustainable use of natural resources, while improving livelihoods, ecosystem services and resilience. With an estimated financing of USD 7 million, the second phase originally covered a period of 36 months (March 1, 2020 – February 28, 2023), but a 6 months no-cost extension until August 31, 2023, was recently approved to mitigate the time-associated risks derived from COVID and the national strike; and to provide support during the transition period with the new national administration for the 2022-2026 presidential term.

Findings

Relevance

The programme is well aligned with Colombia's NDC 2020 and supports the country's progress towards achieving the SDGs. It is coherent with Joint Declarations of Intent 2015 and 2019 and is in line with the overall goal of NICFI. The good alignment of the programme with Colombia's international commitments can be explained by both GGGI's knowledge of the Government

priorities, as well as by the great involvement of Government and Norway during the design and implementation of the programme. The programme is also in tune with GGGI's global Strategy 2030 and the Country Planning Framework 2016-2020. The programme is consistent with national and subnational strategies and priorities in the areas of reducing deforestation (National Development Plan 2018-2012 and 2019-2022, National Policy for Deforestation Control and Sustainable Forest Management, Integrated Strategy for the Control of Deforestation and Sustainable Forest Management, National Programme on Payment for Ecosystem Services, Law 1955 from 2019), biodiversity conservation (National System of Protected Areas), green growth (Green Growth Policy), climate change mitigation (National Climate Change Policy, National Strategy for Low Carbon Development, Law 2169 from 2021), and climate change adaptation (Strategy 2050). It has contributed to the development of some policies, strategies and plans on these topics and the achievement of other types of targets (see below and Table 11), has worked closely with the previous administration and is working hard to ensure alignment with the upcoming one. In addition, the objectives and activities of the programme respond to some of the problems, needs and priorities of the regions, departments and municipalities where it focuses, where the programme has supported the development of laws, policies, plans and strategies and promoted sustainable landscape management. The programme has contributed to the subnational implementation of national policies. For instance, the support provided by GGGI to Antioquia's *Ordenanza* 37 from 2022 is aligned with the Deforestation CONPES 4021 and the support provided to nature tourism business plans in several regions of the country is in tune with the Green Growth CONPES 3934. The programme has established and used effective and adequate coordination mechanisms with other stakeholders, both government and development partners, both internally (Project Steering Committee and Technical Committee) and externally (technical roundtables, knowledge exchange events and coordination workshops). These mechanisms have allowed good synergies, particularly with The Sustainable Colombian Fund, a government-led initiative financed by Norway, Switzerland and Sweden, and the Colombia "Tropical Forest Alliance, financed by the World Economic Forum.

Effectiveness and Impact

From a systemic perspective, the programme has made an important contribution to decrease deforestation, both at the national and subnational level, particularly regarding the enabling environment, with some of the impact of the programme likely becoming more visible in the medium to long term. At the national level, the programme has strengthened the enabling environment by supporting the development and implementation of laws, policies and strategies, the strengthening of land use monitoring systems, the provision of data, the delivery of knowledge products and management tools, the provision of training, the strengthening of institutional arrangements, the development of economic and financial tools for the implementation of green and sustainable practices, and, overall, by advocating for a forestry economy. At the subnational level, the programme has supported forest conservation and reforestation in key hotspots by supporting the development of laws, policies, plans and strategies and promoting sustainable landscape management, which reduces pressures over forests. However, implementation on the ground has been limited and the programme was not meant to directly address some key drivers of deforestation, particularly those more related to safety and security issues.

The results framework of the programme has room for improvement. That said, the achievement of targets is satisfactory. At impact level, as of January 2023, the programme had exceeded one

end of the programme target¹ and met another one². The programme had exceeded one target³ and will likely meet the other by the revised end of the programme⁴, if potential for implementation and mobilization are considered, and would not meet them if actual implementation and mobilization are considered. At the outcome/output level, as of October 2022, 32% of the targets had been met, 50% were on track and 5% had been exceeded. Progress on Component 1 exceeds that of Component 2 mainly due to the nature of the targets and the focus of the programme. The quality of outputs is adequate.

The programme is contributing to poverty reduction, social inclusion, and gender equality, but there are opportunities to strengthen the gender approach and its impacts. Priority has been given to vulnerable communities but as of October 2022 impacts at the ground level remained limited. The programme has exceeded targets on capacity building events and technical guidelines and has delivered some unexpected results at the national and subnational levels mostly through the use of flexible resources.

Efficiency

The risks identified at the beginning and their defined mitigation actions were adequate and have continued to be throughout implementation. The programme showed a high capacity for adaptive management, particularly evident in the context of COVID-19, although there is room for improvement in reporting risk management. There have been some delays, but the project continues to be on track to achieve its targets.

Implementation at the national level has been adequate, but more support is required at the regional level, which can be strengthened by placing more staff on the ground. A differentiator aspect of the project has been the establishment of flexible resources, which have allowed for quick support at the national and subnational level and on key actions not initially identified. This has further supported ownership of the programme, given that, as noted, GGGI has worked very closely with national and subnational governments. Coordination and communication with the Embassy of Norway has been effective, with reporting exceeding original commitments. Despite a change in two key management positions halfway through the project, no adverse effects to the programme's operations were presented. The number of visits by the Embassy of Norway has been limited.

Sustainability

Although some conditions have been established to give sustainability to the programme's results, the programme did not include a deliberate, comprehensive and structured exit strategy and one has not been developed. As of December 2022, the legal, policy, institutional and technical frameworks will contribute to the sustainability of programme's results, but more efforts are required in the social, financial and environmental and climate change aspects, which if not addressed pose significant risks to the sustainability of the programme's results. The programme has increased GGGI's visibility in the country through the effective implementation of its Strategic Communication's Plan.

¹ The indicator and target read: Four officially adopted subnational development plans incorporate Sustainable Landscapes/reduced deforestation targets as a result of the influence of the programme. As of January 2023, the programme had influenced the adoption of 10 plans.

² A green sustainable financial instrument is implemented in two prioritized regions. As of January 2023, the government had approved one, which will likely be implemented.

³ USD 30 million investment mobilized. As of January 2023, the programme is expected to mobilize USD 34.1 m.

⁴ 50,000 ha under sustainable/restorative productive systems and under adoption/implementation. As of January 2023, the programme is expected to contribute to between 24,297 ha and 44,724 ha.

Lessons

1. The sustainable use of natural resources and economic growth are compatible and green growth, particularly around the forest economy, highly advisable in Colombia
2. Holistic, inter-disciplinary, inter-sectoral, multi-stakeholder and multi-level approaches are key to sustainable development. When working on various aspects sequentially (for instance policy and implementation), it is critical for a programme to know when to switch its focus.
3. Embedded support is an effective technical assistance modality when a programme starts to move from policy to implementation on the ground. However, it is not that effective when implementation on the ground needs to gain speed and scale up to ensure a critical mass. At that point, more human resources and complementary skills are needed. In this sense, switching the focus of a programme implies a switch in the structure and skill set of the implementation teams.
4. Working with all governments and developing policies that go beyond one administrative period is key. That said, it is important to seize the opportunity that an interested government represents, and extend programmes when the context is favourable.
5. Flexible resources are interesting (they foster the alignment with national and regional priorities, increase trust and enable quick responses to the needs of key counterparts), as long as they are aligned with the programme and approved by the Steering Committee
6. Given that deforestation is driven by multiple factors, reducing it requires holistic approaches and very effective coordination, participating in existing coordination mechanisms and managing/leading them when required, as well as creating new ones when needed and feasible.
7. In Colombia, illegal activities are key drivers of deforestation. The ability of programmes that do not directly address those drivers to reduce deforestation is moderate.
8. To strengthen its effectiveness and impact, a programme requires a robust ToC and results framework at the impact, outcome and output levels, and consistent and both strategic and detailed reporting.

Recommendations

Based on the above-mentioned findings, the evaluation team proposes the action plan outlined in Table 1⁵.

⁵ GGGI has prepared a detailed Management Response to the recommendations outlined in Section 4 of this document to complement this Action Plan. The Management Response can be found at the end of this document.

Table 1. Action plan

No.	Recommendation	Recommended responsible party(ies)	Recommended deadline	GGGI's agreement	Proposed management action	Responsible	Deadline
1.1	Explore the possibility of funding a third phase of the programme, to foster the results of the second phase and considering the opportunity that the new government represents.	Embassy of Norway in Colombia	By March 2023				
1.2	Even if the Embassy of Norway does have and commits financial resources for a third phase, GGGI Colombia should try to find other funding sources with a high political engagement proving useful for this.	GGGI Colombia	March – August 2023				
2	<p>If a third phase should happen, it should</p> <ul style="list-style-type: none"> Continue work on some enabling environment aspects and strengthen others. Put a stronger emphasis on project implementation at the regional level, with more staff in the regions and with a set of complementary skills. Explore whether to further narrow down the geographic focus, with less regions and a 	GGGI Colombia Embassy of Norway in Colombia	March – August 2023 for the design September 2023 and beyond for implementation				

	clearer focus on specific hotspots.						
3	Pay more attention to the development of Theory of Changes and results frameworks when designing future programme and projects.	GGGI Norwegian cooperation	From February 2023				
4	Strengthen the exit strategy of the programme, in line with its ToC and the findings of this MTR	GGGI Colombia	By February 2023				
5	Better monitor, report and communicate the gender approach of the programme.	GGGI Colombia	February – August 2023				
6	More clearly report changes in the risk matrix to support oversight and programme decision making	GGGI Colombia	From February 2023				
7	Conduct field visits more often to verify and foster progress of the programmes they fund.	Embassy of Norway in Colombia	From February 2023				

1. INTRODUCTION

1.1. Objective of the evaluation

The objective of this assignment is to conduct an independent mid-term evaluation of the second phase of the financial support of the Kingdom of Norway to Global Green Growth Institute's Colombia Country Programme 2020-2023. According to the Terms of Reference (ToR), "the evaluation aims to assess the continued relevance of the intervention and the progress made towards achieving its planned objectives, as well as to identify lessons learned and make recommendations to strengthen the Program's results and management in the final year of the project". The key evaluation questions and sub questions are presented in Annex 5.1 and show the main aspects that are addressed.

The main users of this evaluation are the Kingdom of Norway and the GGGI country program in Colombia. Evaluation findings and recommendations are meant to be considered by these organizations and used as input to identify ways in which the partnership can build on its established achievements and comparative strengths, considering potential new phases of support in an environment of change and different approaches by the new government. In this sense, the evaluation seeks to generate knowledge from the implementation of Phase II, reflecting on challenges, lessons learned, and propose recommendations for possible future phases of support.

1.2. Scope and methodology of the evaluation

1.2.1. Scope

In tune with the final inception report, the evaluation has been carried out following a structured process that integrates data collection and analysis, with the purpose of examining the **relevance**, **effectiveness**, impact, **efficiency** and **sustainability** of the program's results, as requested in the ToR and in line with standard global evaluation practices. In particular, the evaluation criteria focus on the following aspects:

- Relevance: To what extent does the programme meets the needs and priorities of key stakeholders?⁶
- Effectiveness: To what extent is the programme achieving its objectives and results?
- Impact: To what extent the programme has generated or is expected to generate significant positive or negative, intended or unintended, higher-level effects
- Efficiency: To what extent is the programme implementation timely and cost-effective?
- Sustainability: To what extent is the programme likely to maintain outcomes after the close of the intervention? Will the benefits last?

This evaluation seeks to answer the questions presented in Table 1 of the ToR (see Annex 5.2), which have been integrated in the evaluation matrix (see Annex 5.1), which indicates the

⁶ The coherence criterion was integrated here: The compatibility of the intervention with other interventions in a country, sector or institution.

evaluation criteria, questions, subquestions, indicators, and methods and sources of verification. It provides, as an end-result, conclusions, recommendations, and lessons learned, using the evaluation criteria derived by the Development Assistance Committee of the Organization for Economic Co-operation and Development (OECD-DAC) but tailored to the needs of GGGI and the Kingdom of Norway. It also considers Norway's Ministry of Foreign Affairs evaluation guidelines.

1.2.2. Methodology

To conduct the mid-term evaluation and answer the key questions referred to above, the team has adopted the following approaches and considerations:

- **Mixed-method approach**, including both quantitative and qualitative methods for data collection and analysis to improve the validity and reliability of data and corresponding evaluation findings. The tools are detailed below, but qualitative data collection techniques have included key informant interviews and, when possible, focus group discussions. Quantitative data has been included through the careful review and analysis of project data. Any other M&E data collected by the GGGI at project level has been included, as a means to capitalize on existing monitoring data.
- **Participatory approach**, to ensure participant ownership of the findings and increase the usefulness of its recommendations. It has ensured the flow of information from stakeholders to evaluators and vice versa, with the aim to ensure effective learning from the process and thereby lead to the uptake of recommendations.
- **Socially-inclusive and gender-responsive approach**, by ensuring that consultations were carried out with both men and women, in an inclusive manner, sensitive to the needs, interests, and context of all stakeholders, and that gender-related and other barriers to participation were identified and addressed wherever relevant in the inception and design phases of the evaluation. The evaluation team has also assessed GGGI contributions to the different needs and interests of women and men. To the extent possible, data collected has been disaggregated by sex to reflect an awareness of gender variables.
- **Best practices and standards for evaluation**, specifically referring to those principles, norms, and standards produced by the United Nations Evaluation Group (UNEG), the OECD-DAC, and the Evaluation Cooperation Group (ECG) of the Multilateral Development Banks (MDBs). The evaluation team has also drawn on its extensive experience evaluating similar projects, including Colombia, to the design and implementation of the evaluation methodology.

1.1.1. Phase 1: Inception phase

To prepare this workplan, GGGI Colombia prepared a **first kick-off meeting** with Baastel, taking place virtually on October 6th, 2022 with two follow up calls occurring on October 19th and 24th, 2022. The purpose of these meetings was to introduce the various parties involved, have a better understanding of the project and to agree on the practical and technical aspects of the mandate, such as the approach, the objectives of the mandate, the methodology, the preliminary timetable, and the communication methods to be used. The GGGI Colombia team also made the relevant documentation available to the evaluation team which was followed by a **preliminary document**

review of the relevant documents related to the project. This process has continued throughout the duration of the evaluation.

The analytical framework and the **evaluation matrix** were developed based on the initial interactions as well as the preliminary document review (including the ToR) aiming for the development of a rigorous and practical matrix, to avoid duplication of indicators.

A **workshop** was held virtually on November 2nd, 2022, between GGGI, the Embassy of Norway in Colombia and Baastel to present the work plan, to gather the opinions of the different participants on its content, and to ensure a good mutual understanding of the steps to come. The comments received were used to finalize this work plan, including all the details of the methodology, the identification of the counterparts to interview and the revision and confirmation of the interview questions.

1.1.2. Phase 2: Data collection

With the proposed workplan approved, the evaluation team proceeded to perform an **in-depth desk review** which involved a deeper analysis based on the results of the workshop with GGGI and Norway, in line with the methods and sources of verification identified in the evaluation matrix for the different evaluation subquestions and indicators. Annex 3.4 provides the list of the documents that have been reviewed as part of this evaluation, comprising all the documents listed in Annex 1 of the ToR.

The evaluation team held virtual semi-structured **interviews** with GGGI staff (one with the project Management Team (MT) and one with GGGI team in the 5 regions), Norway staff, and national and subnational counterparts, in tune with the evaluation matrix. These interviews provided the opportunity to collect information which is considered necessary to complete the evaluation. In total, between October and December 2022, the evaluation team conducted 11 remote interviews with 21 people. Annex 5.4 indicates the interviewees.

Two field trip missions were also held during this phase, focusing on interviewing regional stakeholders, in order to have direct observation and explore some of the questions more in-depth. The missions were conducted in Putumayo (an Amazonian region), November 8-11, 2022, and Antioquia (a non-Amazonian region), November 29 – December 1, 2022. These regions were selected using the following sampling criteria: i) ecosystem biodiversity; ii) deforestation relevance; iii) diversity of types of intervention (e.g. close work with government institutions in improving their tools and mechanisms, sub-national integration cases into planning instruments and policy actions, forest-friendly startups implementation, etc); iv) duration of engagement, v) level of progress regarding targets, and vi) ease of access. During these missions, 19 people were interviewed and five sites were visited. The evaluation team interviewed the programme team as well as programme partners and beneficiaries. Annex 5.4 indicates the people interviewed in the regions.

1.1.3. Phase 3: Data analysis and reporting

Considering the document review and the interviews and direct observation performed, the evaluation team triangulated the multiple lines of evidence and delivered this **mid-term evaluation report** which includes, as stated in the ToR, the findings and recommendations based on analysed facts, data, and information supported by strong quantitative or qualitative evidence. The

evaluation team has prepared, as well a **presentation (PPT)** with the key findings and recommendations (English and Spanish versions). A workshop will be organized to present them.

This draft of the report will be revised by GGGI and Norway and the comments and feedback received will be gathered and integrated into the **final version of the mid-term evaluation**.

1.3. Structure of the evaluation report

This evaluation report begins with an executive summary. Section 1 presents the objective, scope and methodology of the evaluation. Section 2 briefly describes the context and the project. Section 3 presents the findings regarding the project's relevance, design, coherence, effectiveness, impact, efficiency, and sustainability. Section 4 provides conclusions, lessons learned and recommendations. The annexes include the evaluation matrix, the list of reviewed documents, the list of people and institutions interviewed, the data collection mission itinerary and the interview protocols.

2. DESCRIPTION OF THE PROGRAMME AND THE DEVELOPMENT CONTEXT

2.1. Context of the evaluation

The Global Green Growth Institute (GGGI) is a treaty-based international, inter-governmental organization dedicated to supporting and promoting strong, inclusive, and sustainable economic growth in developing countries and emerging economies, established at the Rio+20 United Nations Conference on Sustainable Development in 2012. Since 2013 GGGI has been working with the Government of Colombia (GoC) under different international cooperation projects that focus on policy advisory and strengthening and mobilizing finance towards green investment projects on sustainable land-use, deforestation reduction, bioeconomy, waste management, clean energy approaches. The country became a member of GGGI on April 15, 2021 as a show of reaffirmation to expand green growth approaches within the country.

Since 2017, the Kingdom of Norway has provided funding through GGGI's Colombia Country Programme with the intention of supporting the country's transition towards a greener growth pathway that is socially inclusive and contributive to its medium-term development agenda. The Norway-Colombia-GGGI Green Growth Programme was developed to support this intention, and has two date been divided in two phases: Phase I, which took place between 2017 and 2019, and Phase II between 2020 and 2023.

2.2. Brief description of the project

The second phase was designed to continue building upon the existing efforts achieved during Phase I and ensure sustainable and measurable results. In particular, the programme's Phase II expected impact is "reduced deforestation and secured provision of ecosystem goods and

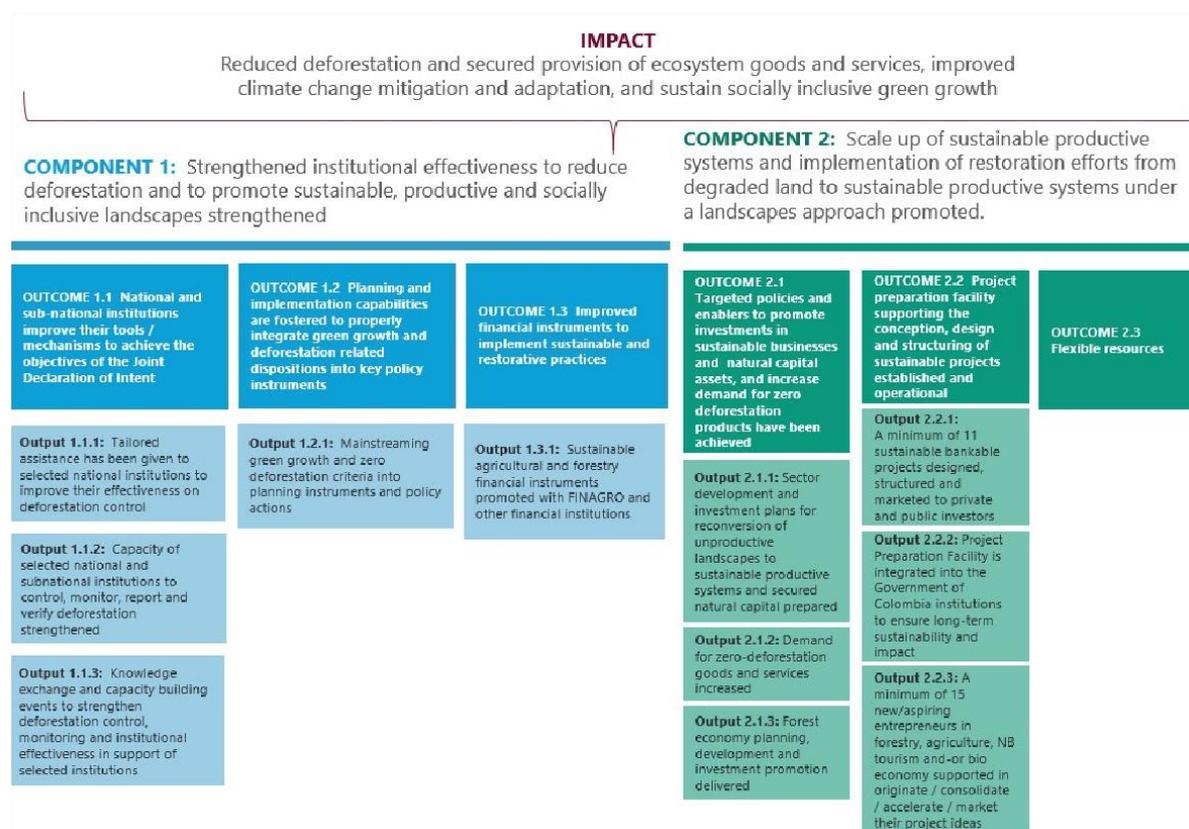
services, improved climate change mitigation and adaptation, and sustained and socially inclusive green growth". This involves a slightly different Theory of Change (ToC) to the Phase I, which had a larger focus on national policy development support and the pilot of the subnational programme, which was scaled up from three to five jurisdictions in Phase II.

The design of the programme planned to deliver the expected impact through two components. Component 1 focuses on strengthening the country's institutional effectiveness to reduce deforestation and to promote sustainable landscapes through policy, regulatory and financing frameworks. Through this component, the project works with institutions at the national and subnational level to strengthen the current tools and mechanisms used for deforestation control, and to include green growth and deforestation reduction planning in key policy and planning instruments, as well as improve current fiscal/economic instruments to implement inclusive and sustainable restorative practices.

Component 2 aims to scale up the development and implementation of inclusive sustainability projects and initiatives which promote forest conservation, restoration, and the sustainable use of natural resources, while improving livelihoods, ecosystem services and resilience. This second component focuses on creating the conditions that will lead to an increase of income opportunities and conservation incentives, as well as the recovery of key deforested areas and their ecosystems through the promotion of investments on sustainability projects for forest conservation, restoration, and zero-deforestation targets. Through this component, the project supports the preparation of investment-ready forestry, nature-based tourism, livestock, and non-timber forest products (NTFP) projects through the implementation of a Project Preparation and Technical Assistance Facility (PPTAF) which improves the quality of the project proposals to make them bankable and attractive for funding by both public and private sources of finance.

The relationship between the expected impact and the project components is illustrated in the Theory of Change (ToC).

Figure 1. Theory of Change



The program’s second phase, with an estimated financing of USD 7 million, originally covered a period of 36 months (March 1, 2020 – February 28, 2023), but a 6 months no-cost extension until August 31, 2023, was recently approved to mitigate the time-associated risks derived from COVID and the national strike; and to provide support during the transition period with the new national administration for the 2022-2026 presidential term. The new administration of Gustavo Petro, who won elections with a platform of change, took office the 7th of August of 2022.

At the national level, the project’s main partners are the GGGI’s office in Colombia, Kingdom of Norway through their Colombia embassy and Colombia’s Ministry of Environmental and Sustainable Development (MADS by its initials in Spanish), Ministry of Agriculture and Rural Development (MADR by its initials in Spanish) and the National Planning Department (DNP by its initials in Spanish). The project has established, as well, solid engagements with the Institute of Hydrology, Meteorology and Environmental Studies (IDEAM by its initials in Spanish), , the Ministry of Agricultural and Rural Development (MADR by its initials in Spanish), the Agricultural Sector Development Financing Agency (FINAGRO by its initials in Spanish) and iNNPULSA (Management Unit of Business Growth from the National Government). With Phase II specifically placing greater focus on subnational level interventions, the project also works in collaboration with the governments and environmental authorities of five (5) Colombian territories: Antioquia, Meta, Nariño, Guaviare, and the South of the Amazon, having staff embedded in the local governments.

3. FINDINGS

3.1. Relevance

3.1.1. How does the program align with and support Colombia's international commitments including the revised Nationally Determined Contribution, the Sustainable Development Goals, and the ongoing work of Norway in Colombia under the joint declaration of intent?

The programme is in line with Colombia's Nationally Determined Contribution (NDC) 2020, which has as overall mitigation target of reducing GHG emissions by 51% by 2030 (compared to projected emissions in 2030 in the baseline scenario), and includes among the priority mitigation actions, agriculture and livestock Nationally Appropriate Mitigation Actions (NAMAs), development of the forest economy, ecological restoration, and deforestation reduction. This last target contributes 33% to the achievement of the 2020 NDC goals. The programme has also been involved in the construction of the National Registry of GHG Emission Reduction (RENARE) tool to support the verification of Colombia's NDC compliance, by providing dedicated and embedded support to test the platform, undertaking working sessions with IGAC, Minambiente and IDEAM, and constructing the necessary accompanying documents. On the other hand, the programme is consistent with the NDC adaptation targets focused on improving food security through the improvement of capacities for climate change adaptation in the agriculture sector, for instance through the support provided to the MADR to advance on the consolidation of Sustainable Livestock Policy's Action Plan, where actions with a differential approach aimed at food security and social inclusion were included to consider the alignment to the new government's priorities – particularly the Colombia Agri-food Power pillar.

The programme also supports Colombia's progress towards achieving its Sustainable Development Goals (SDGs). Specifically it has a direct, structural link towards goal 15: Sustainably manage forests, combat desertification, halt and reverse land degradation and halt biodiversity loss, in particular with targets 15.1 (conservation, restoration and sustainable use of terrestrial and freshwater ecosystems) and 15.2 (sustainable management of forests). It has also a direct link with goal 8: Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all, given its central focus on supporting Colombia's green growth by creating the conditions to promote income opportunities derived from the sustainable use of forests. The second phase of the programme also has an indirect relationship with goal 5: Achieve gender equality and empower all women and girls, which is discussed in more detail in section 3.2.1 on effectiveness.

Finally, the programme was designed taking into account both Joint Declarations of Intent (JDI) 2015 and 2019 since it was constructed and validated jointly by Norway and Colombia's government counterparts. This ensured Phase II of the programme is fully aligned with the declaration's main purpose of contributing to significantly reduce GHG emissions from deforestation and forest degradation in Colombia. The programme specifically contributes to it,

through the activities undertaken in Outcome 1.1, to improve the tools/mechanisms of national and sub-national institutions to achieve the objectives of the JDI (e.g. the restoration monitoring module), and it also adds to the achievement of other indicators of the partnership focused on improving the effectiveness of deforestation control and prevention (1.1, 1.2), design and implementation of Payment for Ecosystem Services (PES) programs (5.1, 5.2), restoration efforts (6.1), sustainable forest management (4.5, 7.1), and the implementation of sustainable cattle-ranching and zero deforestation programs (8.1, 8.2).

This alignment of the programme with Colombia's international commitments can most likely be explained by both GGGI's knowledge of the Government priorities, to a great extent given the first phase, as well as by the great involvement of Government and Norway during the design and implementation of the programme.

3.1.2. How does the program align with Norway's International Climate and Forest Initiative's strategic objectives?

Norway's International Climate and Forest Initiative (NICFI) supports countries in their goal of reducing and reversing tropical forest loss to enable a stable climate, preserve biodiversity and achieve sustainable development. The objective of Phase II of the Green Growth Program is clearly in line with the overall goal of NICFI in terms of reducing deforestation and securing provision of ecosystem services. The programme contributes to three of the seven strategic areas of the initiative⁷, namely Strategic area 1: Land use policies, Strategic area 4: Transparency, and Strategic Area 5: Deforestation-free commodity markets, and more indirectly to Strategic area 2: Rights of indigenous peoples, as the programme has supported the development nature-based tourism-related business plans in indigenous reserves (Putumayo, Cascada Fin del Mundo). The programme is also closely linked to NICFI's priorities by assisting the implementation of the JDI, promoting deforestation-free supply chains, targeting resource mobilization from both the public and private sectors, supporting the implementation of landscape restoration and sustainable agricultural/forestry investments, by having a strong subnational focus to facilitate sustainable landscapes and deforestation-reducing approaches, and because it promotes inclusive and sustainable project structuring to involve new financiers for green investments.

3.1.3. How does the program align with GGGI's Strategy 2030 and Country Planning Framework 2016-2020 targets and activities?

The objectives of the programme support GGGI's global Strategy 2030 goal of supporting the transformation of its country members to low-carbon and resilient economies to maximize their green growth outcomes and NDCs and SDGs implementation. It specifically contributes to four of the eight global operational goals: 1. Catalyse and accelerate access to climate finance, 2. Support policy planning, regulatory frameworks and institutional capacity to achieve green growth

⁷ <https://www.nicfi.no/how-do-we-work/>

outcomes, 3. Achieve sustainable and circular bioeconomies, and 5. Accelerate poverty and gender inequality eradication.

The programme is also fully in tune with GGGI's priorities in Colombia. The programme is in line with the former Country Planning Framework 2016-2020, having the enhancement of the development of forest-based activities as engines of green growth as one of its main goals. The program particularly contributes to the strategic outcome 3: Forestry Sector Becomes Engine of Green Growth, of the framework, and supports its following actions: (i) Assessing market flaws, institutional barriers and regulatory weaknesses that restrict the development of forest-based activities and the private sector's engagement in the generation of socio-economic benefits from forests; (ii) Provision of support to the design or revision of a set of economic and financial instruments to promote forestry activities and increased investments in forest-based enterprises; and (iii) Promotion of projects that will induce ecosystem and forest-based enterprises, leading to increased investments in forested areas.

3.1.4. How does the programme align with and support Colombian priorities?

How does the programme align with and support national priorities?

As a country with approximately 52% of its territory covered by natural forests, forest conservation and sustainable forest management is a key issue in Colombia that is highlighted in many of the country's policy documents and strategies such as Colombia's NDC (reduce the deforestation rate to 50,000 hectares per year by 2030) as well as in the Deforestation Reduction and Control CONPES 4021 (Action line 2: Promote the application of conservation processes and sustainable management of forests), among other climate and forest policies in the country. The programme is also aligned to the Green Growth CONPES 3439, which promotes the increase in productivity and economic competitiveness of the country, while ensuring the sustainable use of natural capital and social inclusion, and in climate compatible manner by 2030.

To begin with, the programme is consistent with the former National Development Plan (NDP) 2018-2022 *Pact for sustainability*, which seeks a balance between productive development and environmental conservation by giving natural wealth the status of strategic national asset. The programme contributes to the overall goal of reducing by 30%⁸ the tendency of growth of projected deforestation by the IDEAM. More specifically, it contributes to 12 targets of this plan focused on sustainable forest management, forest economy, bioeconomy, PES, restoration, conservation, productive reconversion, sustainable cattle production, and climate change mitigation. Furthermore, during Ivan Duque's administration, water, biodiversity and environment were declared strategic issues for the country's security and defence.

The programme also targets various activities from the Pact for the Growth and Employment Generation in the Forestry Sector (signed 2019), which defines a set of critical actions for public and private forest sector stakeholders, including the provision of public goods, the planning of production areas and the adequate financing of the forestry sector, to advance towards the NDP 2018-2022 target of the forestry sector contributing 1% to Colombia's GDP (in 2017 this contribution was 0.79%).

⁸ With respect to the projected scenario by IDEAM.

The programme also supports the draft National Development Plan 2022-2026 by making recommendations on issues related to forest economy, rural reform, zero deforestation, environmental incentives, and green jobs. It has also been involved in the development of a financial sustainability strategy for the forest resources monitoring instruments of IDEAM (Sistema de Monitoreo de Bosques y Carbono) and supported the technical tables of the transversal axis of environmental justice. The programme has also provided support to define the intervention logic and the main components of the National Forest Service (NFS), which is expected to be included in the bases of this upcoming NDP. This reflects the great effort made by the programme to ensure the programme remains relevant to the new administration, which was installed in August 2022, integrating any new priorities in relation to deforestation control and forest economy. The no-cost extension, granted until August 2023, will further support these efforts, allowing for more time to comply with all project indicators given Covid and national strike, as well as to provide continuity for the current processes being undertaken with the new administration. Reception of the programme's suggestion has been positive.

Phase II of the Green Growth Programme is also aligned with the country's environmental laws and policies. In particular, the programme is in line with the National Policy for Deforestation Control and Sustainable Forest Management (Conpes 4021) established in 2020⁹ and with the Integrated Strategy for the Control of Deforestation and Sustainable Forest Management (EICDGB, for its acronym in Spanish). This strategy serves as the national REDD+ Strategy and defines the priority guidelines for deforestation control and forest management. On this last point, the project is also consistent with the National Programme on Payment for Ecosystem Services (Conpes 3886), which established the guidelines for the implementation of PES mechanisms to encourage the conservation, recovery, and sustainable use of ecosystems, while providing opportunities for communities and improving their quality of life. The programme is also in tune with the Policy for the Consolidation of the National System of Protected Areas (Conpes 4050), particularly with strategic line 16, which considers increasing the contribution of territorial entities in the protected areas financing and actions, and specifically with its second action, which consists of designing a compensation mechanism for category 5 and 6 municipalities with more than 50% of their territory included in protected areas.

The programme is in line and contributes to the Green Growth Policy (Conpes 3934), to be implemented between 2018–2030, and which has as objective to reduce environmental and social impacts by generating new economic opportunities based on the sustainable use of natural capital, such as forest economy, green business, and the bioeconomy.

Additionally, the programme is in harmony with the country's climate change policies and strategies through its National Climate Change Policy. More specifically, Phase II of the Green Growth Programme is in line with the third national communication to the UNFCCC in 2015. The programme's mitigation efforts align with the National Strategy for Low Carbon Development, which aims to achieve carbon neutrality in the country through the creation of mitigation action plans for all the productive sectors, with the programme specifically supporting the agriculture sector plan. The programme's adaptation efforts are aligned with the Strategy 2050, a living document which periodically analyses the risks derived from climate change and for which the programme supports those associated with droughts and forest fires (even though this last one is not explicitly addressed by the programme).

⁹ The programme was designed and began implementation almost a year before this policy was approved.

The activities carried out in the framework of the programme are also consistent with the country's legal and regulatory framework in relation to forests and climate change: Law 2 from 1959, which established the seven forest reserves in the country; Law 37 from 1989, which established the creation of the National Forest System¹⁰; Law 160 from 1994, by which the National System of Agrarian Reform and Rural Development was created; Decree 2372 from 2010, which regulated the National System for Protected Areas (SINAP); Law 1955 from 2019, which created the National Council to Combat Environmental Crimes and Deforestation (CONADELF); Law 1931 from 2018, in which the guidelines for climate change management are established; and Law 2169 from 2021, with which a low-carbon development for the country is promoted.

Furthermore, the programme has contributed to strengthening the legal and regulatory frameworks of the country. At the national level, GGGI supported the drafting of Conpes policy document 4021 for Deforestation Control and Sustainable Forest Management, adopted on December 21, 2020. In terms of influencing areas under livestock (cattle) activity, during Phase I, GGGI supported the development of the Sustainable Livestock Policy, which has been integrated in Conpes 4021, including its Resolution 126 of 2022 "Policy Guidelines for Sustainable Bovine Cattle-Ranching 2022 – 2050". It also provided several inputs which were incorporated to the draft law on Traceability for Zero Deforestation Cattle Ranching related to the due diligence process for slaughterhouses and financial institutions, as well as the recognition of the zero deforestation agreements. The programme also contributed to the Climate Action Bill, which was signed into Law 2169 on December 2021.

How does the program align with and support the priorities in the regions where it is working?

A weak institutional policy and regulatory framework to address forest cover loss at the subnational level, as well as limited human and technical capacities and market failures are the two key underlying and direct causes of deforestation in Colombia. In order to efficiently and effectively contribute to tackling deforestation, Phase II of the programme places greater focus on interventions with a subnational impact. The programme takes place in five *Departamentos*: Guaviare, Meta, Nariño, Antioquia and the jurisdiction of Corpoamazonia, which covers the departments of Putumayo, Caquetá and Amazonas, which were selected based on five priority factors: responsible for the largest share of deforestation in the country, with pro-green growth political interest, institutional capacity, poverty reduction potential, and a low conflict-related risk.

In this context, the objectives and activities of Phase II of the Green Growth Programme respond to specific problems and needs identified as key underlying direct causes at the subnational level. While Component 1 of the programme focuses on strengthening the capacity of national-level entities, in coordination with key subnational stakeholders, Component 2 focuses on interventions mainly at the subnational level to enable business-prone conditions and overcome relevant barriers for scale-up and investment mobilization of inclusive and sustainable projects for forest conservation, restoration and zero-deforestation targets. Particularly, under Outcome 2.3, the programme considers a set of flexible resources aimed at providing tailored assistance to the five priority Departments to enhance their effectiveness towards deforestation control and the promotion of sustainable landscapes approaches in their territories.

According to the interviews and programme indicators, programme activities at the subnational level have supported the development of regional development plans, sustainable and land-use related public policies, targeted policies and enablers to promote investments in sustainable

¹⁰ The National Forest System is yet to be established in the country.

businesses and natural capital assets, increase demand for zero deforestation products, the establishment of technical roundtables (*Mesas*) and a Project Preparation Facility (PPF) to support the conception, design and structuring of inclusive and sustainable projects across forestry, agriculture and nature-based tourism. For example, in Antioquia, GGGI supported the consolidation of various important policy instruments on prioritized issues in the department, such as the structuring of ordinance 37 of October 31, 2022: "by which the program for the control of deforestation and the sustainable management of forests in the department of Antioquia is created". This ordinance is a milestone in the department because it focuses on working mainly with the livestock sector and it is created with public resources to make effective its objective of reducing deforestation. The programme also supported the development of a sustainable tourism public policy, with a nature tourism component, which, in turn, made it possible to mobilize the tourism sector and the creation of a departmental tourism council, whose main objective is to structure projects based on the plan and policy, to generate other types of investments. In the case of Putumayo, interviewees recognized the added value that GGGI has brought to their work on controlling deforestation through the identification of environmental "determinants" (*determinantes ambientales*) and supporting green markets and tourism initiatives. Local stakeholders confirmed that GGGI assisted their needs in terms of green growth strategies and that assistance was provided at the request of regional governments. While this support has been relevant and has allowed significant progress, there is room for further support at the sub-national level, as discussed in section 3.2 on effectiveness.

It should be noted that Phase II of the Green Growth Programme is also very relevant from an institutional and political-administrative angle, since the start of the programme coincided with the governing terms of newly elected mayors and governors in January 2020. Support at the subnational level has been consolidated throughout Phase II of the programme through supporting the development of laws, policies, plans and strategies and promoting sustainable landscape management and has established GGGI as a trusted advisor to the subnational governments in terms of green growth. Overall, in this sense, the counterpart group perceived the programme as a relevant mechanism to support the implementation of their subnational development plans in terms of sustainable development.

It is also important to note the alignment between the national and subnational policies. The programme has indeed contributed to the subnational implementation of national policies. For example, the support provided by GGGI to Antioquia's *Ordenanza 37* from 2022 to control deforestation is clearly aligned with the Deforestation CONPES 4021, strategy 1: To consolidate sustainable productive alternatives for rural development and the stabilization of the agriculture frontier and strategy 2: Strengthening coordination and management mechanisms cross-sector for the effective reduction of deforestation and management of forests. Similarly, the support provided to nature tourism business plans in several regions of the country is a priority sub sector under the Colombian Green Growth CONPES 3934 and goes in line with its strategy 1: Generate conditions that promote new economic opportunities based on in the wealth of natural capital and strategy 2: Strengthen the mechanisms and instruments to optimize the use of resources and energy in production and consumption.

3.1.5. Complementarity with other interventions

Has the intervention been coordinated with other interventions to seek complementarity and synergies?

The programme document identifies in section 3.4.1 key interventions carried out by other stakeholders that have a direct relation with the programme in the areas of sustainable agriculture, livestock, land management, and forest management. The document explains the relations and complementarity between the existing initiatives and Phase II of the Green Growth Programme. Additionally, Annex 7 includes a summary of other key donor and/or nationally funded initiatives throughout Colombia that aim to reduce deforestation and address sustainable landscape issues that are relevant to the objective of the programme.

During implementation, GGGI has coordinated with other stakeholders through different mechanisms. Internally, a Programme Steering Committee was established during the programme's design to meet bi-annually. It included representatives from GGGI, the Norwegian Embassy in Bogota, MADS, MADR and the DNP. This Committee's role and purpose is to ensure the constant alignment of the programme's objectives with the government's priorities at both the national and subnational level, direct the execution of the flexible resources and the Project Structuring and Financing Facility (PPTAF), and strategically guide the programme's execution. According to the interviews, this figure has worked as an effective space to allow for all relevant stakeholders to have a broad and integral overview of the programme as well as an experience-sharing mechanism, particularly for the subnational representatives which provide their own vision of the programme from the regional standpoint. Potentially the President's Agency for International Cooperation could be added. For the PPTAF just DNP, MADR, MADS and Norway approve the selection of projects. The programme also established a Technical Committee which is composed of technical representatives from the same organizations as of the Steering Committee as well as FINAGRO, IDEAM and subnational governments' representatives, and has as objective to discuss the proposal for the annual work plan before submitting it for approval. In support to the PPF, an Investors Roundtable was created to include selected national and international public and private investors. It functions as a platform that allows investors and project owners to build relationships and identify areas of investment collaboration. Although these institutional arrangements have worked well, a stronger role of the Ministry of Foreign Affairs or the Office of the President could have helped better navigate changes in technical ministries.

Externally, GGGI has strengthened the work and collaboration with other stakeholders by being a member and supporting the implementation of technical roundtables (*Mesas*) to allow for subnational coordination spaces on the topics of forestry, deforestation and sustainable livestock. The programme's role in the execution of these roundtables has been key to achieve articulation between different institutions and sectors and allow to reach local consensus on the actions prioritized for each jurisdiction. According to programme documents, the support that GGGI provides in these multi-stakeholder spaces has resulted in the successful appropriation and consolidation of policies and initiatives at the local level which were jointly designed and consulted in these spaces, as well as a reduction in the duplicity of efforts. The programme was also involved in the organization and implementation of knowledge exchange events¹¹ which fostered and facilitated the integration of national and subnational counterparts around the conversation on forest economy promotion. Coordination has also been promoted by GGGI becoming participating members of zero-deforestation agreements and holding a workshop in Meta in 2021 with other actors to help coordinate cooperation

To what extent does the project support (and not duplicate) activities and objectives not addressed by other projects or programs including other technical assistance projects

¹¹ Such as Expobosques.

financed by Norway which are linked to deforestation control and sustainable livelihood options in Colombia (such as BioCarbon Fund, Visión Amazonía and FCS, among others)?

Thanks to the abovementioned coordination mechanisms, the programme has had a high level of complementarity with other initiatives implemented in the same thematic area. Desk review and interviews highlight nine in particular: (i) the Sustainable Colombia Program, financed by the Inter-American Development Bank and from which emerges “The Sustainable Colombian Fund (SCF)”, a government-led initiative financed by Norway, Switzerland and Sweden that focuses on promoting environmental conservation and sustainable productive projects in the areas affected by violence, (ii) the Integral Plans for Territorial Climate Change Action (PIGCCT, for its acronym in Spanish), financially assisted by the United Nations Development Programme and which are the national instruments defined in the Law 1931 by which regional identities define their GHG mitigation measures and climate change adaptation activities, (iii) the Colombia “Tropical Forest Alliance(TFA)”, financed by the World Economic Forum, which promotes constructive dialogue between the private sector, governments and civil society organizations to mobilize collective action to reduce deforestation in tropical agriculture, livestock and forestry value chains, (iv) the “BioCarbon Fund’s Sustainable Low-Carbon Development in Orinoquía” project, financed by the World Bank and which focuses on reducing GHG emissions generated by agriculture, deforestation and other land uses, (v) the “Protect the Orinoco River Basin” initiative, financed by the GIZ and which aims to increase nature’s economic value, and to integrate land-use practices into agricultural and development plans, (vi) Amazon Vision, with funds from Germany, Norway and the United Kingdom, which aims to protect the Colombian Amazon region and reduce GHG emissions from deforestation, (vii) the “Strengthening of Forest Governance” and the “Restoration and Conservation of the Transformed Ecosystems of the PNN Serranía de la Macarena” projects, financed by the World Wildlife Fund, which promote sustainable forest use, (viii) Fondo Acción, which executes resources from the World Bank’s Forest Carbon Partnership Fund to support the government in its REDD+ implementation, and (ix) USAID¹².

Synergies have been particularly important with SCF and TFA. Phase II of the Green Growth Programme and the SCF have worked in a complementary manner towards the common purpose of offering funding for productive project implementation as well as by providing technical assistance to the GoC in building capacities associated with deforestation reduction. Particularly, several indicators¹³ in the programme’s result matrix are being delivered in common agreement and close collaboration with the SCF. The Colombia Tropical Forest Alliance and the programme carried out joint activities towards achieving zero deforestation agreements. The programme complements TFA’s platform at the regional level through project structuring and funding of green growth and reduced deforestation projects via the PPF. The programme also carried out complementary activities with VisionAmazonia, the BioCarbon Fund’s Sustainable Low-Carbon Development in Orinoquía (BioCF) project, the Protect the Orinoco River Basin project, the Strengthening of Forest Governance project, the Restoration and Conservation of the Transformed Ecosystems of the PNN Serranía de la Macarena, and Fondo Acción, towards addressing deforestation with appropriate incentives for communities and sectors to protect and sustainably use Colombia’s forests. These six projects are complementary because of their different but connected geographical areas of intervention (the programme and VisionAmazonia work in the Amazonia region, the BioCF/Restoration and Conservation of the Serranía de la Macarena/Orinoco River Basin in the Orinoquia region, and Fondo Acción in the Choco department), and because they target tropical forests. Unlike the six projects, however, Phase II

¹² Further information on specific synergies would be helpful.

¹³ 1.1.2.2., 1.3.1.2., 2.1.1.1., 2.1.2.1 and 2.1.2.2

of the programme has a greater emphasis on policy and collaboration with the GoC rather than field implementation.

At the subnational level, the project is complementary with the Integral Plans for Territorial Climate Change Action because they served as input to support new governor's teams in integrating green growth/reduced deforestation targets into department/municipal development plans.

The interviews noted, however, that due to the high volume of donor funded initiatives duplications are bound to happen, which reduce the efficacy of the actions. However, since GGGI works transversally and has standing relationships with the other donors, and has organized coordination workshops (i.e. the Meta Coordination for Deforestation Control Workshop), it has acted as an articulator in the regions and helped to coordinate the work on sustainable forest management.

3.2. Effectiveness

3.2.1. Is the program achieving its outputs and is progress being made to the achievement of outcomes and impacts?

Is the Program contributing to the reduction of deforestation in the long term in the areas where the Program has focalized actions?

Deforestation is complex, as it is driven by many factors. It is also very dynamic, with the weight of the many different drivers often changing in time. IDEAM's reports on deforestation identify seven drivers of deforestation: i) unsustainable, extensive livestock practices, ii) the extension of the agricultural frontier on unauthorized areas (e.g. protected areas), iii) unplanned transport infrastructure development, iv) land grabbing, v) illegal harvesting (drug production), vi) illegal mining, and vii) illegal logging¹⁴. In addition, others aspects, such as climate change, contribute to the degradation and eventually loss of forest cover, directly, such as through forest fires, or indirectly, by making it easier or harder to get to certain forests, cut them and take the timber. Although there is some knowledge on the drivers, there is little knowledge on their relative importance at the national and subnational levels in Colombia. IDEAM's reports on deforestation do not provide an indication of the weights of the drivers of deforestation across time or the different regions of the country.

In this context, attribution of changes in deforestation to the programme must be done with caution: deforestation can increase even if the work of the programme is extremely relevant and significant; on the contrary, deforestation can decrease even if the work of the programme is not relevant and significant. The evolution of deforestation in a short period of time cannot be directly and simply explained by the failure or success of the programme (and programmes never fully fail or succeed, but have complex accomplishments). Furthermore, as noted in section 3.1.5 on linkages with other interventions, the number of programmes, projects and initiatives working on deforestation

¹⁴ See for instance the 2022 report.

reduction and control in Colombia and the target regions is large, so it becomes difficult to attribute changes to a specific programme.

That said, it is important to understand both the evolution of deforestation in the country and target regions in the implementation period of the programme and the overall contribution of the programme to the long term evolution of deforestation. Official data indicates that deforestation increased between 2019 and 2021 in Colombia¹⁵. The deforested area steadily increased (by 89%) from 2013 to 2017¹⁶, decreased in 2018 and 2019 (deforestation decreased by 28% compared to 2017) and steadily increased in 2020 and 2021, to 174,103 ha in 2021. As such, in 2021 deforestation was 10% greater than in 2019 and 50% greater than in 2013. In the 9 years between 2013 and 2021, Colombia had lost 1,476,467 ha of forests, that is, 2.5% of the forest area that still remained in 2021. According to MADS (2022), in the last 20 years, between 2001 and 2021, 3,182,876 ha of natural forest were lost. In the same period, only 500,000 ha had been restored.

Figure 2. Deforestation in Colombia 2013-2021



Source: Programme Steering Committee December 2022, slide 5.

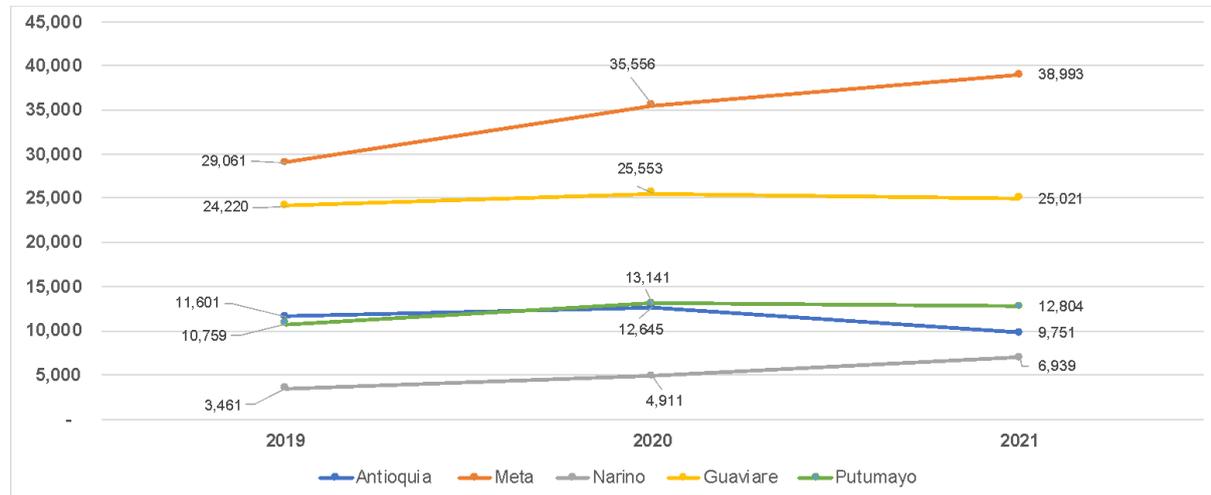
Out of the five target regions, only one, Antioquia, shows a positive aggregate evolution between 2019 and 2021: deforestation in this region was lower in 2021 than in 2019 (in particular, 16% lower). In the four other regions deforestation was greater in 2021 than in 2019. The increase was limited in Guaviare (3%), but significant in Putumayo (19%) and Meta (34%), and striking in Nariño, where it increased by twofold. None of the regions showed a steady improvement (reduction of deforestation) in the two years. In 2020, deforestation increased in the five regions. In 2021, deforestation decreased in three (Antioquia, Guaviare and Putumayo – although in the two Amazonian ones the decrease was not enough to compensate the 2020 increase), but it kept increasing in two regions (Meta and Nariño). Indeed in these two regions deforestation shows a steady increase in 2020 and 2021. It is worth noting that i) Meta became the region with the greatest deforestation of the country in 2021; ii) although not showing a great aggregate increase, Guaviare's deforestation rate was

¹⁵ Official data on deforestation from IDEAM, defined as loss of natural forest cover, does not exist for the 2020-2022 period (it only exists for 2020 and 2021). Information on deforestation for 2022 will only be ready by May/June 2023, as it takes a full year to collect data and about six months to process and analyse it. The evaluation team has not found any definitive explanation of this evolution. GGGI argues that this may be explained by the fact that many illegal groups took advantage of the sudden shift in public priorities to address the COVID 19 health crisis.

¹⁶ With the only exception of 2015 where it was lower than in 2014 but still greater than in 2013.

the third greatest in the country in 2021; iii) despite a steady and extreme increase in 2020 and 2021, Nariño had still a relatively low deforestation in 2021; and iv) despite a global decrease in 2020 and 2021, Antioquia's annual deforested area remained the fifth greatest of the country in 2021.

Figure 3. Deforestation in the five target region 2019-2021



Source: IDEAM (2020, 2021 and 2022).

It is worth noting that while these figures are not positive, as they show an increase in deforestation in the country, they represent a decrease in deforestation if compared to the deforestation projected by IDEAM. In particular, this institute projected deforestation in the country to exceed 200,000 ha in 2020 and 2021. According to IDEAM, deforestation would reach 198,903 ha in 2019, 207,527 in 2020 and 214,758 in 2021¹⁷. In 2021, deforestation in the country was therefore 19% lower than projected. It is also worth noting that the area of Colombia covered by natural forest in 2021 (59.2 million ha) still represented 52.1% of the country's area, well above the global average of 31% and ODS target 15.1, which refers to forests representing 50% of the area of a country.

That said, overall, the programme has made an important contribution to decrease deforestation in Colombia in the long term, in particular by contributing to address the first and second drivers of deforestation, related to livestock and the agricultural frontier, respectively. It has done this both at the national and subnational levels and on different dimensions, along its two components, from a systemic perspective and in line with its ToC, even if empirically and in geospatial terms this cannot (yet) be demonstrated¹⁸.

At the national level, the programme has strengthened the enabling environment by:

- i) supporting the development and implementation of laws, policies and strategies (e.g. CONPES 4021 of 2020 regarding the Deforestation Control Policy, Sustainable Cattle ranching policy guidelines) on deforestation control, climate change and meat traceability),

¹⁷ IDEAM (2020): Propuesta de nivel de referencia de las emisiones por deforestación en Colombia para pago por resultados de REDD+ bajo la CMNUCC, p. 41.

¹⁸ Indeed, detailed geospatial evidence of this impact is not available. However, the contribution is noteworthy from a systemic perspective, which recognizes the complexity of deforestation (its multiple inter-dependent elements), and the programme's related ToC.

- ii) the strengthening of land use monitoring systems (i.e. the establishment of the Forestry Economy Observatory and the development of protocols for monitoring forest restoration),
- iii) the provision of data (e.g. conducting the national forestry questionnaire/survey 2021, and producing monitoring reports),
- iv) the delivery of knowledge products and management tools (e.g. guidelines to develop projects on key five-subsectors, the data processing web-page and the minimum profitable unit),
- v) the provision of training,
- vi) the strengthening of institutional arrangements, including the creation of a state industrial forestry company¹⁹ and the promotion of coordination mechanisms for deforestation-free value chains,
- vii) the development of economic and financial tools for the implementation of green and sustainable practices²⁰, and
- viii) overall by advocating for a forestry economy.

At the subnational level, the programme has supported forest conservation and reforestation in key hotspots by supporting the development of laws, policies, plans and strategies²¹ and promoting sustainable landscape management, which reduces pressures over forests. Sustainable agriculture and livestock practices and the sustainable use of forests, mostly through the use of non-timber forest products, nature-based tourism and community forestry, have been promoted in order to provide sustainable income generating alternatives to individuals and local communities. Work on sustainable livestock production has been particularly important as livestock is one of the key drivers of deforestation in Colombia. According to the programme's progress reporting, as of January 2023, stakeholders have committed to put between 24,297 ha and 44,724 ha under sustainable/restorative productive systems. In addition, training has been provided, including on access to financial resources to 115 municipalities and 15 greenpreneurs, financial incentives have been developed, and, as of January 2023, the programme has helped arrange commitments to mobilize USD 34.1 million. At the subnational level coordination with other development partners (see section 3.1.5), mostly through the *Mesas*, and the strengthening of Control and Surveillance Committees has also contributed to reduce deforestation.

Through these interventions the programme is contributing to a paradigm shift from a development pathway reliant on the depletion of natural resources towards a green growth pathway where growth is based on the sustainable use and preservation of natural resources. In particular, the project is contributing to increasing the awareness and ownership of forests as a sustainable source of income, increasing the understanding and appreciation of the services they offer. In this

¹⁹ Like Ecopetrol, but in the forestry sector and with a forestry extension service.

²⁰ This includes the support to the establishment of FINAGRO's special credit line on Agricultural Sustainability and Green Business, the development of a proposal to incorporate No Deforestation criteria in public investment projects, the establishment of a Rural Capitalization Investment and tax reform proposal that promotes the forest economy. The Incentive for Rural Capitalization will allow cattle ranchers in unsuitable areas to receive the incentive to implement agroforestry arrangements. This is expected to be piloted with 678 M COP from the national budget of Minagricultura and implemented by FINAGRO in Caquetá, Putumayo, and Guaviare.

²¹ Nine subnational development plans and one environmental authority action plan that incorporate Sustainable Landscapes/reduced deforestation targets with the influence of the programme have been officially adopted by subnational and municipal governments. This includes the Deforestation control and sustainable forest management related Ordinance (Ordinance 37/2022), and the Carbon-neutral Livestock Manifesto in Antioquia, the Strategic Plan for Sustainable Forest Economy 2022-2036 in Nariño and the Forest Economy Plan and the Nature-based Tourism Investment Plan in Guaviare. In addition, Eco-tourism plans have been developed, but not been approved yet in Putumayo and Meta, and an eco-tourism policy has been developed, but not approved yet in Antioquia. In addition, approval of five municipal land use plans and the update of environmental determinants.

sense, the programme is contributing to moving from an understanding focused on deforestation as a problem to an understanding of forests as assets, as a socio-economic opportunity. In this approach conservation and economic growth are no longer opposites but complementary, as the country, the target regions and their population can experience economic growth based on their sustainable use. In this general framework, the programme has contributed to increase the visibility of the forestry sector, in a context where agriculture production had traditionally been given priority over other productions, such as forests productions.

These are significant contributions to the country and are well appreciated by GGGI's counterparts. The programme is helping the country and the regions where it works moving in the right direction. It is also worth noting that some of these impacts will be more visible in the medium to long term.

However, desk review, interviews with national and subnational level counterparts and direct observation indicate that progress on implementation on the ground has been limited. The number of direct beneficiaries on the ground is very limited – according to Q7 report, there were only 41 direct beneficiaries as of October 2022, with 690 additional people identified as potential beneficiaries. More fundamentally, it is not totally clear that implementation will follow after the programme's intervention. For instance, as discussed in more detail in section 3.4.1 on sustainability, it is not likely that most of the beneficiaries will be able to implement their projects or business plans. The Theory of Change is indeed a bit short on this front. While it rightly considers the enabling environment, it does not put enough focus on actual implementation. Component 1 clearly focuses on the enabling environment. While the title of Component 2 suggests a stronger focus on implementation, outcome 2.1 still focuses on the enabling environment, conducting activities that are not only relevant but can also contribute to scale up interventions. Outcome 2.2 contributes to implementation, by supporting the design and structuring of sustainable and inclusive projects, where the programme has made important progress²², but there is room to further support their implementation. As noted above, this is reflected in the definition of impact indicators in the results framework and its reporting, which refer to potential for areas under improved management and resources mobilization, but not to areas effectively under improved management and resources effectively mobilized. In this sense, while linkages with financial sources are made and resources have actually been mobilized, it is uncertain how many of the structured projects and developed business plans will be implemented on the ground, even if the programme only reports hectares and resources where a letter of intent has been signed. Stakeholders might require a more complete engagement, down to implementation. For the desired systemic change to take place a critical mass of on the ground interventions is needed. While it is important to build systems to scale up and replicate these interventions, by addressing policy, institutional, information, capacity and access to finance related barriers, it is fundamental to also promote and follow up the implementation of specific interventions on the ground. Although the programme has a follow up process for private projects, interviews and data observation on the ground suggest there is room for strengthening it.

Moreover, desk review and interviews point out that the programme was not meant to directly address some key drivers of deforestation. While the programme directly contributes to address the first two drivers of deforestation identified by IDEAM, it has limited influence on and control over the other four (land grabbing, illegal harvesting (drug production), illegal mining, and illegal logging), which are more related to safety and security issues, and are entangled with the historical armed conflict and its related dynamics. The programme has made some efforts to address some

²² Structuring of four natural conservation contracts projects, 6 public projects and 7 projects through the PPTAF (at least one in each department).

of these drivers, in general through the promotion of sustainable livelihood options (e.g. forest economy, non-timber forest products, nature-based tourism) that reduce incentives for illegal activities, and particularly through the support provided to the Office of the President's Natural conservation contracts programme. This programme gives land rights and natural conservation incentives to communities living in the frontier of the conflict, offering legal income generating opportunities to families that used to grow illicit products, used to be agents of deforestation, and were subject to land grabbing. By transforming their livelihoods, the programme contributes to a sustainable rural development and the implementation of the peace agreement. However, these drivers are fundamentally beyond the scope of influence of the programme, given that they are the responsibility of the national government and the army. Nevertheless, they are crucial drivers of deforestation both at the national level and in the regions that the project targeted. Indeed, although the limited presence of the conflict was one of the criteria to select the regions, this has proven important in the areas where the programme has worked. For instance, in Nariño two of the engaged companies had to close due to the armed conflict. Similarly, in Putumayo work with ASOFORES has not been completed due to the public safety situation. In addition, the programme does not directly address the driver related to unplanned transport infrastructure development, although it has made some efforts, such as the development of a proposal to incorporate No Deforestation criteria in public investment projects.

In short, while the programme has made an important contribution, its capacity to halt deforestation is beset by a limited focus on implementation on the ground and the crucial importance of drivers that are beyond its scope of control and influence.

To what extent have intended outputs and outcomes been delivered and are on track to be delivered at the national and subnational levels?

Before assessing progress on achieving the targets of the programme included in its results framework it is crucial to assess the quality of the results framework itself and of reporting on achieving the targets included in it. The results framework of the programme is weak because it consists of a very long list of indicators (4 impact indicators and 37 "outcome/output" indicators), which does not make monitoring and reporting easy, and thus does not adequately support effective management and steering. The programme's second phase's impact level indicators²³ are relevant, but in three cases (1.2, 2.1 and 2.2) are unclear on whether the target is implementation, adoption or mobilization, or potential for implementation, adoption or mobilization, which are two different types of impact. In the three cases the indicators explicitly refer to actual, effective implementation ("implemented" in 1.2, "under adoption/implementation" in 2.1 and "mobilized" in 2.2), but in two cases (2.1 and 2.2) the means of verification refer to the potential for implementation (instrument design documents in 1.2, "investment proposals" in 2.2), while in the other case (2.1) both actual implementation ("level of adoption") and the potential for implementation ("landscape plans") are considered. In the three cases reporting focuses on potential for implementation.

²³ 1.1 Number of subnational development plans that incorporate Sustainable Landscapes/reduced deforestation targets for the periods 2020-2023 that have been influenced by the programme and have been officially adopted by August 2020; 1.2 Green sustainable financial instruments implemented in two (2) prioritized regions by October 2022; 2.1 Hectares under sustainable/restorative productive systems and under adoption/ implementation by February 2022 (original end of the project); and 2.2. Investments mobilized by February 2022.

Moreover, the programme's results framework does not adequately distinguish outcome and output indicators, most of them being output indicators²⁴. Indeed, of the 37 indicators in the results framework, only 6 can be clearly considered outcome indicators²⁵, with the nature of 6 indicators being less clear, as they refer to implementation or integration, and not just the development of products²⁶. This is a major shortcoming, as outcome indicators help structure monitoring and reporting. For example, while indicators that measure the number of training sessions conducted or the number of people that attended them, or the knowledge they gained measured through a questionnaire conducted just after the training are relevant, it would have been important to have an indicator focused on the knowledge they gained measured through a more complex questionnaire conducted some time after the trainings, which is, for example, a normal practice of projects funded by the Global Environment Facility²⁷. Overall, links between impact, outcome and output indicators are not clearly established²⁸.

Furthermore, many of the indicator systems (indicator, baseline, target, method and source of verification) are not complete. In particular, the methods and sources of verification are not indicated, which negatively affects the efficiency, consistency and credibility of both monitoring and reporting. In addition, some of the indicator systems are not Specific, Attainable, Measurable, Relevant and Time-bound (SMART). This is the case, for example, of indicators 2.1.3.2, 2.2.1.2 and 2.2.2.1²⁹. Moreover, often indicator systems include several targets, which makes monitoring and reporting more complex, as combined targets can be met only partially. This is, for instance, the case of indicators 1.1.1.1 and 2.2.1.2³⁰.

Desk review and interviews indicate that reporting on progress in achieving the targets included in the results framework has room for improvement, and does not help to overcome the shortcomings of the results framework mentioned above. Annual reports report on both impact and outcome/output indicators, but quarterly reports, which were not requested in the Grant Agreement and are a useful addition by GGGI, only report on outcome/output indicators, which does not allow to have a complete sense of the progress of the programme at any given quarter. In some quarterly reports, establishment of ratings does not seem consistent. Some

²⁴ Outputs are considered as the products, capital goods and services delivered by the project (i.e., which fall under the direct control of the project), while outcomes are the changes in project participants or structures that are influenced by project outputs. For instance, number of strategies drafted is an output indicator, while number of strategies adopted is an outcome indicator, as the latter actually strengthens the enabling environment.

²⁵ Indicators 1.2.1.1, 2.1.1.1, 2.1.1.3, 2.2.2.1, 2.3.1.1 and 2.2.1.3

²⁶ Indicators 1.3.1.2, 1.3.1.3, 2.1.1.2, 2.1.1.5, 2.1.2.1, and 2.1.3.4. Furthermore, one of the indicators (1.1.1.1) is not even an output indicator, but an indicator on an administrative process that can support the delivery of outputs.

²⁷ They often develop knowledge, attitudes and practices indexes for which data is collected through surveys across time.

²⁸ The original results framework included only impact and output indicators. Outcome indicators (or early outcome indicators) were added during implementation, without clearly indicating them (the column read "outcome/output indicator) or linked them to output indicators (indicating which outcome indicator is linked to specific output indicators).

²⁹ 2.1.3.2 "Number of information barriers for de-risking and investment promotion of forest economy activities have been overcome", is not clear in terms of what are the information barriers and which are the strategies for de-risking. 2.2.1.2 "total number of direct and indirect beneficiaries impacted (by the programme)" is not specific as it mixes both direct and indirect beneficiaries and does not explain what makes a person a direct or an indirect beneficiary. 2.2.2.1 "Government endorsement for the integration of GGGI-PPF into existing national financing vehicle or government institutions", which is not clear in terms of measurement and meaning

³⁰ Indicator 1.1.1.1 includes both a global target and annual targets. The global target has been met but the annual targets haven't. Indicator 2.2.1.2 includes both a total number of people, and the type of people (75% vulnerable). Again, the programme can meet one of the targets, but not the other, which raises the question of how to categorize progress.

targets are considered completed when according to the figures provided they seem exceeded (for example, in 1.2.1.1, according to reporting, the programme has integrated goals in 10 plans when the target was 4, but the completion of the target is rated as completed and not as exceeded or overachieved). On the contrary some targets are considered on track when the evidence suggest they are at risk (for instance, in 2.2.1.2 the target is 3,000 people and progress is just 41 people, with the potential to become 731 people, very far from target). In addition, evidence of progress is not always provided in quarterly reports, as this is only required for annual reports, where evidence is only shared by GGGI with Norway. Sometimes summarized evidence is provided, but no evidence is provided in some other cases. Moreover, gender-disaggregated information is not always provided when the indicator requests it (e.g. 2.2.1.2).

The level of accomplishment of end-of-the programme targets is satisfactory. At the impact level, as of January 2023, the programme had exceeded one end of the programme target (1.1)³¹, and met one end of the programme target (1.2)^{32,33}. The assessment of the achievement of the two other targets (2.1³⁴ and 2.2)³⁵ is more complex, given the abovementioned unclarity regarding the focus of the target. Considering that 2.1 and 2.2 targets refer to the potential for implementation and mobilization, as of January 2023, the programme has exceeded one end of the programme target (2.2) and has not yet met one end of the programme target (2.1). It is likely that the programme meets the latter (2.1) by the revised date of programme completion (August 2023), given the no cost extension granted by Norway. If the 2.1 and 2.2 targets are considered as actual adoption or mobilization, targets would not be met by the end of the programme, even considering the no cost extension.

At the outcome/output level, as of October 2022, 10 months before the completion of the programme, two targets (or 5% of targets) have been exceeded, 12 (or 32%) have been completed, 19 (or 50%) are on track, and 5 (or 13%) are at risk. Per component, progress on Component 2 has been more limited than in Component 1, where achievement of targets is greater as of October 2022. As of that time, in Component 1, out of 12 targets, the programme has exceeded 1 (or 8% of targets), achieved 6 (or 50%), is in track to achieve 4 (or 33%) and 1 (or 8%) is at risk (progress on another indicator is not reported). As of that time, in Component 2, out of the 26 targets, the programme has exceeded 1 (or 4% of targets), achieved 6 (or 23%), is in track to achieve 15 (or 58%) and 3 (or 12%) are at risk. The distinct progress between components is explained by the nature of the indicators and corresponding targets. The achievement of most of the targets at risk³⁶ does not fully rely on GGGI's efforts, but also on other stakeholders, particularly financiers. The distinct progress between enabling environment-related targets and more on the

³¹ Four officially adopted subnational development plans incorporate Sustainable Landscapes/reduced deforestation targets as a result of the influence of the programme.

³² A green sustainable financial instrument is implemented in two prioritized regions.

³³ Although implementation has not actually started as of January 2022 and the target had to be met by October 2022, implementation is likely by the revised end of the programme (August 2023), so it can be considered that the target has been met.

³⁴ 50,000 ha under sustainable/restorative productive systems and under adoption/implementation.

³⁵ USD 30 million investment mobilized.

³⁶ Indicators at risk are the following ones: 1.3.1.1 Number of proposals with roadmap for the verification mechanism of zero deforestation condition for financial instruments under pilot implementation for at least one key instrument; 2.1.1.5 Number of subnational PES Programs that have been designed and implemented (Design, Development and Operationalization of Online Training Course on Payments for Ecosystem Services); 2.1.3.4 Number of financial instruments (adjustment or new) designed and under pilot implementation for the promotion of the forest economy, 2.2.1.2. Number of direct and indirect beneficiaries and 2.2.1.3 Expected volume of finance to be leveraged because of GGGI Project Preparation support (disaggregated by public and private sources).

ground related targets as of October 2022 is however also explained by the focus of programme and the structure and skills of the programme management unit, with significant more people in the capital than in the regions and with more experience in the policy domain than on implementation on the ground. Annex 5.7 provides a table showing the indicator, the baseline, the target, the level of achievement as of January 2023 (impact level) and October 2022 (outcomes/output level), in number and with rating.

The quality of outputs is deemed adequate. Counterparts highlight the quality of the outputs delivered by the programme. For instance, the support of the programme has been very useful to Finagro, as its adoption of the guides and the processing tool developed by the programme testifies. Similarly, both the process leading to the business plans and the documents delivered to beneficiaries were a milestone among all the interviewees in Putumayo and Antioquia. The process enabled local users to understand their nature-based business opportunities in a detailed and specific manner, understanding how they need to move forward to provide better services, taking advantage of their natural assets. Similarly, the Greenpreneur's learning process expanded trainees' knowledge and capacities in business and services derived from nature. Interviewees, in general, praised the programme's support and requested for extended support to transform these knowledge into practice in their businesses.

To what extent have issues of gender, poverty, and social inclusion been addressed in the delivery of programme outputs?

At the operational and institutional level, GGGI has rules on gender, safeguards and social inclusion, which have to be integrated as cross cutting issues in all GGGI strategies. The programme/project unit has to analyse how to integrate these topics into the logical and results frameworks of the programme/project it manages. In order to strengthen this across its portfolio, including the programme subject to evaluation, in 2020 GGGI Colombia hired two external consultants who generated a set of recommendations which were transformed into a checklist to improve GGGI's outputs. Since May 2022, GGGI has a gender expert who provides training to all staff and supports the mainstreaming of gender equality across the organization. In the framework of the programme subject to evaluation, GGGI Colombia has created specific projects with a gender approach, such as "Guaviare mujer rural", which was designed focusing on leaders of women's associations, most of whom are victims of the conflict. The most active women's organizations were identified, a call was made for these leaders, and they were offered training in green growth and green businesses. During the first year, 33 women were certified. The second year they were trained in financing and green entrepreneurship with the support of the Ministry of Agriculture, FINAGRO and BANCOLDEX. In the third year they were offered experimental training. About 40% of the initial 33 women completed the 3 years.

Under the Greenpreneurs programme, the GGGI Norway programme set a target of 40% of women/indigenous/vulnerable communities and provided capacity building to support their participation. The programme also looked for women mentors and speakers so that women would participate not only as trainees, but also as trainers. The firm developing the online module of Greenpreneurs is made up entirely of women. The programme has also supported FINAGRO to design their gender policy.

However, it is not clear for some stakeholders other than FINAGRO, in particular government officials, how the gender approach is integrated into the programme and its specific actions. It is not clear how this approach has been integrated into policy and very often it was mentioned that it has not been discussed widely. Moreover, while in the framework of the green businesses plans supported by the programme GGGI a gender approach has been taught, it has not been developed in depth – more applied training could have been provided on that. GGGI could also have developed a specific strategy for gender and social inclusion for the whole programme, as a tool to understand this in the context of the specific regions of the programme and provide specific recommendations to activities. Gender and social inclusion approaches are context sensitive, therefore they require a local lens and context information to inform best approaches.

The programme is contributing to poverty reduction and social inclusion by promoting alternative, sustainable income generating opportunities for people in Colombia's forests, often in areas historically affected by the armed conflict. The programme has often prioritized working with vulnerable communities, small producers and farmers. Indeed, it sought to ensure that 75% of direct and direct beneficiaries are vulnerable, including women, children, indigenous groups and marginalized member of the community (indicator 2.2.1.2). For example, the Greenpreneurs programme or FINAGRO's lines of credit are available for people with less economic capacities for green businesses. The programme has also supported the creation of green jobs through the promotion of nature-based tourism (e.g. eastern Antioquia and Putumayo). However, gender equality and social inclusion (GESI) has not been fully included in the policy-focused work, such as the land use monitoring systems and the national forestry survey. Moreover, as the programme has a focus on the policy level, its direct impacts on the ground remain limited.

3.2.2. Have unexpected results been achieved beyond what was planned?

Most observed results were expected. The programme has exceeded targets in two outcome/output indicators according to the 7th Quarterly Report (1.2.1.3 and 2.1.3.3), which reflects an increasing demand for the services provided by GGGI. Under Indicator 1.2.1.3 Number of capacity building events for sustainable landscapes/deforestation reduction, the programme delivered 7 events, 4 more than the original target, reflecting the importance of the topic and the flexibility and commitment of GGGI to support capacity building efforts in the country. Indicator 2.1.3.3 relates to supporting the design of technical guidelines for the forestry and agroforestry sectors, where the target of five forest economy guidelines was achieved and surpassed with two additional guidelines for a community forestry association and for the construction association of the country (CAMACOL) (in progress). Furthermore, the programme has exceeded two impact indicators, by influencing the official approval of 10 subnational development plans that incorporate Sustainable Landscapes/reduced deforestation targets (instead of four) and helping arrange commitments to mobilize USD 34.1 m (instead of USD 30 m).

In addition to through the overachievement of targets, unexpected positive results have been achieved through the use of flexible resources. This mechanism allowed to achieve results that did not correspond to indicators in the results framework, as they relate to support requested by the Embassy of Norway from GGGI during Program implementation. At the national level, this resources funded i) Support to the conceptualization of Visión Colombia, ii) Support to the National Development Plan 2022 – 2026, iii) Support for the review of DCI reports and other requests for information. At the subnational level, beyond its results framework, the programme provided support to private civil society nature reserves in Putumayo to design a business plan, which has

been very useful not only for the direct beneficiaries, but also for the Gobernación del Putumayo, who is using these resources to prepare other projects, such a birdwatching project with the Ministry of Foreign Affairs, and also for developing the departmental tourism plan which will be procured in 2023. It is also worth noting that GGGI provided direct support to the Embassy of Norway beyond the project results framework by providing technical insights on government reports, which is well appreciated by the donor. The request were given appropriate scrutiny, through the programme's governance structures, and added great value to the beneficiaries.

3.3. Efficiency

3.3.1. Adaptive management: How are risks, including the COVID-19 pandemic, and their mitigation measures managed?

The programme document identified key contextual, programmatic and institutional³⁷ risks and the strategies to mitigate them. It also mentioned a detailed output-based risks matrix with its corresponding mitigation strategies and a more detailed risk analysis for each output and outcome presented in the logframe. However, during the initial phase, the project team identified the need to conduct an expanded assessment and corresponding management plan. A consultancy was thus hired to conduct an "Environmental, Social Inclusion and Gender, Governance Risks and Opportunities Analysis" and an "Extended Risk Analysis and Risk Management Plan". The products derived from this consultancy included a baseline risk management and mitigation actions matrix, as well as the format to report future identified risks and instructions on how to characterize them.

In addition to this, the programme established and implemented an environmental, social and governance (ESG) task force³⁸ to ensure the integration of ESG safeguards in the programme's delivery, through the creation of a toolbox that identifies six entry points³⁹ and two transversal points⁴⁰ which should be constantly analysed to ensure proper mitigation of risks. As part of the toolbox, the programme established a Risk Management Committee (RMC), which would meet every three months to analyse and report risks as well as to define mitigation actions on the baseline risk matrix provided in the consultancy. In general, the risk management strategy defined during the design and inception phase of the programme seems complex, made up of a large number of elements, without being fully clear how all the components mentioned above would be integrated into the programme's implementation.

³⁷ Contextual risks are those associated with the overall country / global context and include factors over which external actors have little control. Programmatic risks include two kinds of risk: (1) the potential for an aid program to fail to achieve its objectives; and (2) the potential for the program to cause harm in the external environment. Institutional risks are the "internal" risks from the perspective of the donor or its implementing partners. It includes the range of ways in which an organization and its staff or stakeholders may be adversely affected by interventions.

³⁸ Led by the Monitoring, Evaluation and Resource Mobilization Associate, the Environmental Economist and with support from Colombia's Country Representative and Deputy Country Representative.

³⁹ Advisory Products or technical assistance, Knowledge Products, Incidence into public policy, Green Financial Instruments, Green Investment Projects, Events / Capacity Building, Risk Management.

⁴⁰ Hiring, contracting procurement and Onboarding/Induction.

During its implementation, the programme has been able to identify, adapt and respond to different risks, which shows an active capacity for adaptive management. Of the identified risks presented in the latest matrix, very few were reported to have affected the project severely as a result of defining adequate and timely mitigation strategies. Adaptive management was evident in the context of the COVID-19 pandemic with several measures undertaken to ensure the programme's continuity. First, working conditions were properly adapted to the country's strict national lockdowns and social interaction restrictions, with home-based options as well as minor in-person engagements, and continuous in-person work for some government entities. Adjustments were also made to the programme's budget to address activities that could be performed under the mobility restrictions, and included the addition of virtual events, which had not been considered in the programme's original workplan. The programme team also focused on ensuring the political and financial commitment to the programme's goals at the subnational level, as there was a tendency for priorities to shift to address the pressing issues derived from the pandemic. Due in part to unforeseen delays caused by the pandemic, the programme was granted a no-cost six-month extension to ensure its proper completion.

Other risk mitigation measures identified in the quarterly risk matrices include: (i) changes in key positions in the national government properly addressed with the embedded management approach which allowed for quick proximity with the new government officials, (ii) rotation of two key management positions mitigated by designing a handover strategy, (iii) extended review times of consultancies products by national counterparts mitigated by GGGI taking up the dual role of supervisor and government advisor to the consultancies in order to manage the expectations and support the appropriation of results, (iv) deterioration of public order and security conditions in the project's priority regions addressed by maintaining close engagement with local authorities to be constantly informed and alerted of risky situations, and (v) the addition of indicator 2.1.1.4. by the end of Year 1 to reflect the subnational support GGGI is providing through the roundtables. Interviews also mention two adaptation measures implemented at the subnational level: Understanding the needs and current conditions of the women in Guaviare to increase their engagement and participation in the project's activities, and the modification of a degraded land restoration target in Antioquia that was deemed unfeasible during the risk analysis due to land-conflicts. However, some risks continue to be of high potential and impact, with some even having mitigations actions already in place but still requiring constant monitoring

In terms of monitoring and reporting, risks have been monitored and assessed at least every three months, based on a process where staff identify, register and adjust risks, then M&E brings these risks to the Management Team (MT), who analyses them and updates the matrix and gives an update on mitigation measures and finally informs Norway via the QPR and uses the BASIS of this albeit long risk matrix to bring the most important ones to Norway's attention at the formal meetings. Risks are also reported to the Embassy of Norway through the quarterly and annual reports. These documents present an updated version reviewed by the RMC of the risk matrix where the most pertinent risks for the reporting period, the potential impact, the likelihood of occurring, the impact scale, the proposed mitigation action, and the changes observed are specified. However, in terms of reporting, the content of the RMC risk matrix is not easily understandable, with the presentation of some mitigation measures not being sufficiently precise⁴¹, only describing a general proposal without clearly defining how the strategy will be carried out, and a repetition of many of the information reported in previous reviews that makes it hard to quickly

⁴¹ This would be the case for risks 2, 4, 8, and 9 in the Quarterly report number 7.

identify the status of the risk mitigation strategies implemented, and with links between risks, output and outcomes not being easily identifiable⁴².

3.3.2. Programme management and implementation

Are the arrangements to support coordination and decision making within the programme – between GGGI, the Embassy of Norway and the national and regional governments – working well? How has the Project engaged and built productive working relationships with key counterparts and beneficiaries?

The implementation and execution of the programme has been adequate but requires stronger regional support. At design the programme defined an operational model with a top-down approach of hybrid teams consisting of staff in GGGI's office and staff embedded in the relevant national and subnational entities. Twelve cross-cutting technical leads and country management staff are based in Bogota and six others are based in Nariño, Sur Amazonia, Guaviare, Meta and Antioquia, with support from consultants. This model has enabled the establishment of solid partnerships, even beyond the programme's initial scope⁴³, and crosscutting coordination with key counterparts. It has also allowed the team to deliver certain products that were not initially foreseen (see section 3.2.2). These aspects have been central in the achievement of targets both at the national and subnational level, as they have helped mitigate barriers to implementation. However, although important progress has been made at the regional level on certain aspects, particularly regarding the enabling environment, evidence suggests that a larger and more diverse set of regional staff would have been convenient to strengthen effectiveness and expand the impact of the programme (see section 3.2.1). Even though work with local authorities has been efficient, the presence of only one regional associate in two jurisdictions and two support staff in three jurisdictions has proved insufficient for the volume and diversity of support demanded by the local institutions. Additional regional staff would have favoured a more solid bottom-up approach, where regional activities would be mainly supervised and executed by the local teams, allowing for a more efficient coordination with the central office in Bogota. Despite this, the programme has enhanced subnational capacities by giving preference to hiring local professionals for both the embedded regional staff positions and outsourced consultancies. It has also played a strategic role in setting-up and enabling cross-sectoral policy dialogues around land-use planning (e.g., technical tables) through its successful job in strengthening coordination between national level workstreams and subnational workstreams.

A differentiating factor of Phase II has been the inclusion of flexible resources, based on a lesson from Phase I. These have allowed the provision of agile and non-previously identified support to the programme's national and subnational counterparts. Interviews with national and subnational government representatives and desk review indicate that these resources have allowed to quickly support government counterparts in actions that were identified as crucial during implementation for fast tracking institutional strengthening on deforestation control and the promotion of sustainable landscapes approaches. In particular, these resources have allowed GGGI to go beyond providing structuring and technical assistance to support the adoption and early implementation of initiatives.

Communication, coordination and collaboration between GGGI Colombia and the Embassy of Norway in the country has been effective and continuous despite institutional changes. GGGI has

⁴² This is the case for risks 7,8 ,10 and 11 in the Quarterly report number 7.

⁴³ Such as aqueduct companies Empopasto and EPM.

established well-functioning reporting mechanisms with the Embassy of Norway through their established formal meetings (prior to the steering committee's meetings), and their informal but continuous communication to provide timely and accurate technical advice, inform and support the strategic operation of the programme and ensure compliance with the Funding Agreement. One of the reporting mechanisms are the quarterly reports, which are not a formal reporting requirement of the programme (and are thus an addition of GGGI), and form the basis of the points to address in each formal meeting. The delivery of these reports has been time consuming, in part because the formats of annual and quarterly have been changing, which shows the flexibility of and effort made by GGGI to accommodate to the needs of the donor. These reports are based on a sound internal GGGI monitoring system, with a dashboard, which feeds monthly, quarterly and annual reports. At a more general level, GGGI also reports to the International Aid Transparency Initiative. On its second year of implementation, the programme experienced a change of personnel in its management positions for both the country representative at GGGI and programme manager at the Embassy of Norway in Colombia. Even though these were substantial modifications to have halfway through the programme, there were no adverse effects to the programme's operations as a result of these changes. In any case, it is worth noting that the Embassy of Norway in Colombia has visited the field very rarely (of the sample regions, one visit was conducted to Antioquia and none to Putumayo). More regular visits would have helped better verify the work of the programme on the ground.

Has the project experienced any delay in its implementation? If so, why?

The project has experienced some delays due to several factors. To start with, the programme's grant agreement was signed days before strict national lockdowns and movement restrictions were set in the country due to the COVID-19 pandemic. Some processes, such as the Forest economy components of the programme and the development of the risk management plan, unfolded slower than expected, and overall execution of the first year was affected by national priorities shifting to manage the pandemic and the economic recovery of the country. In addition, between April and June 2021 protests blocked roads and made precarious the missions from the national-based team to the programme's prioritized Departments.

There have also been delays related to the outsourcing of consultancies. On the one hand, the onboarding process of new hires has had some delays, mainly because of the learning curve process of GGGI's internal systems, procurement rules and supplier engagement. The review and approval of consultancy products by the programme's counterparts have also generated some delays and bottlenecks on work streams. Programme documents mention counterparts taking too long to review, have the same product go through multiple iterations of review, or in extreme cases, misunderstand the scope of the ToR and requesting a drastic change to a product. Due to these factors, the programme received a no-cost extension of six (6) months, from February to July 2023.

3.4 Sustainability

3.4.1 Are there political, regulatory, institutional, financial, socio-cultural and environmental risks to the sustainability of the results of the project?⁴⁴

Did the programme devise a solid sustainability/exit strategy? Is it being implemented and adjusted as needed?

The programme document did not include an explicit exit or sustainability strategy. This has not been developed during implementation. Implicitly and in line with the ToC, the assumption is that the programme would contribute to creating the enabling environment required for the forest economy to thrive at the national level and in the regions where the programme works after the end of the programme. In particular, as discussed, this would focus on creating adequate legal, policy and regulatory frameworks, institutional arrangements, information systems, technical capacities and financial mechanisms, working both with public and the private sectors, both at the national and the subnational level, and both on policy and, to a much lesser extent, implementation aspect. As assessed in more detail on section 3.2.1 on effectiveness, implementation of this approach has been mixed. The subsection below discusses opportunities and risks for the sustainability of the programme's results considering both its own results and existing external circumstances.

What factors can enable or hinder the achievement of sustainable results?

The programme has supported the development of laws, policies and strategies that contribute to the sustainability of the efforts to halt deforestation. At the national level, this includes policies (*Conpes* on green growth, sustainable development and deforestation). These legal and policy instruments contribute to the sustainability of the results of the programme in the long term (10 or more years), as they become country instruments beyond the time of a particular administration. Furthermore, sustainable development and green growth in general and halting deforestation in particular are already well integrated into Colombia's policy and legal framework, as explained in section 3.1.4, and its international commitments, as indicated in section 3.1.1. Indeed, these aspects have been included in the last three national development plans. In this sense, considering as well early signs of political priorities, it is very likely that these objectives are included also in the national development plan for 2022-2026, which is being finalized at the time of writing this report, as GGGI actively contributes to the development of the bases for the NDP through the Programme and other ongoing projects, as discussed above. This would promote the sustainability of the project results for the next four years. Nevertheless, it is still unclear how some specific elements will be integrated into the new national development plan. For instance, it is unclear how the Conservation Contracts

⁴⁴ The question on country ownership has been integrated into this question, as this is related to legal, institutional and technical risks, and the question on institutional and community capacities, as this is related to technical, socio-economic and financial risks. Given the complex structure of the project, with three distinct elements, this section has been organized according to those elements and not the factor affecting sustainability. However, for each of three elements, the factors affecting sustainability have been analysed and clearly mentioned.

programme will be integrated. At the subnational level, as discussed in section 3.1.4, the policy and regulatory framework also contributes to the sustainability of the results of the programme, particularly in Antioquia (i.e. Ordinance 37/2022), Nariño (e.g. forestry development policy) and Putumayo (e.g. eco-tourism policy).

From an institutional point of view, the sustainability of the results of the programme is likely, given that based on the legal, policy and regulatory framework mentioned above, many ministries have the mandate to support green growth and fight against deforestation. Moreover, the country has cross-sectoral coordination spaces (e.g. mesas) that were created before the programme and will very likely be active after its completion, as they are linked to long term agreements. Furthermore, many of the results of the programme have already been adopted by the country. This is the case of the forestry observatory; the statistics system, which has been institutionalized at IDEAM, and the Colombian Agriculture and Livestock Institute (ICA by its initials in Spanish); and the credit line on Agricultural Sustainability and Green Business that has been institutionalized by FINAGRO. It is worth noting that the approach of the programme has contributed to this, working side by side with the government, which increases ownership, which in turn increases the usefulness of results and thus their adoption.

That said, there are some institutional risks at the national level, given the change in government, although the programme has had time to adjust and conduct advocacy work, and to a greater extent at the subnational level, given that elections at that level are planned for 2024. It is also worth indicating that institutional changes are not uncommon in Colombia within a given administration. For instance, it is not uncommon to have three ministers of agriculture in a single administration. Even the change of vice-ministers may have impacts on the results of the programme.

From a political point of view, the sustainability of the results of the programme at the national level is very likely in the short term. The Petro administration clearly promotes green growth and a forestry economy and considers it crucial to make progress on the implementation of the peace agreement. Overall, GGGI is well positioned with the new government, although high-level engagements could further strengthen the recognition of GGGI and its growth agenda in the country. At the sub-national level the sustainability of the results of the programme is moderately likely, given that elections are planned for 2024.

From a technical point of view, the programme has strengthened capacities across a relatively broad range of stakeholders, including technicians, and developed guidelines and tools that can further enhance capacities in the medium term. At the subnational level, the programme has hired experts from the regions, which will often be hired by the regional government at the end of the programme or will at least most likely stay in the region providing technical advice and promoting green growth and the forestry economy whatever their position and the institution they work for is. That said, technical capacities seem to remain limited in most regions, with a significant reliance on the support provided by the programme's funded advisors at the regional level and, to a lesser but still important extent, at the national level.

From a social point of view, the sustainability of the results of the programme is moderately unlikely. The programme has engaged several types of stakeholders, including the private sector and its chambers, the academia, civil society organizations and individuals, which

contributes to the sustainability of the results of the programme, as this does not depend on a single type of stakeholder (e.g. government), and several stakeholders can maintain efforts even if one withdraws or reduces its interest. The majority can even advocate for that single stakeholder not to withdraw or reduce its commitment. The promotion of coordination spaces (e.g. mesas) further contributes to the sustainability of programme's results, by strengthening the ties between these organizations, thus enhancing social capital. However, especially at the regional level, the programme does not seem to have generated the critical mass required to maintain and scale up results. In this sense, the number of beneficiaries in each region seems small. In some regions, such as Guaviare, the variety of stakeholders is limited and some of them, such as the private sector, are still weak.

Moreover, as discussed in section 3.2.1 on effectiveness, the programme is confronted with socio-economic dynamics (i.e. land grabbing, production of drugs and illegal mining) related to the armed conflict that can severely compromise the sustainability of the results of the programme in certain regions, especially in Guaviare, where it is particularly unsafe to travel to some areas and where the community is small, so everybody knows each other, which makes retaliation a greater risk. While the Petro administration will likely strongly try to reduce those pressures, it will be a tough effort.

From an economic and financial point of view, there is increased interest from producers and from other stakeholders in regional, national and global value chains in the deforestation-free products. EU and USA regulations and consumers are overall moving in that direction. Sustainable landscape management, sustainable agriculture and sustainable livestock are also more efficient, resilient and profitable for producers, who are increasingly aware of the medium and often short-term benefits of sustainable production practices. In addition, the programme has supported the establishment of specific credit lines with FINAGRO to maintain and even scale up the results of the programme. The government has officially approved an Incentive for Rural Capitalization which will allow cattle ranchers in unsuitable areas to receive the incentive to implement agroforestry arrangements. This will be piloted with 678 M COP from the national budget of Minagricultura and implemented by Finagro in Caquetá, Putumayo, and Guaviare. Some recently approved policies, such as Antioquia's ordinance on controlling deforestation, have ensured public financial resources for its implementation. Furthermore, the programme has reached out to other development partners, and helped arrange commitments to mobilize USD 34.1 m of additional funding. However, some markets require further consolidation to be able to operate on a continuous basis. This is particularly the case for nature-based tourism, which requires not only natural assets but also certain touristic infrastructure that in many cases has not yet been developed. Furthermore, at the individual firm level, the programme has contributed to the development of business plans and certain changes in the mindset and business practices of greenpreneurs, but many of these plans have yet to be implemented. In addition, mature institutions such as FINAGRO do not have the ability to fully sustain and scale up their promotion of green growth and a forestry economy that can help halt or significantly reduce deforestation. To that end this public bank is seeking financial support from the Green Climate Fund (GCF).

From the environmental and climate change point of view, there are moderate risks to the sustainability of the results of the programme both at the national and regional levels. This is due to the non-systemic integration of climate change adaptation into programme activities. The programme has certainly contributed to increase climate resilience, for instance by

informing livestock development planning with climate risk maps in Nariño and more broadly considering climate change adaptation on some of the sustainable agricultural and livestock practices promoted by the programme. However, the programme has a clear focus on mitigation, with room for strengthening the promotion of climate adaptation. In any case, risks to sustainability are moderate most importantly due to the high hazard, exposure and vulnerability of forests to climate change in general in the country and the target areas in particular⁴⁵. In this sense, even if the programme would have significantly reduced exposure and vulnerability of forests to climate change, risks remain high, given very significant hazards and very high exposure and vulnerability at programme start (lower risk does not necessarily mean low risk). In this respect, it is worth mentioning the concepts of residual risk and limits to adaptation, in the sense that no matter how much progress is made in adaptation measures, non-negligible risks may remain. These risks could lead to forest degradation and eventually loss even if the expansion of the agricultural frontier and illegal activities is controlled.

3.4.2 Communication

Does the project effectively communicate lessons and experience with project partners and interested groups?

GGGI has carried out a strategic outreach strategy to effectively communicate lessons learned and experience with programme partners and interested groups. This work has been conducted at national and subnational levels, as well as using different methods: social media and public events.

The programme developed a Strategic Communication's Plan in 2020. This aims to contribute to the positioning of GGGI as an ally and trusted advisor to the government of Colombia as an enabler to the country's transition to a green growth economic model. The plan includes three specific objectives to achieve this goal: 1) developing a 1-year tactical communications plan that includes key activities to be undertaken in policy development, investment generation, and knowledge sharing in the cross-cutting areas of sustainable landscapes and sustainable energy; 2) Increasing the visibility of GGGI at the national level, with the publication of at least three articles (one per quarter) in national media that mention the work or participation of GGGI or feature interviews with the Country Representative and at sub-national level in Antioquia, Nariño, Meta, Guaviare and the southern Colombian Amazon with the publication of at least one article per region by December 2021; and 3) Promoting GGGI's work in the regions with key messages on social networks to increase these audiences by at least 15% by December 2021, and increase the engagement radius by at least 3 points. The programme's primary audience on Twitter is government entities and their representatives, while Facebook was meant to bring information to a more general audience.

Reporting on communication activities is done annually. Information for year 3 is thus not available at the time of writing this report (December 2022). According to the Annual Report Year 2, GGGI had made progress to achieve the proposed specific objectives. In terms of developing a tactical communications plan, the programme developed a matrix with key deliverables to be communicated with the relevant audience with different time frames during Year 3. Increasing

⁴⁵ According to the Intergovernmental Panel on Climate Change, risk is the result of the interaction between hazard, exposure and vulnerability, which in turn is the result of the interaction of sensitivity or fragility and the capacity to prepare and respond

visibility is reflected in the number of impressions (number of times the content has been seen) both on Twitter (from 58.190 in 2020 to 288.662 in 2021) and Facebook (from 85.890 in 2020 to 185.193 in 2021).

Evidence shows that during year 2, the programme shared news mainly on websites from official counterparts (e.g. IDEAM, MADS, subnational authorities such as Guaviare Government, etc.), which represented 86% (24 publications in total, among them 14 subnational) and the divulgation on public media with a smaller proportion 14% (4 publications), achieving the proposed target of publishing on media at least once per quarterly. Information shared under these platforms was used to share high level commitments, key milestones with policy implications and partnerships.

Twitter was used for different communication purposes such as informing about future events as well as sharing calls for proposals and hiring opportunities. Thematic tweets related to deforestation control (28) were the most frequent, followed by hiring opportunities (27), green investments projects (25) and nature-based tourism (17) (Table 1). These results are very similar to the top 5 themes and their total number of impressions and interactions, reflecting the interests behind engagement and impressions numbers, where hiring had the highest number of impressions and engagement, followed by green investment projects, deforestation control, forest economy and nature-based tourism.

Table 2. Analysis of frequency of tweets per topic in 2021

Topics	Number of tweets in 2021	Comment
Deforestation control	28	Promotion of deforestation control events at the subnational level (forums on forest conservation, deforestation control dialogues).
Hiring	27	Promotion of positions and contracts for the green growth programme.
Green investment projects	25	Call for proposal announcements to promote technical assistance to structure projects on nature tourism, forest economy and sustainable cattle ranching (PPTAF) and promotion of events and GGGI participation.
Nature-based tourism	17	Promotion of events related to plans and policies on nature tourism at the subnational level.
Forest economy	12	Promotion of events at the subnational level (forest economy plans, inclusion of forest economy plans within wider policies and programmes).

New partnership programme	7	Visibility of new partnerships created under the Green Growth program with local institutions (ej. Empopasto, Corponariño) and events under those partnerships.
Sustainable livestock	7	Promotion of events related to sustainable livestock (conferences, workshops).
Payment for ecosystem services	4	Promotion of events related to payment for ecosystem services supported by GGGI.
Capacity building	4	Promotion of training on green growth.

Events at both the national and subnational levels have contributed to disseminate key messages identified under the Programmatic Communications Plan (2019). For example, key messages 1 “GGGI advances the Green Growth planning and implementation at the Subnational level, starting off with the Departments of Antioquia, Meta and Nariño” has been shared through different types of events organized by GGGI, such as Expobosques or the launches of nature-based tourism plans, or where GGGI is participating as a guest (e.g. inter institutional committees on deforestation).

In all the social media content of the programme, Norway and the name of the programme are prominently featured, stressing their role in making possible the technical support that GGGI provides to national and sub-national government institutions.

To conclude, GGGI has used different tools to connect with different types of audiences, at the national and subnational levels, policy makers and potential partners and beneficiaries, through social media and public events. GGGI has been able to increase the number of interactions with technical publications on social media such as Facebook and Twitter and has used public events to communicate relevant experiences and lessons learnt. The means and messages used by GGGI in their communication strategy are consistent with the programme objectives and are relevant to spread lessons learnt, important events and opportunities to work under the programme both at the national and subnational levels.

4. CONCLUSIONS, LESSONS AND RECOMMENDATIONS

4.1. Conclusions

Relevance

Phase II of the Green Growth Programme is in line with Colombia's NDC 2020 and supports the country's progress towards achieving the SDGs. It is coherent with both Joint Declarations of Intent 2015 and 2019 and is in line with the overall goal of NICFI. The good alignment of the programme with Colombia's international commitments can be explained by both GGGI's knowledge of the Government priorities, as well as by the great involvement of Government and Norway during the design and implementation of the programme. The programme is also in line with GGGI's global Strategy 2030. In addition, the programme is fully in tune with GGGI's priorities in Colombia through the Country Planning Framework 2016-2020.

Moreover, the programme is in tune with national strategies and priorities in the areas of reducing deforestation (National Development Plan 2018-2022 and 2019-2022, National Policy for Deforestation Control and Sustainable Forest Management, Integrated Strategy for the Control of Deforestation and Sustainable Forest Management, National Programme on Payment for Ecosystem Services, Law 1955 from 2019), biodiversity conservation (National System of Protected Areas), green growth (Green Growth Policy), climate change mitigation (National Climate Change Policy, National Strategy for Low Carbon Development, Law 2169 from 2021), and climate change adaptation (Strategy 2050). The programme has contributed to the development of some of these policies, strategies and plans and the achievement of other types of targets (see below and Table 11), has worked closely with the previous administration and is working hard to ensure alignment with the new one. In addition, the objectives and activities of the programme respond to some of the problems, needs and priorities of the regions, departments and municipalities where it focuses, where the programme has supported the development of laws, policies, plans and strategies and promoted sustainable landscape management. The programme has contributed to the subnational implementation of national policies. For instance, the support provided by GGGI to Antioquia's *Ordenanza* 37 from 2022 is aligned with the Deforestation CONPES 4021 and the support provided to nature tourism business plans in several regions of the country is in tune with the Green Growth CONPES 3934.

The programme document does a good job at identifying and analysing complementary international projects and identifying synergies. During implementation, the programme established and used effective and adequate coordination mechanisms with other stakeholders, both government and development partners, both internally (Project Steering Committee and Technical Committee) and externally (technical roundtables, knowledge exchange events and coordination workshops). The programme is complementary to nine ongoing projects (i.e. SCF, PIGCCT, TFA, BioCarbon Fund, Amazon Vision, Fondo Accion, Protect the Orinoco River Basin, Strengthening of Forest Carbon, Restoration and Conservation of the PNN Serrania de la Macarena), in terms of deforestation control. The project had a high level of coordination with these international cooperation interventions during its implementation, particularly with The Sustainable Colombian Fund, a government-led initiative financed by Norway, Switzerland and Sweden, and

the Colombia “Tropical Forest Alliance, financed by the World Economic Forum, thanks in part to GGGI’s standing and proactive relationship with other donors. However, due to the high volume of donor funded initiatives, duplications were bound to happen, reducing the efficacy of the actions.

Effectiveness

Official data indicates that deforestation increased in Colombia and in four of the five target regions between 2019 and 2021 – data for 2022 is not yet available. While this evolution is not positive, it represents a decrease in deforestation if compared to the deforestation projected by IDEAM. Attribution of this evolution to the programme must be done with caution, as deforestation is complex and very dynamic, with the weight of the different drivers often changing in time. Overall, the programme has made an important contribution to decrease deforestation, both at the national and subnational level, particularly regarding the enabling environment. At the national level, the programme has strengthened the enabling environment by supporting the development and implementation of laws, policies and strategies, the strengthening of land use monitoring systems, the provision of data, the delivery of knowledge products and management tools, the provision of training, the strengthening of institutional arrangements, the development of economic and financial tools for the implementation of green and sustainable practices, and, overall, by advocating for a forestry economy. At the subnational level, the programme has supported forest conservation and reforestation in key hotspots by supporting the development of laws, policies, plans and strategies and promoting sustainable landscape management, such as nature tourism and promoting non-timber forest products, which reduces pressures over forests. The programme is contributing to an increased awareness of forests as a sustainable source of income in the country, which constitutes a paradigm shift. Some of the impact of the programme will be more visible in the medium to long term. However, progress on implementation on the ground has been limited, due to its focus. The Theory of Change is indeed a bit short on this front, which is reflected in the results framework. Moreover, the programme was not meant to directly address some key drivers of deforestation. While the programme contributes to address three of the drivers of deforestation identified by IDEAM (unsustainable livestock practices, extension of the agricultural frontier), it has limited influence on and control over the four (land grabbing, illegal harvesting (drug production), illegal mining, and illegal logging), which are more related to safety and security issues, and are entangled with the historical armed conflict and its related phenomena. In addition, the programme does not directly address the driver related to unplanned transport infrastructure development.

Desk review and interviews indicate that the results framework of the programme does not allow for proper measurement of impacts and outcomes, and has some shortcomings regarding outputs. This prevents an effective management and steering of the programme and makes monitoring and reporting complex. Reporting does not help overcome these shortcomings.

That said, the achievement of programme targets has been satisfactory. At impact level, as of January 2023, the programme had exceeded one end of the programme target⁴⁶ and met another

⁴⁶ The indicator and target read: Four officially adopted subnational development plans incorporate Sustainable Landscapes/reduced deforestation targets as a result of the influence of the programme. As of January 2023, the programme had influenced the adoption of 10 plans

one⁴⁷. The project had exceeded one target⁴⁸ and will likely meet the other⁴⁹ by the revised end of the programme, if potential for implementation and mobilization are considered, and would not meet them if actual implementation and mobilization are considered. At the outcome/output level, as of October 2022, 32% of the targets had been met, 50% were on track and 5% had been exceeded. Progress on Component 1, related to the enabling environment, has been greater than on Component 2, more focused on the landscape level, mainly due to the nature of the targets, some being dependant on other stakeholders' efforts, in addition to GGGI's, and the focus of programme and the structure and skills of the programme management team, with significant more people in the capital than in the regions and with more experience in the policy domain than on implementation on the ground. The quality of outputs is deemed appropriate, as highlighted by programme counterparts, both at the national and subnational levels.

Phase II is contributing to poverty reduction, social inclusion, and gender equality. However, there are opportunities to strengthen the gender approach and its impacts. Similarly, while the programme has prioritized working with vulnerable communities, as of October 2022 impacts at the ground level remained limited given the programme's strong focus at the policy level.

Most observed results were expected. The programme has exceeded targets on capacity building events and technical guidelines. In addition, the programme has delivered unexpected results through the use of flexible resources. At the national level, this resources funded i) Support to the conceptualization of Visión Colombia, ii) Support to the National Development Plan 2022 – 2026, and iii) Support for the review of DCI reports and other requests for information. At the subnational level, the programme supported business plans for private civil society nature reserves that have fed Putumayo's broader tourism planning. This has further supported ownership of the programme, given that, as noted, GGGI has worked very closely with national and subnational governments.

Efficiency

The risk mitigation strategies identified at the beginning of the programme were adequate. During programme implementation actions to mitigate the presented risks were appropriate. The programme showed a high capacity for adaptive management, particularly evident in the context of COVID-19, with the programme suffering some deviations from what was planned but remaining on track to achieve its targets. Overall, the programme identified obstacles and risks in a timely manner and designed adequate mitigation measures. However, the format in which these are presented could be improved to allow for a quicker identification of the mitigation status and their links to the results framework.

The programme has been adequately implemented at the national level, mainly due to the establishment of solid partnerships and cross-cutting coordination with key counterparts. However, at the regional level, stronger support is required with on-the ground operations being understaffed for the numerous programme's activities focused on subnational implementation, as well as the high volume of local demands. Nevertheless, the establishment of flexible resources in the programme's budget has allowed for quick support to national and regional entities and crucial actions not initially identified.

⁴⁷ A green sustainable financial instrument is implemented in two prioritized regions. As of January 2023, the government had approved one, which will likely be implemented.

⁴⁸ USD 30 million investment mobilized. As of January 20223, the programme is expected to mobilize USD 34.1 m.

⁴⁹ 50,000 ha under sustainable/restorative productive systems and under adoption/implementation. As of January 2023, the programme is expected to contribute to between 24,297 ha and 44,724 ha.

The programme established an effective partnership with the Embassy of Norway with continuous communication channels for the provision of strategic support and compliance assurance of the funding agreement, going above what is required in the grant agreement reporting wise, given the production of quarterly reports. Despite the personnel changes in key management positions halfway through the programme, no adverse effects to the programme's operations were presented. The Embassy of Norway in Colombia rarely visited programme sites and counterparts at the regional level.

Sustainability

The programme did not include an explicit exit or sustainability strategy and one has not been developed during implementation. Nonetheless, there are both opportunities and risks regarding the sustainability of the programme's results. From an institutional and political point of view, some conditions have been established to give sustainability to the programme's results in the short-term and long term. The legal and policy instruments developed with the support of the programme contribute to the continuation of the programme's efforts to halt deforestation. Furthermore, institutional arrangements, such as cross-sectoral coordination spaces, are linked to long-term agreements and the successful adoption of practices derived from these spaces. The programme has made great efforts in conducting advocacy efforts with the different administrations. However, the change of governments remains a continuous risk with the possible shift in national and subnational priorities.

From a technical point of view, sustainability in the medium-term has been promoted through the strengthening of regional capacities and the development of guidelines and tools. The focus on enhancing regional capacities by hiring local staff will most likely result in their continuous hiring by the regional governments.

From a social perspective, the programme is not likely to be sustainable. Despite the programme's efforts to engage with different stakeholders from various sectors, it does not seem it has generated the necessary social links, specially at the regional level, to maintain and scale-up results. Additionally, the programme is threatened by the current socio-dynamics in some regions, where it is unsafe to travel to.

From an economic and financial point of view, there is progress in mobilizing regional, national and international resources for deforestation-free value chains' products, due to the increased interest from some countries. The programme supported the establishment of credit lines specifically for maintaining the programme's results, and some regional governments are ensuring financial resources in relation to the programme's objectives. However, some of the programme's efforts require further assistance, which has not yet been secured.

From the environmental and climate change perspective, the programme's results are subject to moderate risks because of the high hazard, exposure, and vulnerability of forest to climate change, which could lead to forest degradation even if the programme succeeds in controlling the agricultural frontier and illegal activities. Additionally, the project has a strong focus on mitigation efforts, with room for strengthening the promotion of climate change adaptation.

The programme developed a Strategic Communication's Plan in 2020 to position GGGI as the trusted advisor to the Government of Colombia to enable the country's transition to a green growth economic model. This has been a key effort and is progressing towards its objectives. The programme focused mainly on the use of social media, such as Facebook and Twitter, publication of news through the websites of its official counterparts and events with stakeholders. The number

of posts and impressions on Twitter and Facebook have increased considerably. The means and messages used by GGGI in their communication strategy are consistent with the programme objectives and are relevant to spread lessons learnt, important events and opportunities to work under the programme both at the national and subnational levels.

4.2. Lessons

1. GGGI in general and this programme in particular demonstrate that the sustainable use of natural resources and economic growth are compatible and green growth highly advisable. It shows the high relevance of this agenda to Colombia, whose development has traditionally been based on the unsustainable use of natural resources. More specifically, it highlights the potential of the forest economy in this country and the global significance of Colombia making progress on that front.

2. The programme proves the importance of a holistic, inter-disciplinary, inter-sectoral, multi-stakeholder and multi-level approach to sustainable development. Indeed, it shows that making progress on the sustainable agenda requires working with political scientists, lawyers, environmentalists, forest engineers, agronomists, livestock experts, economists, financial experts and business administration experts, among other types of expertise. It also shows the importance of strategically working with cross-sectoral institutions (e.g. DNP, Office of the President) and sectoral institutions across several sectors (e.g. environment and agriculture, livestock and forestry), with different mandates (from scientific (e.g. IDEAM) to financial (e.g. FINAGRO)). Similarly, it points out the importance of working at both the national and subnational levels, linking them, and on different dimensions, from the enabling environment (e.g. legal, policy and regulatory frameworks, institutional frameworks, incentives' systems, technical capacity) to actual implementation on the ground, with a critical mass of demonstrative practices, synchronically or sequentially. When working on those aspects sequentially, it is critical for a programme to know when to switch its focus from the policy to the implementation domain.

3. Embedded support is an effective technical assistance modality for a certain level of regional support at a certain phase/cycle of promoting a paradigm shift on sustainable development. It is effective when a programme starts to move from policy to implementation on the ground. However, it is not that effective when implementation on the ground needs to gain speed and scale up to ensure a critical mass. At that point, more human resources and complementary skills are needed. In this sense, switching the focus of a programme implies a switch in the structure and skill set of the implementation teams. In all cases, however, embedded support brings challenges in terms of defining the scope of the work and the allocation of responsibilities.

4. The programme has shown the importance of working with all governments (even with governments that may not in principle embrace the sustainable development agenda) and developing policies that go beyond one administrative period, both at the national and local levels. That said, it has also demonstrated the relevance of seizing the opportunity that an interested government represents, and extending programmes when the context is favourable, at least to enhance the integration of its key aspects into the new medium term planning instruments.

5. The programme has demonstrated the importance of flexible resources to foster the alignment with national and regional priorities, as they increase trust and enable quick responses to the needs of key counterparts, as long as the allocation of these resources is in tune with the overall ToC and results framework and approved by the Steering Committee.

6. The programme has shown the complexity of deforestation, which is driven by multiple factors, whose weights often change. The nature of these drivers is also very diverse. Thus reducing deforestation requires holistic approaches, as discussed in lesson 2, and very effective coordination, as explained in lesson 9.
7. In Colombia, illegal activities, some of them historically entangled with the armed conflict that the country has experienced for more than five decades, are key drivers of deforestation. The ability of programmes that do not directly address those drivers to reduce deforestation is moderate: they can make significant contributions, yet their impact might be strongly limited by the importance of those other drivers, which are difficult to overcome after so many years.
8. In this complex context, the programme has shown the importance of communicating, coordinating and collaborating with a wide variety of stakeholders across sectors, approaches and levels, including with those focusing on security aspects and are addressing the illegal activities-related drivers of deforestation. This entails participating in existing coordination mechanisms and managing/leading them when required, as well as creating new ones when needed and feasible. It also demands flexibility to communicate, coordinate and collaborate with stakeholders that were not originally mapped.
9. To strengthen its effectiveness and impact, a programme requires a robust ToC and results framework, with SMART indicators systems at the impact, outcome and output levels. Reporting needs to be consistent, using a common template throughout, and provide both detailed and strategic information to be tailored to different audiences.

4.3. Recommendations

Based on the findings above, the following recommendations are provided:

Recommendation 1. In line with findings on relevance, effectiveness and sustainability (sections 3.1.1, 3.1.2, 3.1.4, 3.2.1, 3.2.2 and 3.4.1), if financial resources are available, the Embassy of Norway in Colombia should explore the possibility of funding a third phase of the programme, to foster the results of the second phase and considering the opportunity that the new government represents. If the Embassy of Norway does not have financial resources available, in line with above mentioned findings (see also section 3.1.3), GGGI Colombia, with support from the Embassy of Norway in Colombia, should try to find other sources of funding for a third phase of the programme. Particularly in that case, a high political engagement could be useful.

Recommendation 2. In line with findings on effectiveness and sustainability (see sections 3.2.1 and 3.4.1), this third phase should continue some enabling environment aspects and strengthen some others, such as the forestry service, further channelling funding towards sustainability by not allocating loans to activities in deforested areas and offering concessional interest rates to sustainable activities, and fostering the linkage with the peace strategy and the integral rural reform promoted by the new government. In any case, the third phase should switch its focus, putting a stronger emphasis on implementation at the regional level, leveraging what has already been designed and structured under the Greenpreneurs and the PPTAF, with a different team structure, with more staff in the region and with a larger set of complementary skills. This should try to achieve early successes and get low hanging fruits to scale up adoption. GGGI Colombia, and the Embassy of Norway in Colombia, if the funding source for the third phase, should also consider whether to

further narrow down the geographic focus, with less regions and a clearer focus on specific hotspots.

Recommendation 3. In line with findings on effectiveness and sustainability of the programme's results (see sections 3.2.1 and 3.4), GGGI and the Norwegian cooperation should pay more attention to the development of ToCs and results frameworks when designing future programme and projects. If a third phase of the programme is to be approved, GGGI should finetune the ToC and results framework of the second phase of the programme. It should better structure the results framework, more clearly distinguishing and linking impact, outcome and output indicators and making the indicators SMART. To the extent possible, impact indicators should consider both actual implementation and mobilization and potential for implementation and mobilization. At a strategic level, it would be interesting to demonstrate or provide some insights on how the forest economy can replace fiscal revenues from oil and coal in the long term.

Recommendation 4. In line with findings on the sustainability of the programme's results (see section 3.4.1), GGGI Colombia should strengthen the exit strategy of the programme, particularly taking into account that resources for a third phase may not be mobilized or can take time to be mobilized. Such an exit strategy should identify results, based on the ToC, the results framework and this MTR, and identify measures to ensure their sustainability. In this particular case, the exit strategy should try to continue strengthening the legal, policy and regulatory framework, governance and technical capacity at the same time it explores ways of promoting the sustainability of programme's results vis a vis the 2024 municipal elections, increases the scale at the regional level, follows up on the committed funds and further integrates climate change adaptation. This exit strategy should be implemented if resources for a third phase are not mobilized, or while resources for a third phase are mobilized. If and when resources for a third phase are mobilized, the exit strategy would inform the design of the third phase.

Recommendation 5. In line with findings on the contribution to gender equality and women's empowerment (see section 3.2.1), GGGI Colombia should better monitor, report and communicate the gender approach of the programme. To that end, a specific section on the contribution of the programme to gender equality and women's empowerment could be integrated in annual and quarterly reports' templates, and, based on the information compiled through monitoring, and reported, a communication line on that topic, with a series of targeted messages, could be created and implemented. Partnerships with institutions leaders in that space, such as UN Women, could also be explored, for instance, for organizing a workshop on the role of women in controlling deforestation, protecting and restoring forests, and promoting a forest economy, which could showcase the work of the programme in this field. GESI should also be more structurally inserted in the knowledge related activities, such as monitoring systems and surveys.

Recommendation 6. GGGI Colombia should more clearly present changes in the risk matrix to support oversight and program decision making. In particular, it should report the likelihood and potential impact of risks, their links to the results framework, the identified mitigation strategies, their implementation status and their effectiveness.

Recommendation 7. In line with findings on programme management and implementation (see section 3.3.2), the Embassy of Norway should conduct field visits more often to verify and foster progress of the programmes they fund.

Based on these recommendations, an action plan is provided in the Executive summary.

5. ANNEXES

5.1. Evaluation matrix

Table 3. Evaluation matrix

Evaluation criteria	Questions	Indicators	Sources	Method
1. Relevance: To what extent does the program meet the needs and priorities of key stakeholders?				
<ul style="list-style-type: none"> • 1.1.1. How does the program align with and support Colombia's international commitments including the revised Nationally Determined Contribution (NDC), the Sustainable Development Goals (SDGs), and the ongoing work of Norway in Colombia under the joint declaration of intent (JDI)?⁵⁰ 	<ul style="list-style-type: none"> • To what extent is the project aligned with the objectives and targets of the revised NDC submitted to the United Nations Framework Convention on Climate Change (UNFCCC)? • To what extent is the project aligned with the SDGs? • To what extent is the project aligned with the JDI? 	<ul style="list-style-type: none"> • Level of alignment between the program objectives and Colombia's NDC targets • Level of alignment between the program objectives and the SDGs • Priorities and activities from the JDI included in the design and implementation of the project 	<ul style="list-style-type: none"> • Program documents • Revised NDC • SDG's web page • JDI report • Interviews with GGGI Colombia, Norway Embassy, MADS, MADR, IDEAM, DNP 	<ul style="list-style-type: none"> • Desk review • Interviews

⁵⁰ Corresponds to question 1.1 in the ToRs.

Evaluation criteria	Questions	Indicators	Sources	Method
•.1.2. How does the program align with NICFI's strategic objectives? ⁵¹	<ul style="list-style-type: none"> How does the project contribute to NICFI's strategic priorities? 	<ul style="list-style-type: none"> Existence of a clear relation between the objectives of the program and NICFI's priorities 	<ul style="list-style-type: none"> Program documents NICFI report Interviews with Norway 	<ul style="list-style-type: none"> Desk review Interviews
•.1.3. How does the program align with GGGI's Strategy 2030 and Country Planning Framework 2015-2020 targets and activities? ⁵²	<ul style="list-style-type: none"> How is the project aligned to GGGI's Strategy 2030 and Country Planning Framework 2015-2020? Are there any activities which differ from the originally planned? 	<ul style="list-style-type: none"> Targets and activities from both GGGI's Strategy 2030 and Country Planning Framework 2015-2020 included in program design and implementation 	<ul style="list-style-type: none"> Program documents GGGI's Strategy 2030 and Country Planning Framework 2015-2020 Interviews with GGGI 	<ul style="list-style-type: none"> Desk review Interviews
•.1.4. How does the program align with and support Colombian priorities? ⁵³	<ul style="list-style-type: none"> How has the program contributed to Colombia's National Development Plan 2018-2022 goals?⁵⁴ How does the program align with and support the draft NDP 2022-2026?⁵⁵ How does the program align with and support the priorities 	<ul style="list-style-type: none"> Level of alignment between the program objectives and NDP 2018-2022 priorities Level of alignment between the program objectives and the draft NDP 2022-2026 priorities Level of alignment between the program objectives and the 	<ul style="list-style-type: none"> Program documents National Development Plan 2018-2022 Draft National Development Plan 2022-2026 Development plans of Antioquia, Meta, Nariño, 	<ul style="list-style-type: none"> Desk review Interviews

⁵¹ Corresponds to question 1.2 of the ToRs.

⁵² Corresponds to question 1.5 in the ToRs.

⁵³ Corresponds to questions 1.2 and 1.4 in the ToRs.

⁵⁴ Corresponds to question 1.2 .in the ToRs

⁵⁵ Corresponds to questions 1.2 and 1.4 in the ToRs

Evaluation criteria	Questions	Indicators	Sources	Method
	in the regions where it is working? ⁵⁶	priorities in the regions where it works	Guaviare, and the South of the Amazon <ul style="list-style-type: none"> • Interviews with GGGI Colombia, MADS, MADR, IDEAM, DNP, regional governments 	
1.5. Linkage and complementarity of the project with other interventions within the sector	<ul style="list-style-type: none"> • Has the intervention been coordinated with other initiatives to seek complementarity and synergies? • To what extent does the project support (and not duplicate) activities and objectives not addressed by other projects or programs, including other technical assistance projects financed by Norway which are linked to deforestation control and sustainable livelihood options in Colombia (such as BioCarbon Fund, Visión Amazonía and FCS, among others)? 	<ul style="list-style-type: none"> • Level of coordination with other initiatives • Level of coherence and complementarity of the program with projects and programs in the country. 	<ul style="list-style-type: none"> • Program documents • PPR's • Interviews with GGGI, Norway, MADS, ONF, USAID 	<ul style="list-style-type: none"> • Desk review • Interviews
2. Effectiveness: To what extent is the program achieving its objectives and results?⁵⁷				

⁵⁶ Corresponds to question 1.4 in the ToRs.

⁵⁷ Some impact-related questions have been integrated here.

Evaluation criteria	Questions	Indicators	Sources	Method
2.1. is the program achieving its outputs and is progress being made to the achievement of outcomes and impacts? ⁵⁸	<ul style="list-style-type: none"> To what extent have intended outputs been delivered and are on track to be delivered at the national and subnational levels? To what extent have issues of gender, poverty, and social inclusion been addressed in the delivery of program outputs? To what extent has the program made progress towards achieving the impact and outcomes indicators? Is the Program contributing to the reduction of deforestation in the long term in the areas where the Program has focalized actions? 	<ul style="list-style-type: none"> Level of achievement of the targets with respect to the outputs included in the programme results framework (Annex 3.3). Integration of gender, poverty and social inclusion in the delivery of outputs Level of achievement of the targets with respect to the outcomes included in the programme results framework (Annex 3.3) Contribution of the program to reduce deforestation and other factors contributing to it⁵⁹ Enabling and hindering factors 	<ul style="list-style-type: none"> Project documents PPR's Interviews with GGGI Colombia, Norway Embassy, MADS, MADR, IDEAM, DNP, regional counterparts 	<ul style="list-style-type: none"> Desk review Interviews Direct observation
2.2. Have unexpected results been achieved beyond what was planned?	<ul style="list-style-type: none"> Have unexpected results been achieved beyond what was planned? 	<ul style="list-style-type: none"> Evidence of unforeseen results during project implementation 	<ul style="list-style-type: none"> Project documents Interviews with GGGI Colombia, Norway Embassy, MADS, MADR, IDEAM, DNP, regional counterparts 	<ul style="list-style-type: none"> Desk review Interviews Direct observation

⁵⁸ Corresponding to question 2 in the ToRs and sub questions 2.1, 2.2, 2.3 and 3.0.

⁵⁹ This will refer to i) Number of hectares of forest which remained stable or have increased in the country/deforestation rate at the national level and if information is available in the regions where the programme is focusing on; ii) Number of hectares under sustainable production systems (the target is 50,000 ha) and iii) Program activities' aiming to reduce the legal/regulatory/policy, institutional, technical, social and economic/financial drivers of deforestation, and existing gaps.

Evaluation criteria	Questions	Indicators	Sources	Method
3. Efficiency: To what extent is the program implementation timely and cost-effective?				
3.1. Adaptive management: How are risks and their mitigation managed? ⁶⁰	<ul style="list-style-type: none"> How well are risks being managed? Including those specific to Covid 19 disruptions What was the quality of the risk mitigation strategies developed? Were they enough? Is the program effectively and efficiently addressing safeguards and the cross-cutting issues defined by the rules by the Norwegian Grant Management System? How were the lessons derived from the adaptive management process documented, shared with the main partners and internalized by them? 	<ul style="list-style-type: none"> Quality of existing information systems to determine risks and other issues (project context factors) Quality of risk mitigation strategies developed and followed Compliance with the rules of the Norwegian Grant management Systems Proportion of adaptive management processes documented and shared with partners 	<ul style="list-style-type: none"> Quarterly progress reports Norwegian Grant Management System Meetings minutes Interviews with GGGI Colombia, Norway Embassy, MADS, MADR, IDEAM, DNP, regional counterparts 	<ul style="list-style-type: none"> Desk review Interviews Direct observation
3.2. Management and project implementation	<ul style="list-style-type: none"> Are the arrangements to support coordination and decision making within the program – between GGGI, the Embassy of Norway and the national and regional 	<ul style="list-style-type: none"> Evidence that clear roles and responsibilities have been established Evidence of meaningful/impactful collaboration between the 	<ul style="list-style-type: none"> PPR's Interviews with Interviews with GGGI Colombia, Norway Embassy, MADS, MADR, IDEAM, DNP, regional counterparts 	<ul style="list-style-type: none"> Desk review Interviews Direct observation

⁶⁰ Corresponding to questions 2.1, 2.4 and 2.5 in the ToRs.

Evaluation criteria	Questions	Indicators	Sources	Method
	<p>governments - working well? How has the Project engaged and built productive working relationships with key counterparts and beneficiaries?⁶¹</p> <ul style="list-style-type: none"> • Is the personnel at regional level offering relevant advice to the local government and other stakeholders? Has the regional presence of the Program been effective and efficient to achieve the Program results? • Is implementation of the program cost-efficient? Are resources used reasonably?⁶² • Has the project experienced any delay in its implementation? If so, why?⁶³ 	<p>project and regional stakeholders</p> <ul style="list-style-type: none"> • Evidence of relevant advice from regional personnel • Percentage of actual program management costs overall actual expenditure • Difference between the actual schedule and the schedule for the implementation of the project 		
<p>4. Sustainability: To what extent is the project likely to maintain and scale up outcomes after the close of the intervention?</p>				

⁶¹ Corresponding to questions 2.7 and 3.2 in the ToRs.

⁶² Corresponding to questions 2.6 and 2.8 in the ToRs.

⁶³ Corresponding to question 2.6 in the ToRs.

Evaluation criteria	Questions	Indicators	Sources	Method
4.1. To what extent are there legal, policy and regulatory, institutional and governance, technical, socio-economic, economic and financial, and/or environmental risks to sustain the project results in the long term?	<ul style="list-style-type: none"> • Has the project devised a solid sustainability strategy? • Does it include a specific exit strategy? Is it being implemented and adjusted as needed?⁶⁴ • What factors can enable or hinder the achievement of sustainable results?⁶⁵ 	<ul style="list-style-type: none"> • Existence and strength of a sustainability and exit strategy • Number of management plans developed and being implemented • Scope of the obstacles and/or risks for the sustainability of the project results: <ul style="list-style-type: none"> ○ Coherence with the legal, regulatory and public policy framework ○ Coherence with the institutional and governance framework ○ Level of initiative and commitment shown by the national and regional counterparts in the activities and results of the project⁶⁶ ○ Level of technical capacities shown by the national and regional counterparts in accordance with the levels required to sustain 	<ul style="list-style-type: none"> • Project documents • Interviews with GGGI Colombia, Norway Embassy, MADS, MADR, IDEAM, DNP, regional counterparts 	<ul style="list-style-type: none"> • Desk review • Interviews • Direct observation

⁶⁴ Corresponding to question 3.1 in the ToRs

⁶⁵ Corresponding to question 3.7 and questions 3.2 and 3.6 in the ToRs

⁶⁶ Corresponding to question 3.2 in the ToRs

Evaluation criteria	Questions	Indicators	Sources	Method
		<p>the results and benefits of the project⁶⁷</p> <ul style="list-style-type: none"> ○ Existence of socio-political risks that affect the sustainability of the results and benefits of the project ○ Financial requirements to maintain the benefits of the project ○ Level of expected financial resources available to support maintenance of project benefits ○ Potential for additional financial resources to support the maintenance of project benefits ○ Existence of environmental risks that affect the sustainability of the results and benefits of the project ○ Existence of security risks related to the armed conflict 		
4.2. Communication	<ul style="list-style-type: none"> ● Does the project effectively communicate lessons and 	<ul style="list-style-type: none"> ● Existence of mechanisms to capture lessons learned 	<ul style="list-style-type: none"> ● Project documents 	<ul style="list-style-type: none"> ● Desk review ● Interviews

⁶⁷ Corresponding to question 3.6 in the ToRs

Evaluation criteria	Questions	Indicators	Sources	Method
	experience with project partners and interested groups? ⁶⁸	<ul style="list-style-type: none"> • Number and type of external communication mechanisms or activities implemented • Level of awareness perceived by stakeholders about the results and activities of the projects 	<ul style="list-style-type: none"> • Communication documents • Interviews with GGGI Colombia, Norway Embassy, MADS, MADR, IDEAM, DNP, regional counterparts 	

⁶⁸ Corresponding to questions 3.3 and 3.4 in the ToRs

5.2. Evaluation questions as per the ToR

Table 4. Evaluation questions as per the ToR

Key evaluation question	Subquestions	Criteria
1. Does the Project remain aligned with the Colombia national government's (2018-2022) and NICFI priorities?	<p>.1. How does the program align with and support Colombia's international commitments, including its revised Nationally Determined Contribution submitted to the UNFCCC, Sustainable Development Goals (SDGs), and the ongoing work of Norway in Colombia under the Joint Declaration of Intent (JDI).</p> <p>1.2 How does the Project align with and support Colombia's national development plan 2018 – 2022?</p> <p>1.3 How does project align with NICFI's strategic objectives?</p> <p>1.4 Have there been any other significant changes in the Colombian government's priorities that the Project should adapt, including at the subnational level?</p> <p>1.5. Is the Project aligned with GGGI's Strategy 2030 and Country Planning Framework 2015 - 2020, particularly noting that activities may have changed compared to the original design?</p> <p>1.6. How does the project complement other technical assistance projects financed by Norway which are linked to deforestation control and sustainable livelihood options in Colombia?</p>	Relevance, Sustainability, Coherence
2. Is the Project achieving its outputs and is progress being made to the achievement of outcomes in an efficient and effective way?	<p>2.1. Have Project outputs been managed and delivered as intended and are others on track to be delivered as intended at the national and for each of the subnational areas? If not, what are the main deviations, what have been the key drivers, are these deviations reasonable/justified and have adequate corrective measures been taken to bring the project back on track when appropriate, and inform the key partners of changes to the delivery schedule?</p> <p>2.2. To what extent have issues of gender, poverty, and social inclusion been addressed in the delivery of Project outputs, and how could this be strengthened moving forward? Please provide examples of how these issues have been addressed in Project output(s).</p> <p>2.3. What progress has been made towards achieving the impact and outcomes indicators? Are there any additional</p>	Effectiveness, Efficiency, Impact

	<p>actions that could be taken to foster the achievement of these?</p> <p>2.4. Is the program effectively and efficiently addressing safeguards and the cross-cutting issues defined by the rules by the Norwegian Grant Management System?</p> <p>2.5. How is the Project team effectively managing risks, including those specific to Covid-19 disruptions, on a continuous basis to ensure efficient and timely delivery of outputs? What mitigating measures have been implemented?</p> <p>2.6. Is the intervention implemented as cost-efficient as possible, on time?</p> <p>2.7. Are the arrangements to support coordination and decision making within the Project – between GGGI, the Embassy of Norway and the national Government - working well? How could they be strengthened?</p> <p>2.8. Are results achieved with reasonable use of resources?</p> <p>2.9. Is the personnel at regional level offering relevant advise to the local government and other stakeholders?. Has the regional presence of the Program been effective and efficient to achieve the Program results?</p> <p>3.0. Is it possible to attribute a reduction of deforestation to the Program? Is the Program contributing to the reduction of deforestation in the long term in the areas where the Program has focalized actions?</p>	
<p>3. How is the Project preparing to replicate and scale up the results in Colombia and share knowledge subnationally/nationally/internationally?</p>	<p>3.1. Are there measures to foster the longevity of results – if not, why? If so, what are these measures, and has the project adapted appropriately to any changes in the context to maintain or enhance the longevity of intended program outcomes?</p> <p>3.2. How has the Project engaged and built productive working relationships with key counterparts and beneficiaries? Please provide examples of how this has worked well. What actions could be taken to strengthen this?</p> <p>3.3. How has the Project team developed clear and concise, public information regarding the Project and the results?</p> <p>3.4. How has the Project team captured the lessons learned to date, to share them with Norway, counterparts and other relevant stakeholders?</p>	<p>Sustainability, Impact</p>

	<p>3.6 How has capacity been built within counterpart institutions and beneficiaries to carry the work forward once the program support ends?</p> <p>3.7 Which factors might influence the sustainability of the project and how has the project addressed this issue?</p>	
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5.3. List of reviewed documents

The evaluation team has reviewed in detail the documentation listed in Annex 1 of the terms of reference, as well other documents, which are listed below:

- GGGI Strategy 2030
- GGGI Colombia Country Planning Framework 2016-2020
- Proposal submitted to Norwegian Ministry of Foreign Affairs
- Phase II Green Growth Program 2020-2022 – Program Brief
- Phase I external evaluation report
- Phase I GGGI Final Report
- Year 1 and Year 2 Results Reports to Norway and annexes
- Quarterly Reports to Norway and annexes
- Technical committee meeting minutes and PPTs
- Risk matrixes
- Relevant national policy documents
- Colombia’s National Development Plan 2018-2022
- Colombia’s National Climate Change Adaptation Plan
- Colombia’s Nationally Determined Contributions Report 2020
- Greenhouse gas mitigation sectoral action plan for the agriculture sector
- CONPES 3934
- CONPES 4021
- Joint Declaration of Intent (JDI) 2015 and 2019 between the Governments of the Republic of Colombia, the Kingdom of Norway the Federal Republic of Germany and the United Kingdom of Great Britain and Northern Ireland on the Cooperation on reducing greenhouse gas emissions from deforestation and forest degradation (REDD+) and on promoting sustainable development in Colombia.
- NICFI Strategic Framework.
- Programa GGGI-Colombia-Noruega de Crecimiento Verde -Fase II - Nota Conceptual Sur de la Amazonia Colombiana (2020)
- Programa GGGI-Colombia-Noruega de Crecimiento Verde -Fase II - Nota Conceptual Antioquia (2020)
- Estrategia de Comunicaciones (2019)
- Programmatic Communications Plan (2019)
- Proyecto de ordenanza N°37 del 31 de octubre del 2022 “Por la cual se crea el programa para el control de la deforestación y la gestión sostenible de los bosques en el departamento de Antioquia y se dictan otras disposiciones”.
- Videos of Environmental Determinants for the South Amazon region
- Business plans from the Natural Reserve El Escondite, Putumayo

- Propuesta para la armonización de las determinantes ambientales de Corpoamazonia con el modelo de ordenamiento del Putumayo, 2022.
- Deforestation data:
 - .1. IDEAM (2020): Propuesta de nivel de referencia de las emisiones por deforestación en Colombia para pago por resultados de REDD+ bajo la CMNUCC
 - .2. IDEAM, MADS (2020): Actualización de cifras de monitoreo de la superficie de bosque – Año 2019.
 - .3. IDEAM, MADS (2021): Actualización de cifras de monitoreo de la superficie de bosque – Año 2020
 - .4. IDEAM, MADS (2022): Actualización de cifras de monitoreo de la superficie de bosque – Año 2021.

5.4. List of interviewed persons and institutions

Table 5. Remote interviewees

No.	Name	Organization	Position	Date interviewed
1.	Pablo Martínez	GGGI	Representante país	10/11/2022
2	Tatiana Escovar		Representante país adjunta / Coordinadora subnacional	
3	Iván Dario Valencia		Coordinador de políticas	
4	Juan Pablo Bustamante		Coordinador de inversiones verdes	
5	Hannah Oliphant		Asociado senior M&E	
6	Maria Clemencia Castellano	GGGI	Former Technical Advisor Nariño	22/11/2022
7	Jenny Arias		Technical Advisor Nariño	
8	Belén Ojeda		Technical Advisor Sur Amazonia	
9	Yon Diaz		Technical Advisor Guaviare	
10	Karolina López		Technical Advisor Meta	
11	Andrea Guzmán		Technical Advisor Antioquia	

12	Aura Robayo Castañeda	Embassy of Norway	Asesora Clima y Bosques	22/11/2022
13	Elise Christensen		Enviada especial Clima y Bosque	
14	Santiago Aparicio	DNP	Ex Director de la Dirección de Ambiente y Desarrollo Sostenible	2/12/2022
15	Andrés Marmolejo	MADS	Jefe de Oficina de Asuntos Internacionales	7/12/2022
16	David Olarte	MADS	Ex Jefe de Oficina de Asuntos Internacionales	29/11/2022
17	Edersson Cabrera	IDEAM	Coordinador SMBYC	16/12/2022
18	Marlene Velásquez	MADR	Coordinadora de Cadenas productivas del sector forestal, Dirección de Cadenas Agrícolas y Forestales	28/11/2022
19	Carlos Mario Betancur	FINAGRO	Director Forestal	30/11/2022
20	Tatiana Watson	Presidencia	Coordinadora de la Estrategia de Contratos de conservación natural, Asesora Consejería para la Estabilización y Cumplimiento	28/11/2022
21	Javier Ortiz	TFA	Coordinador para América Latina	24/11/2022

Table 6. Field in person interviewees

1	Gabriel Collazos	ASOFORES	Representante legal	9/11/2022
2	Hernando Rodríguez	Reserva Natural El Encanto	Propietario Reserva Natural El Encanto	9/11/2022
3	John Jairo Rincón	Reserva Natural Portal del Sol	Propietario Reserva Natural Portal del Sol	9/11/2022
4	Braian Bolívar	Corpocampo	Técnico de planta en Corpocampo	9/11/2022
5	Gimena Ramírez	Corporación Fin del Mundo	Representante legal Corporación Fin del Mundo	10/11/2022
6	Magdoli López	Hornoyaco	Propietaria predio con la cascada Hornoyaco	10/11/2022
7	Argenis Lasso	CORPOAMAZONIA	Directora Territorial Putumayo CORPOAMAZONIA	11/11/2022
8	Luis Alexander Mejía	CORPOAMAZONIA	Director CORPOAMAZONIA	11/11/2022
9	Cristhian Vallejo	CORPOAMAZONIA	Líder de Negocios Verdes, CORPOAMAZONIA	11/11/2022
10	Belén Ojeda	GGGI	Asociada Senior Regional Sur de la Amazonia	11/11/2022
11	Oscar Zambrano (virtual)	Gobernación del Putumayo	Contratista Secretaria de Turismo y Secretaría de competitividad	13/12/2022

12	Andrea Carolina Guzmán	GGGI	Asociada Senior Regional Antioquia	29/11/2022
13	Yomaira Rosales	Gobernación de Antioquia	Exdirectora de la Secretaría de Turismo	30/11/2022
14	Silvia Elena Gómez	Gobernación de Antioquia	Secretaria de Ambiente	30/11/2022
15	Diana Carolina Martínez	EPM	Profesional ambiental y social, gestora del equipo de gestión del entorno de la unidad de conservación del agua	30/11/2022
16	Sandra Zapata	Gerente de innovación	Ecoflora	30/11/2022
17	Natalia Ochoa	Coordinadora de sostenibilidad	Compañía colombiana de cacao	1/12/2022
18	Daladier Osorio	Extensionista	Compañía colombiana de cacao	1/12/2022
19	María Giraldo	Cueva de Morgan	Propietaria de la Cueva de Morgan	6/12/2022

5.5. Itinerary

Table 7. Data collection mission itinerary in Putumayo

Day	Time	Activity	Place
Martes 8 nov, 2022	6:20 pm	Vuelo: Bogotá - Puerto Asís Traslado de aeropuerto Victoria Regia	Bogotá- Puerto Asís
Miércoles 9 nov, 2022	8:00 - 9:30	Entrevista a Gabriel Collazos, Representante Legal ASOFORES	Puerto Asís
	9:30 - 10:10 a. m.	Visita a vivero CORPOCAMPO	Puerto Asís
	10:15 - 11:00 am	Visita a planta procesadora Puerto Asís Km 6	Puerto Asís
	2:00 - 3:30pm	Entrevista Hernando Rodríguez Plan de Negocios Reserva Natural El Escondite	Villagarzón
	3:30 - 4:30 p.m.	Recorrido pequeño por la reserva	Villagarzón
	4:30 pm	Reserva Natural Portal del Sol - Entrevista John Jairo Rincón	Villagarzón
Jueves 10 nov, 2022	9:30 - 11:00	Entrevista a Gimena Ramírez, Corporación Fin del Mundo	Mocoa, Entrada Fin del Mundo
	3:00 - 4:00 pm	Entrevista a Magdoli López, propietaria de Hornoyaco	Mocoa
Viernes 11 nov, 2022	8:00 - 9:30 a. m.	Entrevista Argenis Lasso, Directora Territorial Putumayo CORPOAMAZONIA	Mocoa
	10:00 - 11:00 a.m.	Entrevista a Luis Alexander Mejía, Director CORPOAMAZONIA	Mocoa
	12:00 - 1:00 pm	Entrevista a Belén Ojeda, Asociada Senior GGGI Sur Amazonia	Mocoa

	2:00 - 3:00 p.m.	Entrevista a Cristhian Vallejo, Líder de Negocios Verdes, CORPOAMAZONIA	Mocoa
	4:00 pm a 10:00 pm	Mocoa-Puerto Asís y vuelo a Bogotá	Puerto Asís
Martes 13 dic, 2022	4:30 - 5:30 pm	Entrevista a Oscar Zambrano (virtual), Gobernación del Putumayo, Secretaría de Turismo	Virtual

Table 8. Data collection mission itinerary in Antioquia

Day	Time	Activity	Place
Miércoles 30 nov, 2022	11:00 - 12:00 pm	Flight Bogotá - Medellín	Medellín
	3:00 - 4:00 pm	Entrevista a Andrea Carolina Guzmán, GGGI Antioquia	Medellín
Jueves 1 dic, 2022	8:00 - 9:00 am	Diana Carolina Gómez, EPM	Medellín
	8:00 - 9:30	Yomaira Rosales, Exdirectora Secreatria de Turismo, Gobernación de Antioquia	Medellín
	12:00 - 1:00 pm	Sandra Zapata, Gerente de innovación de Ecoflora	Medellín
	3:00- 4:00 pm	Silvia Elena Gómez, Secretaria de Ambiente Gobernación de Antioquia	Medellín
Viernes 2 dic, 2022	8:00 - 5:00 pm	Natalia Ochoa, Coordinadora de sostenibilidad, Compañía Colombiana de Cacao	Medellín
		Daladier Osorio, extensionista, Compañía Colombiana de Cacao	Maceo

Martes 6 dic, 2022		María Giraldo (virtual), Cueva de Morgan	Virtual
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5.6. Interview questionnaire

Table 9. Interview protocols

Questions	GGGI country staff	Embassy of Norway staff	Representatives from MADS, MADR, IDEAM, DNP	Subnational governments	Other projects	Beneficiaries
Introduction						
What is your position?	X	X	X	X	X	X
How long have you been involved in the project and what is the nature of your involvement (specific activities)?	X	X	X	X	X	X
1. Relevance						
1.1. How does the program align with and support Colombia's international commitments including the revised Nationally Determined Contribution (NDC), the Sustainable Development Goals (SDGs), and the ongoing work of Norway in Colombia under the joint declaration of intent (JDI)?	X	X	X			
1.2 How does the program align with NICFI's strategic objectives?	X	X				
1.3 How does the program align with GGGI's Strategy 2030 and Country Planning Framework 2015-2020 targets and activities?	X					
1.4.1 How has the program contributed to Colombia's National Development Plan 2018-2022 goals?	X		X			
1.4.2 How does the program align with and support the draft NDP 2022-2026?	X		X			
1.4.3 How does the program align with and support the priorities in the regions where it is working?	X		X	X		
1.5 Has the intervention been coordinated with other initiatives to seek complementarity and synergies?	X	X	X	X	X	

Questions	GG GI country staff	Em bas sy of Nor way staf f	Represen tatives from MADS, MADR, IDEAM, DNP	Subna tional r gover nment s	Othe r proj s	Benef iciarie s
1.5.2 To what extent does the project support (and not duplicate) activities and objectives not addressed by other projects or programs, including other technical assistance projects financed by Norway which are linked to deforestation control and sustainable livelihood options in Colombia?	X	X				
2. Effectiveness						
2.1.1 To what extent have intended outputs been delivered and are on track to be delivered at the national and subnational levels?	X	X	X	X		
2.1.2 To what extent have issues of gender, poverty, and social inclusion been addressed in the delivery of program outputs?	X	X	X	X		
2.1.3 To what extent has the program made progress towards achieving the impact and outcomes indicators?	X	X	X			
2.1.4 To what extent has the project achieved the expected outputs?	X	X	X			
2.1.5 Is the Program contributing to the reduction of deforestation in the long term in the areas where the Program has focalized actions?	X	X	X	X		
3. Efficiency						
3.1 Adaptive management						
3.1.1 Which systems do you use to identify risks? Which risks have you encountered during implementation? How have you managed them? Including those specific to Covid 19 disruptions?	X	X	X	X		
3.1.2 What was the quality of the risk mitigation strategies developed? Were they enough?	X	X	X	X		
3.1.3 Is the program effectively and efficiently addressing safeguards and the cross-cutting issues defined by the rules by the Norwegian Grant Management System?	X	X				
3.1.4 How were the lessons derived from the adaptive management process documented, shared with the main partners and internalized by them?	X					

Questions	GGGI country staff	Embassy of Norway staff	Representatives from MADS, MADR, IDEAM, DNP	Subnational governments	Other projects	Beneficiaries
3.2 Management and project implementation						
3.2.1 Are the arrangements to support coordination and decision making within the program – between GGGI, the Embassy of Norway and the national and regional governments - working well?			X	X		
3.2.2 Is the personnel at regional level offering relevant advice to the local government and other stakeholders?	X	X	X	X		
3.2.3 Has the project experienced any delay in its implementation? If so, why?	X	X	X	X		
4.Sustainability						
4.1.1 Has the project devised a solid sustainability strategy? Does it include a specific exit strategy? Is it being implemented?	X	X	X			
4.1.2 What governance frameworks/policies/structures/processes could affect the sustainability of the project benefits? How?	X	X	X		X	
4.1.3 What technical, social and/or political conditions could affect the sustainability of the project results? How?	X	X	X			X
4.1.4 What activities would require financial support after the end of the project in order to maintain its results?	X	X	X			X
4.1.5 What results should normally be maintained without additional resources?	X	X	X			
4.1.6 Are there biophysical factors that may affect the sustainability of the project results? How?	X	X	X			
4.2.1 Could you tell me what the expected results of the project and its activities are?			X	X		X
4.2.2 What communication mechanisms or activities has the project implemented? Who have they been addressed to?	X	X	X			
4.2.3 How did you receive the information about the project? Has this information been useful?		X	X	X	X	X
4.2.4 How has the project been capturing the project's lessons learned?	X	X				
General						
What lessons can be learned from the implementation of this project?	X	X	X	X		X

Questions	GG GI cou ntry staff	Em bas sy of Nor way staf f	Represen tatives from MADS, MADR, IDEAM, DNP	Subna tional r gover nment s	Othe r proj ects	Benef iciarie s
Do you have any recommendations?	X	X	X	X		X

5.7. Assessment of progress towards expected results

Table 10. Progress towards results matrix at impact level

Component 1 Impact Indicators	Target	Means of Verification	Start	Planned end	Status (as of January 2023)
Subnational development plans for the periods 2020-2023 influenced	4	Officially adopted plans that incorporate Sustainable Landscapes/reduced deforestation targets	Jan-2020	Aug-2020	Overachieved in Y1, 10 plans adopted.
<p>10 plans - 9 Subnational development plans and 1 environmental authority action plan completed by 250% and adopted by subnational and municipal governments in 2020. The adoption dates are as follows:</p> <p>The governors/assemblies of the Departments of:</p> <ol style="list-style-type: none"> 1) Meta (May 1, 2020) 2) Guaviare (July 15, 2020) 3) Antioquia (May 30,2020) 4) Nariño (June 25, 2020) 5) Corpoamazonía´s Action Plan (June 4, 2020) by its director and the management board. <p>The mayors/city councils of the following municipalities:</p> <ol style="list-style-type: none"> 6) Vista Hermosa (May 31, 2020) 7) La Macarena (July 2, 2020) 8) Barbacoas (June 2, 2020) 					

9) El Charco (June 10, 2020) 10) Remedios (May 31), 2020)					
Green sustainable financial instruments implemented in two (2) prioritized regions	1	Official documents where the instrument's attributes, procedure, disbursement, decision making, and-or description are given	Mar-2020	Oct-2022	Completed Y3
Minagricultura has confirmed that the Incentive for Rural Capitalization (indicator 1.3.1.2) was approved on July 8, 2022 - permitting cattle ranchers in unsuitable areas to receive the incentive to implement agroforestry arrangements. This will be piloted with 678 M COP from the national budget of Minagricultura and implemented by Finagro in Caquetá, Putumayo, and Guaviare. The official communication of the ICR is found here and the details of the ICR here .					

2 Impact Indicators	Target	Means of Verification	Start	Planned end	Status
Hectares under sustainable/restorative productive systems and under adoption/implementation	50,000 ha (7.14% of National Development Plan's goal) by 2023	Document/report with landscape plan, promotion strategy and level of adoption	Mar-2020	Feb-2023	

1. “Strengthening the coconut chain - ACAPA3.”- Nariño – 900 ha under conservation - achieved as part of the					
Investments mobilized	30 million USD by 2023	<ul style="list-style-type: none"> Investment proposals Financial models 	Mar-2020	Feb-2023	
<p>1. “Strengthening the coconut chain - ACAPA3.”- Nariño – 480 K USD investment commitment via Lol.</p> <p>2. “Açaí Dream - AMAPURI” – Putumayo – USD 2M</p> <p>3. “World’s first natural blue food colour additive from Colombia – Ecoflora” – Antioquia – USD 3.8M</p> <p>4. “Orinoquía Agroforestal Sostenible (OAS) – Campo Capital” – Meta –USD 20M</p> <p>5. “Production Ecosystems with the Colombian Cacao Company – Compañía Colombiana de Cacao” – Antioquia – USD 3M</p> <p>6. “Juananmbu Canyon Ecotourism Park” – TBD</p> <p>7. “Sosty” – Meta – USD 1.5 M approx</p> <p>8. “Amazonian fruit freeze-drying plant with a sustainable energy system” – Guaviare – ASOPROCEGUA - USD 1 M approx</p> <p>9. Nariño Public Project - Nature Based Tourism Flora and Fauna Look Outs - 2.5 M USD (public)</p>					
<p>Total Private expected mobilization: USD 34.1 M / 113% of target.</p> <p>Important to reiterate that for private-led projects, the PPTAF’s exit point is with the Letter of Intent between the investor and project developer, whereby the final investment in USD and timelines will be outlined. For public projects, GGGI’s official commitment is to design and structure the three projects. However, GGGI as part of our subnational intervention, is to support that the projects become approved by the appropriate public funding source and not archived. project developer.</p>					

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Table 11. Progress towards results matrix at outcome/output level

Outcome / Output/ number	Indicators	Overall targets (Year 1 – Year 3):	Milestones			Comments on progress (as of October 2022)
			Year 1 (Mar 20 – Feb 21)	Year 2 (Mar 21 – Feb 22)	Year 3 (Mar 22 – Feb 23)	
1.1.1.1	Amount of flexible resources allocated to enhance deforestation control capacities and/or actions	Up to USD 200K allocated and disbursed by 2023	Up to 66k	Up to 66k	Up to 66k	Y1 – 80,905 (actual) Y2 – 84,650 (actual) Y3 – 63,261 (actual + hard commitment) Total execution: 219,861 (actual) 99%
1.1.2.1	Number of SMByC financial sustainability strategy drafted with IDEAM, MADS and MHCP	One (1) by 2021	0	1	0	
1.1.2.2	Number of integrated restoration monitoring systems/tools developed as a complement to current MRV support from SCF for deforestation monitoring	One (1) by 2022	0	0	1	

1.1.2.3	Number of proposals submitted to DNP for an early warning information platform to guide public investment decisions and prevent deforestation and the expansion of the agricultural frontier	One (1) by 2022	0	1	0	<p>1. Development of non-deforestation criteria and indicators for public investment projects approved by the DNP and Minambiente in Y2.</p> <p>2. A proposal on the technological tool design for an early warning information platform was submitted to DNP.</p>	
1.1.3.1	Number of events with an international, National and Subnational scope about best practices and knowledge on GG/Sustainable Land Use/REDD+ implemented jointly with MADS	Up to 15 events (12 national/subnational, and 3 international) implemented by 2023	Up to 5	Up to 5	Up to 5	<p>Development of non-deforestation criteria and indicators for public investment projects approved by the DNP and Minambiente in Y2.</p> <p>2. A proposal on the technological tool design for an early warning information platform was submitted to DNP.</p>	
1.1.3.2	Number of forest monitoring seminars technically supported	3 forest seminars technically supported by 2022	1	1	1	This indicator existed in the first version of the project and it is not reported anymore in the last quarterly report	

1.2.1.1	Number of inclusive Sustainable Landscapes/deforestation reduction goals integrated into Department-level planning instruments aligned with NDP's priorities	At least four (4) inclusive Sustainable Landscapes/deforestation reduction goals integrated into Department-level planning instruments aligned with NDP's priorities by 2020	4	0	0	4 by 2020 250% - 10 plans	
1.2.1.2	Number of proposals for a scoring system to evaluate deforestation risks in Royalties projects submitted to DNP as a way to promote deforestation-free investments at the subnational level	One (1) proposal for a scoring system to evaluate deforestation risks in Royalties projects submitted to DNP as a way to promote deforestation-free investments at the subnational level by 2021	0	1	0	The Incorporation of non-deforestation criteria and indicators for public investment projects is completed. At present, GGGI is supporting the DNP to manage the incorporation of non-deforestation criteria in the General Royalties System.	

1.2.1.3	Number of capacity building events for sustainable landscapes/deforestation reduction integration into planning instruments through certificated trainings	Three (3) capacity building events on sustainable landscapes/deforestation reduction planning for deforestation reduction by 2022	0	2	1		
1.2.1.4	Number of Green Municipalities Program proposals submitted	1 Green Municipalities Program proposal submitted by 2022	-	-	1 Green Municipalities Program proposal submitted		
1.3.1.1	Number of proposals with roadmap for the verification mechanism of zero deforestation condition for financial instruments under pilot implementation for at least one key instrument	One (1) proposal with roadmap for the verification mechanism of zero deforestation condition for financial instruments under pilot implementation for at least one key instrument by 2022	0	0	1		

1.3.1.2	Number of green agricultural sustainable financial instruments implemented in two (2) prioritized regions defined jointly with MADS/MADR/FINAGRO/SCF	At least one (1) green agricultural sustainable financial instruments implemented in two (2) prioritized regions defined jointly with MADS/MADR/FINAGRO/SCF by 2022	0	One (1) green sustainable financial instruments implemented in one (1) prioritized region	One (1) green sustainable financial instruments implemented in one (1) prioritized region	100% - ICR approved on July 8, 2022, piloted with 678 M COP from the national budget of Minagricultura and implemented by Finagro in Caquetá, Putumayo, and Guaviare.	
1.3.1.3	Number of environmental and social standards integrated into FINAGRO's loan disbursement and decision-making process and pilot tested	One (1) set of environmental and social standards integrated into FINAGRO's loan disbursement and decision-making process and pilot tested by 2022	0	0	1	100% completed in Y2 – ESS policy, gender policy, & ESMS operational manual pilot completed. Pilot implementation with Finagro's financial institutions was extended until December, 2022.	

2.1.1.1	Number of inclusive Nature Based Tourism Promotion and Investment Plans designed and under early implementation in prioritized jurisdiction in coordination with the Sustainable Colombia Fund	Two (2) inclusive Nature Based Tourism Promotion and Investment Plan designed and under early implementation in prioritized jurisdictions in coordination with the Sustainable Colombia Fund by 2022	0	1	1	Plans formulated: 4 - Meta, Guaviare (adopted via ordinance), Putumayo, Nariño. Early implementation: Nariño & Guaviare under early implementation. Antioquia under formulation.	
2.1.1.2	Number of inclusive subnational cattle-ranching reconversion programs formulated and under implementation	At least two (2) by 2023	0	1	1	Pilot project implemented in Nariño, programs being structured in Meta and Nariño.	
2.1.1.3	Number of Sustainable Livestock policies adopted	At least two (2) by 2022	1	1	0	100% - Policy adopted by resolution on April 19, 2022.	

2.1.1.4	Number of Subnational Sustainable Livestock roundtables action plans supported at Department level	133% - 4 plans supported and approved	At least three (3) by 2022		0		
2.1.1.5	Number of subnational PES Programs that have been designed and implemented	At least two (2) by 2023		2	1	Y1 - 3 subnational PES programs profiles designed and delivered (Antioquia, Meta, RAPPacífico/Nariño) Y2/Y3 - Implementation underway in Antioquia and Nariño using PES as an Environmental Investment under the CRA Resolution 907 of 2019	
2.1.2.1	Number of zero deforestation agreements 3-year plans implemented (beef) with the involvement of local/regional level stakeholders	One (1) by 2023	0	0	1	66% - Plans for 2020 and 2021 implemented. 2022 plan under implementation.	

2.1.2.2	Number of information/traceability systems for sustainable livestock with an emphasis in zero deforestation in place aligned with CIAT	One (1) by 2023	0	0	1	In progress - 2 traceability systems underway: 1. Livestock traceability protocol designed - pilot stage underway. 2. A proposal for a protocol to assess and monitor persistent forestry land use with remote sensors delivered.	
2.1.2.3	Number of innovative awareness campaign designed and implemented boosting sustainable demand aligned with the TFA2020 Colombia (and CIAT)	One (1) by 2022	0	1	0	Progress Bar Y2 - ToRs were developed for a market study to manage the risk that zero-deforestation agreements had taken longer than expected to determine their MRV protocols/procedures. Y3 – Risk mitigated with no-cost extension and the campaign is under design. 30% complete – Campaign action plan designed.	
2.1.3.1	Number of strategies to promote the forest economy at the jurisdictional level	Two (2) by 2022	0	2	0	66% - Guaviare (Y1) and Nariño (Y2) complete and adopted via ordinance. Antioquia under construction (Y3)	

2.1.3.2	Number of information barriers for de-risking and investment promotion of forest economy activities have been overcome	Two (2) by 2022	1	1	0	<p>1. 10 benchmark models & the calculation tool for the minimum profitable unit delivered (Y2) and presented to national and subnational entities (Y3).</p> <p>2. Forest Economy Data Observatory is operational.</p>	
2.1.3.3	Number of technical guidelines adopted by sectors for the incorporation of forest economy combined with the main land uses in Colombia (livestock, agriculture and restoration)	Two (2) by 2021	1	1	0	<p>"120% - 6 guidelines completed 5 forest economy guidelines delivered (Y2) and presented to national and subnational entities (Y3). One (1) guideline for ASOFORES. A 7th guideline is being developed with CAMACOL"</p>	

2.1.3.4	Number of financial instruments (adjustment or new) designed and under pilot implementation for the promotion of the forest economy	At least one (1) by 2023	0	0	1	Investment Fund has been well received by the new national government. It is expected to continue presenting it so that it becomes an instrument of interest of the new government and is given the necessary support for its implementation. The indicator remains at risk as there is a need for funding (to assume a first loss) and structural change	
2.2.1.1	Number of projects designed and structured (disaggregated by private and public sector)	<ul style="list-style-type: none"> • 8 private-led projects by 2023 • 3 public-led projects by 2023 	3	4	4	36% - 4 projects of 11 projects completed their structuring. Private: 1. ACAP3 – Technical assistance completed. Public: 2. Nariño - until feasibility stage 3. Antioquia - until pre-feasibility stage 4. Meta – until feasibility stage.	

2.2.1.2	Expected total number of direct and indirect beneficiaries impacted (disaggregated by gender)	<ul style="list-style-type: none"> • 3000 by 2023 • 75% of beneficiaries categorized as vulnerable, including women, children, indigenous groups and marginalized member of the community 	1000	1000	1000	This indicator will be calculated once the first cycle of projects to receive technical assistance and investor matchmaking is complete.	Yellow background
2.2.1.3	Expected volume of finance to be leveraged as a result of GGGI Project Preparation support (disaggregated by public and private sources)	US\$ 30 M by 2023	5	10	15	<p>In progress - USD 480 K investment commitment for ACAPA3.</p> <p>A risk has been identified in the completion of this indicator given the current uncertainty for investor's caused by the cascade of global and local factors.</p>	
2.2.1.4	Number of projects marketed to local and international investors	26 by 2023 (including 15 new projects / startup from the Greenpreneurs Program)	6	10	10	All projects presented to investors in Years 1&2	Green background

2.2.1.5	Number of projects designed and presented for further structuring to the royalties' system					133% - 4 concept notes completed, 3 presented to SGR OCAD-PAZ and/or ENVIRONMENTAL ALLOCATION	
2.2.2.1	Government endorsement for the integration of GGGI-PPF into existing national financing vehicle or government institution	The Project Preparation Facility is integrated into a national financing vehicle or government institution	0	0	1		
2.2.2.1	integration of GGGI-PPF into existing national financing vehicle or government institution	The Project Preparation Facility is integrated into a national financing vehicle or government institution by 2023				GGGI has initiated conversations with DNP to include the PPTAF in the framework of the "Corredor de Finanzas del Clima" and the initiative of the CFA. The objective is to support the process in the aspects that DNP consider relevant. CFA is preparing the legal documents for review by the parties.	
2.2.2.2	Number of events/conferences featuring PPF case study, experience, success story and operating manual	4 by 2023	4			Government endorsement for the integration of GGGI-PPF into existing national financing vehicle or government institution	

2.2.2.3	Number of online capacity building training program developed and implemented				1	
2.2.2.4	Number of individuals trained (disaggregated by gender;disaggregated by public/private)	• 500 by 2023			500	• 50% of participants from vulnerable groups
2.2.2.5	Number of trained government officers in SGR that can replicate how to access royalties from environmental allocations at the subnational level (disaggregated by gender)	40 by 2023			0	57% - Y1 – 23 (10 women / 13 men)

2.2.3.1	Number of new/aspiring entrepreneurs supported (disaggregated by gender)	Thirty (30) new/aspiring entrepreneurs supported (disaggregated by gender) by 2023 (40% women /indigenous/vulnerable communities)			15	2nd cohort in progress – 47% women and 1 indigenous representative.
2.2.3.2	Number of projects marketed to local and international investors	Twenty (20) projects marketed to local and international investors by 2023			20	50% – 10 Greenpreneurs from the first round have presented the investment pitch as a condition to finalizing the Greenpreneurs Colombia Program.
2.3.1.1	Amount of flexible resources allocated to support deforestation control	Up to USD 483K allocated and disbursed by 2023				Y1 – 44,071 (actual) Y2 – 203,076 (actual) Y3 – 140,955 (actuals + hard commitments) 73% - Total = 354,021 (actual)

5.8. Management Response to the Mid-Term Evaluation of Norway-Colombia-GGGI Green Growth Programme 2020-2023

Introduction

GGGI appreciates the report on the Mid-Term Evaluation of Norway-Colombia-GGGI Green Growth Programme 2020-2023. The purpose of the mid-term evaluation was to “assess the continued relevance of the intervention and the progress made towards achieving its planned objectives, as well as to identify lessons learned and make recommendations to strengthen the Program’s results and management in the final year of the project”. The mid-term evaluation was not specifically included in the design of the three-year project; though the project originally planned to include a final project evaluation. Further to the discussions with the Embassy of Norway in Bogota, GGGI commissioned a mid-term evaluation in 2022 to inform the design of a new phase of the Norway-Colombia-GGGI Green Growth Program. However, Norway informed GGGI in February 2023 that funding was not available for a third phase of the partnership.

GGGI Colombia team, the LAC regional office, the Internal Evaluation Unit of GGGI (IEU) and the Embassy of Norway in Colombia participated in the development of the terms of reference for the consultancy, and the evaluation of bids (with the exception of IEU for this step) that resulted in the selection of the external evaluation firm. As part of the evaluation, the external evaluators undertook desk research of key documents, remote interviews to GGGI, Embassy of Norway, national and subnational counterparts and field visits to two priority regions (Putumayo and Antioquia), where the interviews were complemented with interviews with local partners and beneficiaries.

The findings of the evaluation were reviewed, and feedback provided by GGGI Colombia, the IEU and the Embassy of Norway. Later on, this Management Response was prepared by GGGI Colombia and reviewed by the LAC regional office and IEU.

This note presents GGGI’s response to the evaluation report’s recommendations. It is intended to be used by GGGI’s management and GGGI’s Council to support the monitoring and oversight of the implementation of the proposed actions. The management response is composed of several elements (1) whether GGGI agrees, partially agrees, or disagrees with the recommendation; (2) what is GGGI’s proposed actions to address the recommendation; (3) who is responsible for the implementation of the individual actions; and (4) the proposed timing that the actions will be completed. Given Norway’s decision regarding funding, GGGI has changed the order of the recommendations giving focus to the need for an exit strategy for the current project, as subsequently the strategy for designing future interventions in Colombia and approaching resource partners.

This note addresses six of the seven recommendations outlined in the final evaluation report. The seventh recommendation is targeted solely towards the Embassy of Norway and, thus, beyond the scope of GGGI’s authority to respond.

The GGGI Colombia Program led the preparation of this note, following guidance from GGGI’s Impact and Evaluation Unit (IEU). GGGI’s Management Team approved the note. Responsibility for monitoring the implementation of the recommendations will lie with GGGI’s Country Representative for Colombia and the Regional Director for Latin America and the Caribbean.

Response to the recommendations

Recommendation	Agree/ partially agree/ disagree	Management response	Responsible	When
<p>Recommendation 4. In line with findings on the sustainability of the programme's results, GGGI Colombia should strengthen the exit strategy of the programme, particularly taking into account that resources for a third phase may not be mobilized or can take time to be mobilized. Such an exit strategy should identify results, based on the ToC, the results framework and this MTR, and identify measures to ensure their sustainability. In this particular case, the exit strategy should try to continue strengthening the legal, policy and regulatory framework, governance and technical capacity at the same time it explores ways of promoting the sustainability of programme's results vis a vis the 2024 municipal elections, increases the scale at the regional level, follows up on the committed funds and further integrates climate change adaptation. This exit strategy should be implemented if resources for a third phase are not mobilized, or while resources for a third phase are mobilized. If and when resources for a third phase are mobilized, the exit strategy would inform the design of the third phase.</p>	<p>Agree</p>	<p>GGGI has developed a Closing Strategy for the Programme to ensure the sustainability of the products and processes of the Norway-GGGI-Colombia Green Growth Program. It has been built considering the needs and government plans of the national and local governments. In particular considering the National Development Plan 2022-2026 approved on May 5 2023 and the subnational electoral process that will see local Government Plans being developed during 2023.</p> <p>The Closing Strategy is organized into four central aspects for the sustainability of processes and results: Political sustainability; Technical sustainability; Financial sustainability; and Knowledge sustainability as well as two cross-cutting support areas: Communications and GESI (the latter one in line with recommendation 5 of this evaluation.</p> <p>This Closing Strategy will be executed during the last months of implementation of the Norway-GGGI-Colombia Green Growth Program with resources from the program.</p>	<p>Program manager</p>	<p>March 2023</p>
<p>Recommendation 1. In line with findings on relevance, effectiveness and sustainability if financial resources are available, the Embassy of Norway in Colombia should explore the possibility of funding a third phase of the programme, to foster the results of the second phase and considering the opportunity that the new government represents. If the Embassy of Norway does not have financial resources available, in line with above mentioned findings, GGGI</p>	<p>Agree</p>	<p>GGGI has been informed that the Kingdom of Norway will not be able to fund a third phase, However, based on the recommendation of this Evaluation GGGI will engage in with the Kingdom of Norway to explore possible funding of a third phase of the Programme.</p> <p>GGGI is actively engaging with other potential funders to build on the results of this second phase and will continue</p>	<p>GGGI Colombia Country Representative</p>	<p>August 2023</p>

Recommendation	Agree/ partially agree/ disagree	Management response	Responsible	When
<p>Colombia, with support from the Embassy of Norway in Colombia, should try to find other sources of funding for a third phase of the programme. Particularly in that case, a high political engagement could be useful.</p>		<p>to explore additional funding sources beyond Embassy of Norway funding should a third phase be awarded.</p>		
<p>Recommendation 2. In line with findings on effectiveness and sustainability, this third phase should continue some enabling environment aspects and strengthen some others, such as the forestry service, further channelling funding towards sustainability by not allocating loans to activities in deforested areas and offering concessional interest rates to sustainable activities and fostering the linkage with the peace strategy and the integral rural reform promoted by the new government. In any case, the third phase should switch its focus, putting a stronger emphasis on implementation at the regional level, leveraging what has already been designed and structured under the Greenpreneurs and the PPTAF, with a different team structure, with more staff in the region and with a larger set of complementary skills. This should try to achieve early successes and get low hanging fruits to scale up adoption. GGGI Colombia, and the Embassy of Norway in Colombia, if the funding source for the third phase, should also consider whether to further narrow down the geographic focus, with less regions and a clearer focus on specific hotspots.</p>	<p>Partially agree</p>	<p>GGGI agrees with the recommendation that in a third phase a stronger emphasis on implementation could be provided, but it is mindful that there may be important enabling aspects that may need further support, such as whether appropriate enabling planning and consultations have been carried out with local stakeholders.</p> <p>GGGI partially agrees with the evaluator's recommendation of a higher number of staff at the regional level as a strategy to support a higher emphasis on implementation. We believe that it is a valid strategy, but that an equally valid strategy is to strengthen local implementation through strategic partnerships which may not require a higher number of GGGI staff.</p> <p>GGGI agrees that a higher emphasis on implementation on a subsequent third phase could benefit from further narrowing down the geographic focus. This is also in line with the preferred approach of the current national government in its Deforestation Contention Plan which seeks to assign prioritized areas to different cooperating agencies in order to concentrate efforts.</p> <p>GGGI disagrees with the recommendation of not allocating loans to activities in deforested areas. GGGI believes, that allocating funds, including loans to sustainable activities in deforested areas can lead to</p>	<p>Proposal writing teams</p>	<p>As applicable according to proposal writing schedules</p>

Recommendation	Agree/ partially agree/ disagree	Management response	Responsible	When
		productive restoration and improved livelihoods. Improved livelihoods in these areas can also reduce the pressure for people to move to forested areas and clear the forest to undertake traditional unsustainable economic activities. Loans and other forms of financial support can be provided with safeguards and monitoring systems to ensure they do not lead to further deforestation. The Government of Colombia also includes restoration as a key strategy to reach its forest related NDCs and seeks to support improved livelihoods in deforestation hotspots to further reduce pressure in forested areas through its Deforestation Containment Plan.		
<p>Recommendation 3. In line with findings on effectiveness and sustainability of the programme's results, GGGI and the Norwegian cooperation should pay more attention to the development of ToCs and results frameworks when designing future programme and projects. If a third phase of the programme is to be approved, GGGI should finetune the ToC and results framework of the second phase of the programme. It should better structure the results framework, more clearly distinguishing and linking impact, outcome and output indicators and making the indicators SMART. To the extent possible, impact indicators should consider both actual implementation and mobilization and potential for implementation and mobilization. At a strategic level, it would be interesting to demonstrate or provide some insights on how the forest economy can replace fiscal revenues from oil and coal in the long term.</p>	Agree	<p>GGGI recognizes the need for improvement on its development of ToC and results framework with a clearer causality between activities, outputs, outcomes and impacts. GGGI also believes that improved SMART indicators lead to improved focus on implementation, better tracking of results and increased linkages to demonstrate the program ToC.</p> <p>GGGI keeps on investing on better results-based management (RBM) systems to improve its log frames and ToC and GGGI Colombia will integrate the improved institute's RBM tools in future proposals and programs.</p> <p>The program will also seek to better integrate economic modelling in its ToC creation and project implementation to give credence to prioritized activities.</p>	Proposal writing teams	As applicable according to proposal writing schedules

Recommendation	Agree/ partially agree/ disagree	Management response	Responsible	When
<p>Recommendation 5. In line with findings on the contribution to gender equality and women’s empowerment, GGGI Colombia should better monitor, report and communicate the gender approach of the programme. To that end, a specific section on the contribution of the programme to gender equality and women’s empowerment could be integrated in annual and quarterly reports’ templates, and, based on the information compiled through monitoring, and reported, a communication line on that topic, with a series of targeted messages, could be created and implemented. Partnerships with institutions leaders in that space, such as UN Women, could also be explored, for instance, for organizing a workshop on the role of women in controlling deforestation, protecting and restoring forests, and promoting a forest economy, which could showcase the work of the programme in this field. GESI should also be more structurally inserted in the knowledge related activities, such as monitoring systems and surveys.</p>	<p>Agree</p>	<p>Since the development of the proposal for the Norway-GGGI-Colombia Green Growth Program, GGGI has developed a Gender Strategy 2020-25 and Gender Action Plans for 2021-2022 and 2023-2024. GGGI has and will continue to strengthen the integration of GESI aspects in the design, implementation, monitoring and reporting of its programs.</p> <p>In 2021, GGGI designed an Environmental and Social Safeguards Toolkit. This Toolkit includes a card with criteria to analyse the products developed during the Norway-GGGI-Colombia Green Growth Program. For the remainder of, the Program, GGGI will use that card to integrate GESI as a key element in the <i>Closing Strategy</i>, to identify key GESI outputs and to highlight them in the quarterly and final Programme reports.</p>	<p>Program manager</p>	<p>October 2023</p>
<p>Recommendation 6. GGGI Colombia should more clearly present changes in the risk matrix to support oversight and program decision making. In particular, it should report the likelihood and potential impact of risks, their links to the results framework, the identified mitigation strategies, their implementation status and their effectiveness.</p>	<p>Agree</p>	<p>GGGI will enhance its risk matrix including more strongly social and environmental safeguards, and better inform Norway on how changes in the risk matrix are made. While it already considers likelihood and potential impact of risks in the determination of risks, it will report them to Norway to increase the transparency on how decisions are made, as well as report on the mitigation strategies identified, their implementation and their effectiveness. It will also report on how the risk management committee operates.</p>	<p>Program Manager</p>	<p>May 2023</p>