NAMA Facility

Colombia – Transit-Oriented Development (TOD)

Final Evaluation and Learning Exercise (ELE) Report & Management Response – Technical Component

August 2021

NAMA Facility

On behalf of

Supported by:

Federal Ministry for Economic Affairs and Climate Action

on the basis of a decision by the German Bundestag

Department for Business, Energy & Industrial Strategy

Danish Ministry of Climate, Energy and Utilities

European Commission

CIFF CHILDREN'S INVESTMENT FUND FOUNDATION

Overview

- Management Response: response to the recommendations made by the evaluation team in this Evaluation and Learning Exercise (ELE) report. Jointly written by the NAMA Support Project (NSP) and the Technical Support Unit (TSU) of the NAMA Facility.

- Evaluation and Learning Exercise Report: external and independent evaluation conducted by the consortium AMBERO and Oxford Policy Management.

ELE Colombia TOD
Management Response

Draft Version 11 January 2021

1 Background

In 2020, the Technical Component (TC) of the NSP Colombia TOD implemented by the Center for Clean Air Policy (CCAP) was subject to an independent end-of project Evaluation and Learning Exercise (ELE) conducted by an evaluation team led by AMBERO Consulting. The final ELE report is published on the NAMA Facility's website here.

It needs to be noted that only the NSP's TC came to an end in 12/2020. The Financial Component (FC) implemented by KfW will run until 12/2023, as of today.

The Technical Support Unit (TSU) is publishing this management response to the recommendations made by the evaluation team in their ELE report.

2 Response to Recommendations

Recommendations	Management Response		
Outcome 1: TOD concept is mainstreamed into policy and practice			
Recommendation 1	Activities	Responsible Entity	Timeline
The NSP Team should review its political engagement strategy so that the National Government endorses and defines a national TOD policy framework, thus facilitating CIUDAT's activities at city level.	Past/ongoing activities: The definition of a national TOD policy framework has been identified as one crucial milestone in the policy recommendations that were developed as part of the NSP's TC and were formally submitted to the CIDUAT Board in December 2020.	NSP-TC	During TC implementation
	Additional activities: It will be important for CIUDAT (implementing partner) and KfW, as the Delivery Organisation (DO) of the NSP-FC, to continue this political engagement during the FC implementation. When KfW requested a prolongation of the NSP's FC until 12/2023, Donors approved this request, but asked KfW to incorporate the recommendations of the TC's ELE in the FC implementation.	NSP-FC	During FC implementation

Recommendation 2	Activities	Responsible Entity	Timeline
Following the lesson in using the M&E / MRV study to enhance interest in the NSP by the involved cities, it is recommendable for the NSP to develop a "Toolbox" that facilitates Colombian cities in assessing, designing, developing and financing TOD projects, which can be used as an "entry point" to foster the replication effect of the NSP to other cities.	<u>Past / ongoing activities:</u> The policy recommendations (see above) include the suggestion to develop such a toolbox that shall further enable CIUDAT to market TOD activities. <u>Additional activities:</u> It falls within CUIDAT's responsibility to act on the policy recommendations where they find added value and need.	NSP-TC National Implementing Partner	During TC implementation During FC implementation
Recommendation 3	Activities	Responsible Entity	Timeline
The NSP Team should regularly apply Political Economy Analysis (PEA) to identify national and local champions, political constraints and opportunities for the NSP implementation.	<u>Past / ongoing activities:</u> NSPs are advised to continuously monitor and analyse the political, social and economic conditions in countries of implementation in order to identify opportunities and/or constraints for NSPs' implementation. In the Semi-Annual and Annual Reports, NSPs report on the national and political context, including changes to the legal or regulatory framework in the sector and/or for climate change in general but also changes in institutions or in key positions in ministries and possible effects.	TSU / NSP	Continuously monitored by NSP. Reported to TSU in Semi-Annual and Annual Report
Recommendation 4	Activities	Responsible Entity	Timeline
It is recommended to make a better use of Findeter's regional branches to maintain more regular interaction with cities, including the involvement of Findeter's commercial department to reach a wide number of municipalities and local investors and developers in the country.	<u>Past / ongoing activities:</u> Depending on an NSP's focus and scope, NSPs are encouraged to target different spheres of Government and stakeholders in their implementation concepts to ensure country-wide replication. The appropriateness of the NSP's scope and the identified implementation partners is evaluated as part of the Outline and Proposal assessment.	TSU / NSO	Outline / Proposal development (NSO) and Outline / Proposal assessment (TSU)

	Additional activities: It will be important for CIUDAT and KfW to continue marketing the concept of TOD measures. The recommendation was brought to the attention of KfW as the DO for the NSP-FC.	National Implementing Partner / NSP-FC	During FC implementation
Outcome 2: Investment gap for projects is closed			
Recommendation 5	Activities	Responsible Entity	Timeline
The preliminary phase of TOD projects should include beneficiaries' need assessment and community's engagement. These recommendations should be duly considered for the implementation of the next phases of the pilot projects (e.g. Feasibility Studies) as well as by other NSPs including TOD interventions.	Past / ongoing activities: When submitting an NSP Outline, Applicants / Applicant Support Partners are required to provide the definition of the target group, a needs analysis, indications on what will have changed for the target group(s) as a result of the NSP's intervention as well as information on how the target group(s) will be involved during the project development. For infrastructure projects this usually also entails community engagement.	TSU, Applicant/ ASP	Since the 1st Call
	In cases where an Outline was selected for the Detailed Preparation Phase and the NAMA Facility identified gaps, e.g. missing needs analysis or community engagement, conditions are formulated, which the Applicant /ASP needs to work from during the DPP. The same procedure can be applied for the entry into implementation.	TSU	Since the 4th Call
	Additional activities: The recommendation was brought to the attention of KfW as a Delivery Organisation (DO) for the NSP-FC.	NSP-FC	During FC implementation
	As part of feedbacks on NSP Outline submissions targeting TOD interventions, the TSU will	TSU	During Call management

	relate to lessons learned from the ELE and share the link to the ELE report.		
Recommendation 6	Activities	Responsible Entity	Timeline
The NSP (Financial Component) should develop and review the project schedule according to political and administrative calendars as it can help ensure that the implementation documents are readily available when the political opportunity comes (e.g. when a new administration or decision-maker is installed).	<u>Past / ongoing activities:</u> Risks related to political and administrative calendars apply to all NSPs and are an ongoing challenge. NSPs being implemented in such contexts are usually aware of those risks and plan accordingly.	NSP	During FC implementation
Recommendation 7	Activities	Responsible Entity	Timeline
Findeter should expand its financial portfolio to suit the particular conditions of the NSP cities and projects. In this respect, it is important to prepare an analysis that considers both the costs and the benefits of the proposed financing modalities.	<u>Past / ongoing activities:</u> When submitting an NSP Outline, Applicants / ASPs are required to provide a basic business model and justification for the chosen financial support instrument to demonstrate the feasibility of the financial intervention and its suitability to meet the needs of the market. In the NSP Proposal this analysis needs to be further substantiated. Once approved for implementation, NSP are bound to the Proposal, when implementing the FC and TC. If an NSO realises that parts of the concept, e.g. the proposed financial support mechanisms, are not feasible anymore or do not respond to current market developments, NSOs can request conceptual changes from the Board of the NAMA Facility.	TSU / NSP	Since the 4th Call
Outcome 3: Demonstration of the GHG mitigation potential and co-benefits of TOD projects			
Recommendations 8, 9 & 10	Activities	Responsible Entity	Timeline

Recommendation 8: The NSP's knowledge sharing platforms and alternatives should be improved by exploring new communication and visibility tools (e.g. web-based knowledge platform) and replicating robust examples like the online M&E toolkit. **Recommendation 9:** The NSP should put more effort in exchanging lessons and knowledge with other relevant urban sustainability programmes and related Development Partners. As TOD demonstration and replication is the key for the NSP success, the NSP should maximise the opportunities for learning and knowledge sharing, and this may mean opening up to follow-up and draw lessons from TOD initiatives originated and/or being executed outside the NSP**.** **Recommendation 10:** Internal learning processes should be built up in the NSP functioning. This should entail regular moments of identification, analysis, joint reflection, and integration of lessons. This is particularly important in this phase of handover between the Technical Component and Financial Component, but it should not be neglected during the Financial Component implementation. Regular reviews of the focus and scope of the NSP and Findeter's and CIUDAT's ability to deliver on them should also be conducted to	<u>Past / ongoing activities:</u> In 2019 the NAMA Facility's knowledge creation strategy was approved by the NAMA Facility Board. It was accompanied by a 3-year work plan. One of the Work Packages requires all NSPs entering DPP to formulate their own knowledge and learning goals. The NAMA Facility has the objective to encourage and support NSPs to define structured approaches to knowledge creation and sharing.	TSU	2019 (for NSPs from the 6th Call onwards)
	Shortly after the ELE was finalised, the NSP's TC team organised several webinars to disseminate the lessons learned from the ending TC. Recordings are available on CCAP's website.	NSP-TC	During TC implementation
	<u>Additional activities:</u> Findeter's website includes a subpage on the NSP Colombia TOD, in which TOD principles are explained and several publications and studies are shared. The recommendation will be brought to KfW's attention so that the subpage can be updated as part of the continuing FC. Beyond that, it is expected that the launch of the pilots' feasibility studies as well as the eventual implementation of TOD principles will increase public visibility of the NSP in the coming years.	NSP-FC	During FC implementation
	As part of feedbacks to NSP Outline submissions that are similar to the NSP Colombia TOD, the TSU relates to lessons learned from the ELE and shares the link to the ELE report.	TSU	During Call management

ensure that prior execution structures do not become barriers for the NSPs to deliver on their commitments.			

Final Evaluation and Learning Exercise of the Technical Component of the "Colombia Transit Oriented Development NAMA Support Project"

NAMA Support Project Evaluation and Learning Exercises for the NAMA Facility

Transaction number: 81238912; Project processing number: 12.9097.2-108.00

Final Report

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October 2020

AMBERO Consulting Gesellschaft mbH

Oxford Policy Management

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AMBERO Consulting provides services to our clients in the field of international development. Since 2003, we have supported national and international development agencies in the design, preparation, implementation, and monitoring of small and large projects that improve living conditions around the world.

At the heart of our work is a dynamic team integrated in interdisciplinary networks worldwide. Our strength is to generate, mobilise, and apply tailor-made knowledge. As a result, we are able to quickly initiate projects together with internationally recognised experts and established partners in many places around the world. The technical focus of our work is: good governance and civil society; climate, environment, and biodiversity; and regional and economic development.

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We work in all areas of social and economic policy and governance, including health, finance, education, climate change, and public sector management. We draw on our local and international sector experts to provide the very best evidence-based support.

Disclaimer

The results and analysis included in the report are based on an external and independent evaluation conducted by the consortium AMBERO-OPM. The conclusions drawn in the report do not necessarily reflect the official views of the NAMA Facility and/or of the NAMA Support Project under evaluation.

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Preface

The NAMA (Nationally Appropriate Mitigation Actions) Facility was established in 2013 and has since received support from donors including Denmark, the European Union, Germany, and the United Kingdom. The NAMA Facility's vision is to 'accelerate carbon-neutral development to keep temperature increases to well below two degrees Celsius by supporting NAMA Support Projects (NSPs) that effect sector-wide shifts toward sustainable, irreversible, carbon-neutral pathways in developing countries and emerging economies. All NSPs with an overall duration of more than three years are subject to a mid-term and to a final evaluation and learning exercise.

The NAMA Facility's Technical Support Unit (TSU) functions as the secretariat of the NAMA Facility. The TSU commissioned AMBERO and Oxford Policy Management to conduct mid-term and final Evaluation and Learning Exercises (ELEs) for NSPs from calls 1, 2, 3 and 4.

Each ELE is conducted using the same Theoretical Framework (FW), which involves the application of a document review, participatory workshops, and stakeholder interviews to collect evidence about NSPs' results and lessons analysed using a Theory-based approach centred on the use of contribution analysis reinforced by elements of process tracing.

This document presents the findings of the **final ELE of Technical Component of the Colombia Transit Oriented Development (TOD) NSP.** The report has been reviewed by Marcela Tarazona (Technical Lead, NSP ELE Team) and Katherine Cooke (Interim International Expert A, NSP ELE Team). For further information, please contact vera@ambero.de.

Executive summary

This document presents the findings of the **final ELE of Technical Component of the Colombia Transit Oriented Development (TOD) NSP.** The ELE was undertaken during the period July-October 2020. In accordance with the Terms of Reference, this ELE sought to address the following questions:

- Has the NSP been achieving its results?
- Has the NSP started to trigger transformational change?
- What was learnt from the NSP so far?

More information about the key focus of this ELE and on the methodology followed can be found respectively in Section 1.2 and Section 2.

In 2014, *Financiera de Desarrollo Territorial* (Findeter) and the Center for Clean Air Policy (CCAP), with support from the Colombian Ministries of Transport, Environment and Housing and Territorial Development and the *Departamento Nacional de Planeación* (DNP), prepared and submitted to the NAMA Facility a preliminary proposal for a "**Colombia Transit Oriented Development (TOD) NAMA Support Project (NSP)**", which was approved for funding in 2016 after a long and intense preparatory period and several revisions. **The goal of the Colombia TOD NSP is to Transform Colombia's urban development model from outward urban sprawl to Transit Oriented Development that maximizes greenhouse gases (GHG) reductions and the co-benefits of public transit investment.** The NSP, like most NSPs, has been pursuing this goal under two components: Technical Component (TC) managed by CCAP and Financial Component (FC) managed by the German development bank KfW. The overall NSP implementation has been led by a newly created team within Findeter called "*Centro para Intervenciones Urbanas de Desarrollo Avanzado al Transporte*" (CIUDAT).

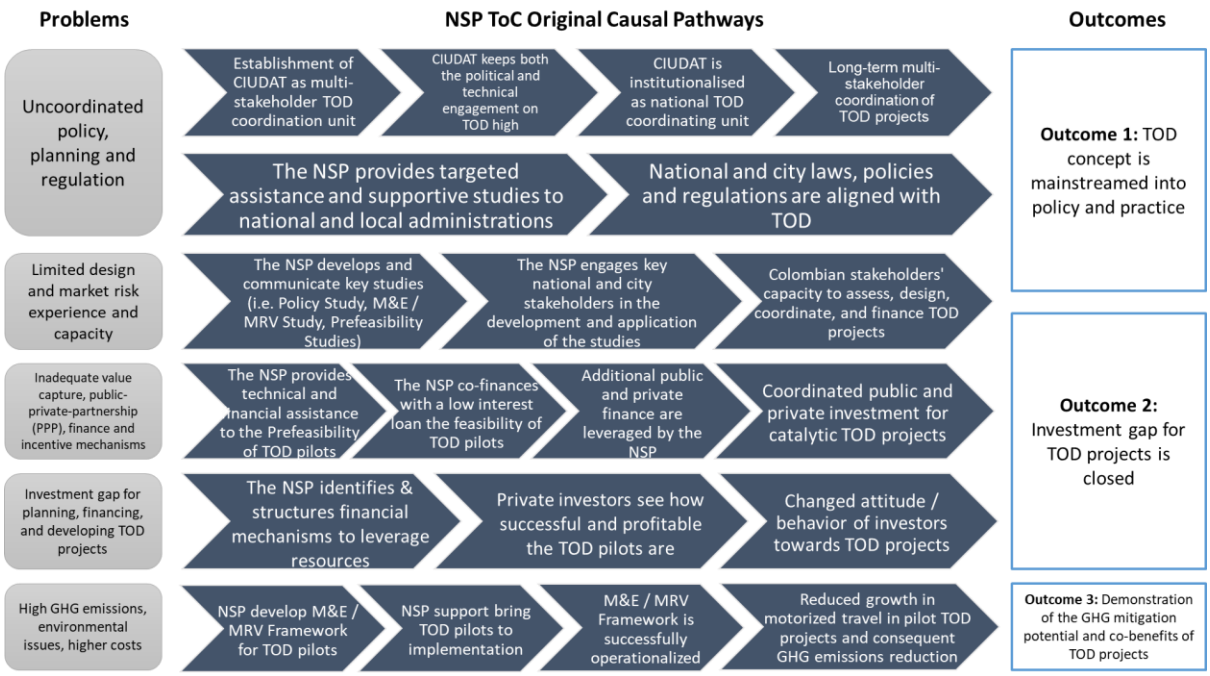
This report presents the findings of the Evaluation and Learning Exercise (ELE) of the Colombia TOD NSP. The ELE was supposed to cover both the Technical Component and Financial Component that were due to be completed by December 2019. However, for bureaucratic and other complications, the actual implementation status sees the Technical Component ending by December 2020, while the Financial Component is just getting started and it is in the process to request a formal extension of 3 years. Therefore, the ELE focused on the achievements of and lessons from the Technical Component implementation in light of the handover to the Financial Component. The ELE had three main Evaluation Questions (EQs) to focus on: (i) Has the NSP been achieving its results? (ii) Has the NSP started to trigger transformational change? (iii) What was learnt from the NSP so far?

The Colombia TOD NSP seeks to address four main barriers preventing urban development or renewal efforts in Colombia from becoming more aligned with TOD principles: (i) Uncoordinated policy, planning and regulation; (ii) Investment gaps for planning, financing and developing TOD projects; (iii) limited design and market risk experience; (iv) Inadequate value capture, public-private-partnership (PPP) finance and incentive mechanisms. In order to address these barriers, the NSP follows its Theory of Change, which can be exemplified by showing the causal pathways the NSP

planned to follow to move from the problem to its intended outcomes. The identified causal pathways are six and are illustrated in Figure ES-1.

The NSP is strongly aligned with global and national agendas for sustainable development and climate change. Colombia's National Government is committed to climate and urban sustainability and competitiveness agendas that the NSP is helping to strengthen and deliver. **Cities are also increasingly committed to sustainability, and the NSP, through its studies and tools, is providing both guidance and priority for multisectoral interventions**, and also producing some spaces in which the sectors can meet and discuss. **Developers are increasingly becoming engaged in urban renewal and/or TOD interventions as clients start demanding more sustainability and amenities from the developments, and the NSP can be expected to assist in this effort.** However, the fact that neither the developers nor the communities (i.e. city users) were sufficiently engaged during the NSP Technical Component phase may mean that some NSP key assumptions have not been tested, and that some unexpected behaviours be encountered during the pilot delivery or the subsequent TOD expansion or replication which are key for the NSP to reach its GHG mitigation goal.

Figure ES-1: Causal Pathways of the Theory of Change of the Colombia TOD NSP



In terms of the NSP's current contribution to its Intermediate Outcomes, the ELE found mixed results:

- **Intermediate Outcome 1 – Multi-stakeholder coordination (Green[1]):** The creation and continuity of CIUDAT has been achieved. CIUDAT is widely recognised as national TOD technical unit and it successfully provided technical coordination of national ministries. The political coordination worked less well, with variable success throughout the NSP in keeping the national ministries engaged.

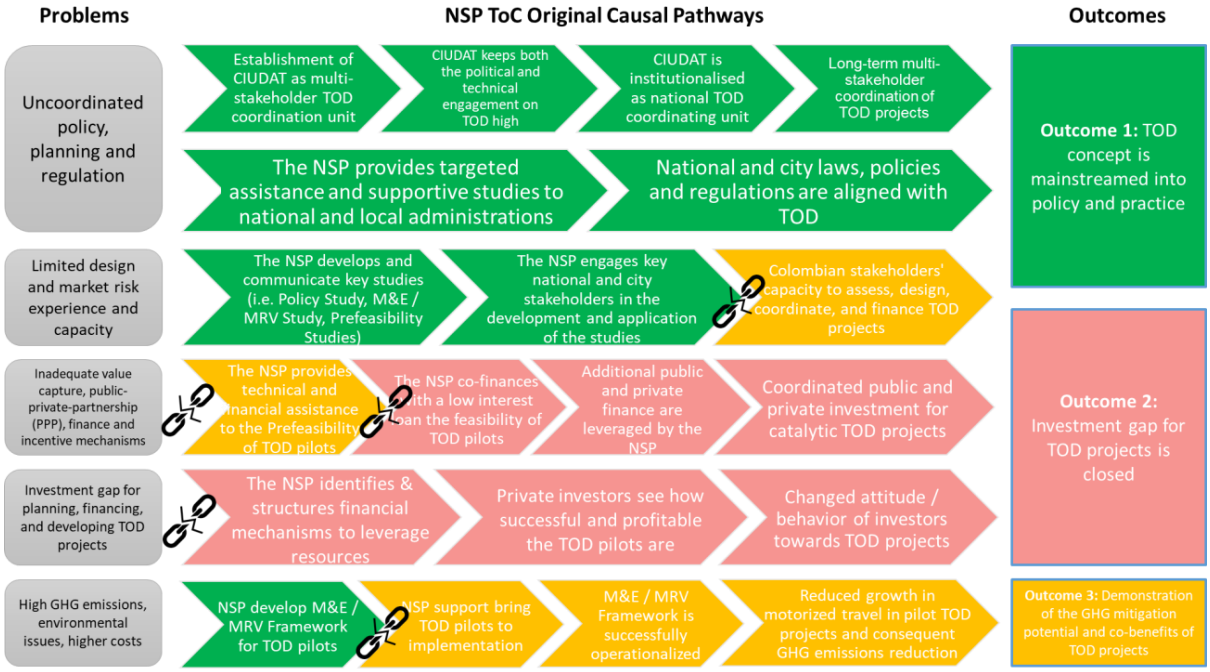
[1] The legend of the rating is the following: Good / Very good = Green; Problems = Amber; Serious deficiencies = Red.

- **Intermediate Outcome 2 – Integration of TOD in national and city policies and plans (Green)**: A limited number of national and local plans (in accordance with the logframe target) mention the TOD approach as a direct result of the NSP support, including the latest National Development Plan. Despite that, policy and regulatory gaps are still perceived as important obstacles to the use of TOD in Colombia.
- **Intermediate Outcome 3 – Enhanced stakeholders' capacity to assess, design, coordinate, finance TOD projects (Amber)**: The TOD concept is now understood by stakeholders who were directly involved in the NSP. This group does not include communities and city officials who did not work on the project, symptom of lack of public outreach. Although, the NSP created the tools for building cities' capacity, it put only limited effort in building it.
- **Intermediate Outcome 4 - Coordinated public and private investment for catalytic TOD projects (Red)**: There are significant risks for the actual mobilisation of additional finance by the NSP pilots, the main one being lack of flexibility by the NSP to tailor the financial instruments for TOD pilots to the city conditions and needs (see details in Section 4.2.4).
- **Intermediate Outcome 5 - Changed attitude / behaviour of investors towards TOD projects (Red)**: The NSP has shown it does not have a clear strategy to engage with private investors and urgently need to develop one for the success of the Financial Component.
- **Intermediate Outcome 6 - Reduced growth in motorized travel in pilot TOD projects and consequent GHG emissions reduction (Amber)**: The NSP is seen to have transformative mitigation potential only if it catalyses massive replication of TOD projects in Colombian cities, but, at this point, it is not possible to know if that will happen. The M&E / MRV framework developed is robust, flexible and in line with the national MRV system.

The evidence from the ELE suggests that the NSP has made contributions, some of them important, to the urban sustainability, transport and climate change agendas, but it is premature to say if it will have the transformational role that it intends to have. The importance of expansion and replication of TOD pilot projects for the NSP to deliver on its urban transformation, GHG reduction and co-benefits goals means that without the demonstration projects or more efforts to draw lessons from or exchange knowledge with TOD initiatives outside the NSP, the transformational potential that can be attributed to the NSP, along with the goals of GHG reduction and co-benefit generation, can only be very small. To the ELE, it is unclear if this replication effect is likely to be achieved in the long-term, but it is unlikely to happen in the short-term.

Figure ES-2 goes back to the NSP Theory of Change to test to what extent the original causal pathways and assumptions behind them have held.

Figure ES-2: Overview of NSP Causal Pathways Assessment



There are several issues that may affect positively or negatively the sustainability of the Colombia TOD NSP. The integration of TOD policy concepts into the National Development Plan of Colombia and the fact that CIUDAT will continue the work of promotion and implementation of TOD projects, from within Findeter, are two important factors in favour of NSP's sustainability. The low degree of flexibility of the financial instruments used for TOD pilots (see Section 4.2.4), the impact of the COVID-19 pandemic on Colombian cities and political changes will negatively affect the projects sustainability, if, *inter alia*, community engagement and developer ownership is not increased.

The ELE Team has identified 8 key groups of lessons (see Section 6 for all the lessons):

1) Importance of and need for a wide stakeholder engagement (bottom-up push of TOD)
2) Importance of and need for higher buy-in by national political actors (top-down push of TOD)
3) Importance of flexibility in the financial and technical design of TOD projects
4) Strategic clarity and regulatory stability are a crucial factor for TOD
5) Innovation takes time, but politics quite often will not wait
6) Need for strategically considering the COVID-19 Pandemic
7) More emphasis on knowledge and learning exchange is needed
8) CIUDAT needs to be supported with adequate resources

The table below presents the ELE's key recommendations grouped under the relevant ToC Outcome they would sustain:

Table ES-3: ELE's key recommendations grouped under the relevant ToC Outcome

Outcome 1: TOD concept is mainstreamed into policy and practice	
1	The NSP Team should review its political engagement strategy so that the National Government endorse and define a national TOD policy framework, thus facilitating CIUDAT's activities at city level.

2	Following the lesson in using the M&E / MRV study to enhance interest in the NSP by the involved cities, it is recommendable for the NSP to develop a "Toolbox" that facilitates Colombian cities in assessing, designing, developing and financing TOD projects, which can be used as an "entry point" to foster the replication effect of the NSP to other cities.
3	The NSP Team should regularly apply Political Economy Analysis (PEA) to identify national and local champions, political constraints and opportunities for the NSP implementation.
4	It is recommended to make a better use of Findeter's regional branches to maintain more regular interaction with cities, including the involvement of Findeter's commercial department to reach a wide number of municipalities and local investors and developers in the country.
Outcome 2: Investment gap for projects is closed	
5	The preliminary phase of TOD projects should include beneficiaries' need assessment and community's engagement. These recommendations should be duly considered for the implementation of the next phases of the pilot projects (e.g. Feasibility Studies) as well as by other NSPs including TOD interventions.
6	The NSP (Financial Component) should develop and review the project schedule according to political and administrative calendars as it can help ensure that the implementation documents are readily available when the political opportunity comes (e.g. when a new administration or decision-maker is installed).
7	Findeter should expand its financial portfolio to suit the particular conditions of the NSP cities and projects. In this respect, it is important to prepare an analysis that considers both the costs and the benefits of the proposed financing modalities.
Outcome 3: Demonstration of the GHG mitigation potential and co-benefits of TOD projects	
8	The NSP's knowledge sharing platforms and alternatives should be improved by exploring new communication and visibility tools (e.g. web-based knowledge platform) and replicating robust examples like the online M&E toolkit.
9	The NSP should put more effort in exchanging lessons and knowledge with other relevant urban sustainability programmes and related Development Partners. As TOD demonstration and replication is the key for the NSP success, the NSP should maximise the opportunities for learning and knowledge sharing, and this may mean opening up to follow-up and draw lessons from TOD initiatives originated and/or being executed outside the NSP.
10	Internal learning processes should be built up in the NSP functioning. This should entail regular moments of identification, analysis, joint reflection, and integration of lessons. This is particularly important in this phase of handover between the Technical Component and Financial Component, but it should not be neglected during the Financial Component implementation. Regular reviews of the focus and scope of the NSP and Findeter's and CIUDAT's ability to deliver

	on them should also be conducted to ensure that prior execution structures do not become barriers for the NSPs to deliver on their commitments.

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List of tables, figures, and boxes

List of abbreviations

AFD	Agence Française de Développement
BRT	Bus Rapid Transit systems
CAF	Development Bank of Latin America
CCAP	Center for Clean Air Policy
CIUDAT	Centro para Intervenciones Urbanas de Desarrollo Avanzado al Transporte
CFF	Cities Finance Facility
CLCDS	Colombia's Low Carbon Development Strategy
CONPES	Consejo Nacional de Política Económica y Social
COVID-19	Corona Virus Desease 2019
DNP	Departamento Nacional de Planeación
ELE	Evaluation and Learning Exercise
ELEQ	Evaluation and Learning Exercise Question
EQ	Evaluation Question
FC	Financial Component
FFEM	Fonds Français pour l'Environnement Mondial
GHG	Greenhouse Gases
GIZ	Gesellschaft für Internationale Zusammenarbeit
IDB	Interamerican Development Bank
KfW	KfW Development Bank (KfW – Kreditanstalt für Wiederaufbau)
KII	Key Informant Interview
LEED	Leadership in Energy and Environmental Design
LVC	Land Value Capture
M&E	Monitoring and Evaluation
MoU	Memorandum of Understanding
MoVE (NAMA)	NAMA for Electric Mobility

MRV	Measuring, Reporting, and Verification
NAMA	Nationally Appropriate Mitigation Action
NGO	Non-Governmental Organisation
NSP	NAMA Support Programme
NS	NSP Stakeholder
NT	NSP Team
OECD DAC	Organisation for Economic Co-operation and Development's Development Assistance Committee
OPM	Oxford Policy Management
PEA	Political Economy Analysis
POT	Plan de Ordenamiento Territorial
PPP	Public Private Partnership
RAG	Red Amber Green
RENARE	Registro Nacional de Reducción de Emisiones de GEI
TAnDem (NAMA)	NAMA for Active Transport and Demand Management
TC	Technical Component
ToC	Theory of Change
TOD	Transit Oriented Development
TP	Third Party
TSU	Technical Support Unit
WWF	World Wildlife Fund

1 Introduction

1.1 Overview of the NSP

In 2013, Colombia's *Financiera de Desarrollo Territorial* (Findeter) and the Center for Clean Air Policy (CCAP), prepared and submitted to the NAMA Facility a preliminary proposal for a "**Colombia Transit Oriented Development (TOD) Nationally Appropriate Mitigation Action (NAMA**)". This was supported by the Colombian Ministries of Transport, Environment and Housing and Territorial Development and the *Departamento Nacional de Planeación* (DNP). This was selected under the First Call of the NAMA Facility and developed into a Final Proposal. In June 2016, this was approved by NAMA Facility's Technical Support Unit (TSU). Time of execution was estimated at 3 years, aiming for the NAMA Support Project (NSP) to finish by December 2019.

The objective of the Colombia TOD NSP is to *Transform Colombia's urban development model from outward urban sprawl to Transit Oriented Development that maximizes greenhouse gases (GHG) reductions and the co-benefits of public transit investment* in line within Colombia's Low Carbon Development Strategy (CLCDS).

The Colombia TOD NSP works under a Technical Component and a Financial Component. The Technical Component is designed to assist governmental and non-governmental organisations involved in planning, design or finance of TOD built environments in Colombian Cities through (i) assistance to cities for regulatory, technical or project capacity building, (ii) assistance to the National Government in designing policies and regulations that mainstreamed TOD considerations within ministries and that promoted replication of TOD transformations, (iii) the preparation of an institutional continuity plan to ensure TOD leadership beyond the NSP and (iv) the development of a detailed Monitoring and Evaluation (M&E) system to measure the impact of the NSP actions. **The Financial Component** complements the capacity-building efforts of the Technical Component with low interest rate (NAMA Facility-subsidised) loans for at least three TOD pilot projects, to prove their financial viability and their climate and sustainable development benefits. The Financial Component would then support the TOD pilots to leverage additional public and private investment, which, with time, would make them financially self-sustainable.

The NSP implementation is led by Findeter, which created a dedicated task force called "*Centro para Intervenciones Urbanas de Desarrollo Avanzado al Transporte*" (CIUDAT) to lead both Technical and Financial Components. To implement the NSP, Findeter has been supported by two delivery partners: KfW for issues related to the Financial Component, and CCAP for the Technical Component. CIUDAT hired staff with NSP funding to carry out the activities in the proposal, although the plan is that it would become financially sustainable by the end of the project.

CIUDAT's steering structure consisted of two collective bodies, in the following guise:

- A **Board of Directors**, that sit with the Vice Ministers of Transport, Environment and Housing, the Director of Infrastructure from the DNP, Findeter's president and CCAP's president or their delegates. CCAP can participate in the Board's discussions but cannot vote on any decisions. The Board selects CIUDAT's Director and makes decisions on the projects that will be

supported under the NSP. The Board thereby acts as a decision-making body for the NSP and helps to articulate the NSP's actions with policy-making in their own sectors.

- An **Advisory Committee**, that comprises a technical delegate representing each institution participating in the Board, plus the Director of CIUDAT. The Advisory Committee acts as a technical advisory, proposing the selection criteria for projects to be supported by the NSP.

An overview of the state of the TOD pilot projects identified and/or supported by the NSP is provided in Table 1.

Table 1. Overview of the TOD pilot projects identified and/or supported by the NSP

Pilot City	Name of initiative	State of NSP support	Proposed pre-feasibility interventions	Other advances
Bogota	TOD Interventions for the environs of the "Portal de las Americas" Metro Line Station	• TOD project approved • Pre-feasibility to be completed in November 2020	(Not Available at time of ELE)	The NSP consultants have proposed 3 scenarios of interventions, based on the possibility of use the land that is currently Transmilenio Portal. Interamerican Development Bank and World Bank are funding studies to carry out TOD transformations or developments in and around other metro stations
Cali	"Corredor Ecológico del Río Lili" (Ecologic Corridor for the Lili River)	• TOD project approved • Pre-feasibility completed in January 2019 • Feasibility loan not signed	• Improvements and upgrades to 40,600 m2 of public space (roughly a square with sides measuring 201.5m) • 11.1km of cycle routes • Improving road signage and markings for 3km • Upgrading or improving 2 km of roads (includes improvements of pedestrian infrastructure) • Development of mixed-use buildings • Improvement of transit coverage, services and stops	Cali has been pushing forward with their own funding and financial support by the (AFD) to advance in more detailed designs of public spaces and bike routes. Cali's environment agency, DAGMA, has approached Findeter to resume the NSP support. At the last meeting, they presented the Feasibility Studies of the Corredor Ecologico. Findeter is working on a proposal to match the project's support requirements.
Manizales	"El Centro Renace" (The Centre is Reborn)	• TOD project approved • Pre-feasibility completed in January 2019 • Feasibility loan not signed	• Improvements and upgrades to 33,720 m2 of public space (roughly a square with sides measuring 183.6m) • 4 km of cycle routes • Closing off the town centre to automobile traffic, and converting it to a pedestrian and cycling area	Manizales is pushing forward with the design and implementation of an integrated transit system for the City. The project is financed by Findeter with funds from the UK Prosperity Fund funding, not the NSP. The NSP is working on a proposal for the Feasibility Studies for the two prioritised interventions (Carrera 23 and Bulevar Universidad de Manizales). On 4 November, there will be a meeting between Findeter and Manizales Planning Secretary to explore a route to continue with the NSP support.

Pilot City	Name of initiative	State of NSP support	Proposed pre-feasibility interventions	Other advances
			• Upgrading or improving 2 km of roads (includes improvements of pedestrian infrastructure) • Development of mixed-use buildings • Design and implementation of an integrated transit system for the city and improved transit stops	
Medellin	Renewal and Development of the "Perpetuo Socorro" Area	• TOD project pre-selected, but never approved	(Not applicable)	Medellin funded with own funds the Prefeasibility Study of the creative district of Perpetuo Socorro, which include cycle routes, pedestrian areas, tactical urbanism and other efforts to increase use mix and drive changes in activities of the area. This project will be presented to CIUDAT's Board in November to seek approval as a new NSP pilot project.
Monteria	"Vive El Centro" (Live the Centre)	• TOD project approved • Pre-feasibility study not completed	(Not applicable)	
Pasto	"Súper Manzanas" (Super District)	• TOD project approved • Pre-feasibility completed in January 2019 • Feasibility loan signed	• Improvements and upgrades to 53,730 m2 of public space (roughly a square with sides measuring 231.8m) • 6.9 km of cycle routes • Improving or upgrading 2.9 km roads (includes improvements of pedestrian infrastructure) • Designing and implementing a linear park along the Pasto river • Revising transit routes to accommodate a "superblock"-type of movements in the city's central areas • Design and implementation of an integrated transit system for the city and improved transit stops	Pasto signed a Loan with Findeter to push forward the lineal park along the Pasto river, one of the projects identified within the TOD pre-feasibility work.

1.2 Focus of the Evaluation and Learning Exercise

In accordance with the Terms of Reference for the Evaluation and Learning Exercise (ELE) as a whole, the specific ELE for the Colombia TOD NSP seeks to address the following questions:

- Has the NSP been achieving its results?
- Has the NSP started to trigger transformational change[2]?
- What has been learnt from the NSP so far?

Although this ELE was expected to be a Final Evaluation for both components of the Colombia TOD NSP, delays in the approval of the NSP as a whole, combined with further complications in starting delivery of the Financial Component, have meant that no advance has been made in this latter component. During the ELE, it emerged that the NSP Team intends to submit a formal request to the NAMA Facility, to extend the NSP for 3 years in order for the Financial Component to be duly executed.

This ELE will therefore be treated as a final evaluation of the Technical Component only, which will end in December 2020, i.e. four months after this ELE. In addition, it will highlight lessons from the Technical Component that can be transferred and applied to the Financial Component's continuation. **No evaluation and learning of the Financial Component can be made at this stage.**

Focusing on the ELE for the Technical Component, the general ELE questions presented above can be broken down and operationalised in the following specific questions that are answered in this report (Table 2).

Table 2: General and specific ELE focus

General ELE focus	Specific ELE focus
Has the NSP been achieving its results?	1. Are results reported for M1-M5[3] in line with the NAMA Facility's Monitoring and Evaluation (M&E) targets? 2. How severe is the impact of the delayed Financial Component on the Technical Component's success, and the overall NSP? 3. Have any unintended adverse or positive impacts occurred? 4. Has institutional sustainability of CIUDAT been achieved, and if so, is this primarily a result of the NSP? 5. How has the NSP set a context for TOD mainstreaming and replicability in pilot cities and in other cities in Colombia? 6. How satisfied are the direct Technical Component beneficiaries with the support received?

[2] A fundamental change to the status quo. The term has been applied in different ways in different contexts. The Intergovernmental Panel on Climate Change defines it as: '*the altering of [the] fundamental attributes of a system (including value systems; regulatory, legislative or bureaucratic regimes; financial institutions; and technological biological systems*' (Intergovernmental Panel on Climate Change, 2012). It implies a large-scale, radical, long-term, and sustained and systemic change from one situation to the next. Section 3 offers a tailored definition of transformational change for the NAMA Facility.

[3] These are the 5 core mandatory indicators which are part of each NSP's M&E framework. These are: M1: Reduced GHG emissions in [t CO2e]; M2: Number of people directly benefitting from NSPs; M3: Degree to which the supported activities are likely to catalyse impacts beyond the NSP (potential for scaling-up, replication and transformation; M4: Public finance mobilised in [EUR]; M5: Private finance mobilised in [EUR].

Has the NSP started to trigger transformational change?	7. In the context of other public and private initiatives in Colombia to promote sustainable transport – how significant has the NSP been, and to what extent can its catalysing effect be confirmed? 8. Have any of the foreseen co-benefits (GHG emissions reduction and broader sustainable development) already been achieved or do they depend to a larger extent on the Financial Component? Has the Technical Component set the groundwork for co-benefits to materialize?
What has been learnt from the NSP so far?	9. Has learning been successfully integrated within the project to adapt to changes in the context? How can the Monitoring, Evaluation, and Learning system of the NSP be improved to benefit the continuation of the Financial Component? 10. Are there lessons learned and recommendations from Technical Component implementation that the Financial Component can benefit from during its remaining implementation period?

These questions have been mapped according to the Organisation for Economic Co-operation and Development's Development Assistance Committee's (OECD DAC) evaluation criteria[4], which are widely used as international standards for evaluations of development interventions. The final mapping was included in the official ELE Questions (ELEQ) Matrix, approved by the TSU, and reported in Annex B. Here is reported the main ELEQs with their correspondent DAC criteria (Table 3).

Table 3: Main Evaluation and Learning Questions for the Colombia TOD NSP ELE

ELE Question	OECD DAC Criterion
1. To what extent does the NSP address an identified need (by cities, National Government, developers, transit users)?	Relevance
2. To what extent has the implementation of the NSP been achieving intended outcomes?	Effectiveness
3. To what extent is the relationship between inputs and outputs timely and to expected quality standards?	Efficiency
4. What evidence is there that the NSP is likely to contribute to the intended impact in the ToC (incl. transformational change), as well as any unintended or unexpected ones?	Impact
5. What is the likelihood that the outcomes will be sustained after the end of the NSP funding period?	Sustainability
6. What key lessons can be learnt to the benefit of the Financial Component or other NSPs in achieving their results?	Learning

[4] Relevance, Effectiveness, Efficiency, Impact, Sustainability. The ELE Team added a 6th criteria, namely Learning.

2 Methodological approach

The ELE entailed activities under 4 main phases: inception, field work, analysis, and reporting and presentation.

During the Inception Phase, the ELE Team conducted a review of key NSP documentation including the NSP Proposal, Annual and Semi-Annual Reports, the NSP M&E Framework, the NSP Logical Framework (Logframe), and key deliverables to show evidence of what was reported (see full list of documents reviewed in Annex E). Following that, the team used the information from the document review to **develop a retrospective Theory of Change (ToC) diagram** (see Annex A for the validated version).

The data from the document review and the ToC served as reference point to **develop a tailored matrix including the ELE Questions** (ELEQ Matrix – see Annex B), which the ELE Team then **integrated with the initial hypotheses** to be tested by the field work. At the same time, the ELE Team worked on the organisation of the field work interviews. For that, **they applied a *purposeful sampling* of the key informants according to their level of involvement with the NSP**. In this way, the ELE Team grouped them in **3 general categories: (i) NSP Team**, i.e. members of the core NSP implementing team; **(ii) NSP Stakeholders**, i.e. individuals who were directly involved in supporting the NSP implementation (e.g. members of the NSP Board of Directors or Advisory Committee, or consultants to the NSP) or who have been NSP's beneficiaries (e.g. city officials in the NSP pilot cities); and **(iii) Third Parties**, i.e. individuals who have not been involved in the NSP implementation, but are working on similar or relevant issues (e.g. real estate developers, engineering companies, city officials from cities not supported by the NSP). This helped the ELE Team to test and triangulate the evidence and as explained later in this section, to assess the strength of the evidence. Table 4 summarises the number of interviews and people interviewed (some calls had multiple interviewees) by each sampling category. For a detailed list of the institutions and organisations interviewed, refer to Annex E.

Table 4: Overview of number of interviews and interviewees by sampling category

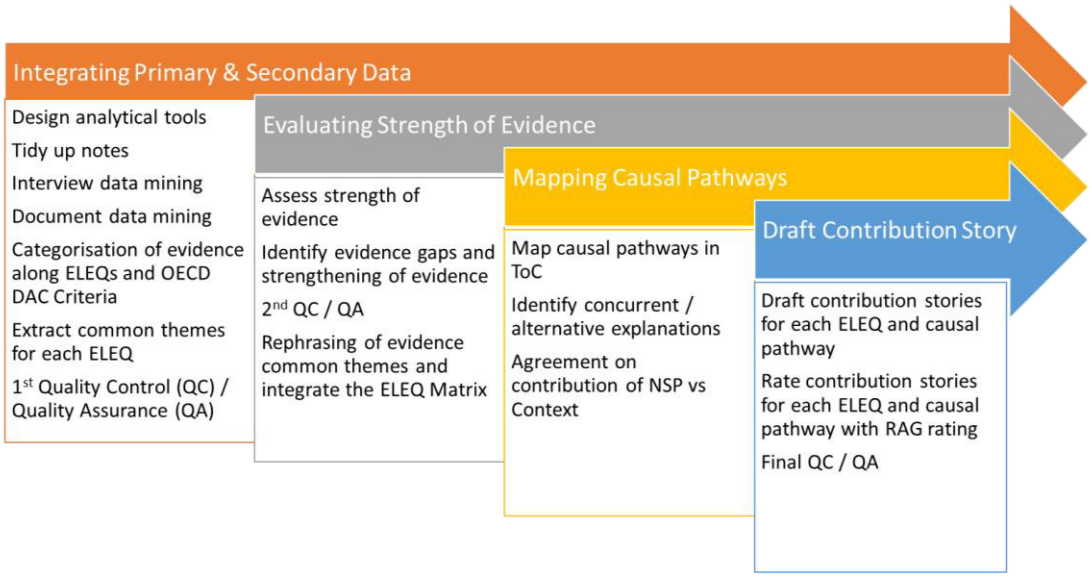
	NSP Team	NSP Stakeholders	Third Parties	TOTAL
No. interviews	6	15	7	**28**
No. interviewees	11	26	7	**44**

The Field Work Phase began with an ELE Kick-Off Workshop. The workshop was conducted in a virtual setting and was attended by 14 participants coming from the NSP and ELE teams. The purpose of the workshop was to review, clarify and validate: (i) purpose, scope and expectations of the ELE and (ii) the NSP's ToC (and its suitability to feed into the NAMA Facility's ToC). During the workshop, after an introduction and Q&A session of the ELE purpose, scope and discussion about the NSP Team's expectations from it, the NSP Team had the chance to present their understanding of the key elements of the NSP ToC. This was followed by questions from the ELE Team. After that, the roles inverted and the ELE Team presented their point of view on the NSP ToC. **The key outcome of the Kick-Off Workshop was the finalisation of a validated NSP ToC diagram** that is provided in Annex A.

The initial workshop was followed by **9 days of primary data collection using in-depth interviews with the NSP Team and Key Informant Interviews (KIIs) with NSP Stakeholders and Third Parties**. **The general ELE Interview Guides** prepared during the inception phase **were reviewed and tailored to the specific interviews on a daily basis.** The questionnaires followed the ELEQs and the general structure was kept consistent among interviewees from the same sampling category, but the contents and wording of the questions were tailored to capture key knowledge from specific informants, cover knowledge gaps, or simply to test hypotheses or triangulate specific information. Each interview was recorded having received permission from the interviewee. All recordings have been kept confidential within the ELE Team and will be destroyed after the ELE report is approved. **Following the intense period of interviews, the ELE Team was able to brainstorm and update the ELEQ Matrix with more complete and updated versions of preliminary answers and hypotheses.** The updated ELEQ Matrix was used to develop the slides for the **ELE Validation Workshop**, also held in a virtual setting and with the same organisations as the Kick-Off Workshop. The main objectives of the Validation Workshop were to **review, discuss and validate the preliminary ELE findings, and identify ways to adapt the NSP based on the lessons identified**. The fruitful discussion on preliminary ELE findings allowed the ELE Team to validate them in collaboration with the NSP Team, and a brainstorming exercise provided valuable actions, which have been captured in the recommendations section.

The final part of the field work moved the ELE Team into the most intensive phase of the ELE, the **Analysis Phase**. Figure 1 illustrates the different steps taken to analyse the data.

Figure 1: Summary of the ELE Analysis Methodology



As a thorough explanation of the single elements of the process would require several pages, the ELE Team dedicates some further explanation only to elements that are crucial for the appropriate understanding of the contents of the ELE Report.

- **Examination of interview notes and common themes extraction**: The ELE Team prepared an Excel analytical tool that cross-referenced: (i) the ELEQs; (ii) the OECD DAC Criteria; (iii) the "mood" of the evidence (i.e. positive or negative); (iv) the evidence common themes; (v) the name and affiliation of the interviews (only for ELE Team internal version) or title of the document; (vi) the "type of source" (i.e. NSP Team, NSP Stakeholder, Third Party); (vii) unique

reference number for each interview following the type of source; and (viii) the strength of evidence for each evidence common theme. The full anonymised Excel spreadsheet has been submitted to the TSU.

- **Evaluating the strength of the evidence**: To assess the strength of the evidence behind the common themes extracted from the interview notes or documents, the ELE Team cross-referenced each common theme with its sources. Then, the Team went through all the common themes again and rated the strength of the evidence behind each of them according to the score card in Table 5. The rating exercise highlighted when common themes were based on personal opinions, several people from a specific type of sources, or came across multiple types of sources. The **key limitation** of this exercise was the small sample of sources (30 interviews[5] and 9 documents) compared to the quantity of columns (39), which meant that the evidence was widely spread in the Excel tool and this bond us to lower the bar in terms of quantity of sources required to have the highest strength of evidence. **To mitigate such limitation**, the ELE Team went through a thorough and iterative process of Quality Assurance / Quality Control (QA/QC) that allowed us to identify additional evidence for those common themes that were initially classified as less than strong evidence. The final result can be seen in the "Evidence and Answers to the ELEQ Matrix" in Annex C, which still reports the sources and the evidence strength of the common themes used in the answers.

Table 5: Score card for assessing the strength of evidence

Quantity (number of sources reporting the evidence)	Variety (number of types of sources (TS) reporting the evidence)		
	1 TS only	**2 TSs**	**3 TSs**
1 interview only	Personal opinion		
2 interviews	Weak evidence	Medium evidence	
3+ interviews	Medium evidence	Strong evidence	Very strong evidence

- **Red-Amber-Green (RAG) rating of contribution stories:** As the overall ELE analysis is based on *contribution analysis*, in the Findings and Conclusions (Sections 4 and 5 respectively), the ELE Team provides a visual assessment (RAG) of the strength of the NSP contribution stories concerning the NSP's contribution to the achievement of the ToC Intermediate Outcomes and the satisfaction of the OECD DAC criteria. The legend of the RAG rating is the following: Good / Very good = Green; Problems = Amber; Serious deficiencies = Red.

The final ELE phase is the Reporting and Presentation Phase. During this phase, the ELE Team compiled this report and, after a peer review internal to the NAMA Facility and the NSP, is due to present the ELE findings to: (i) the TSU; (ii) the NAMA Facility Donors; (iii) the NSP Team; and ideally (iv) all the interviewed stakeholders.

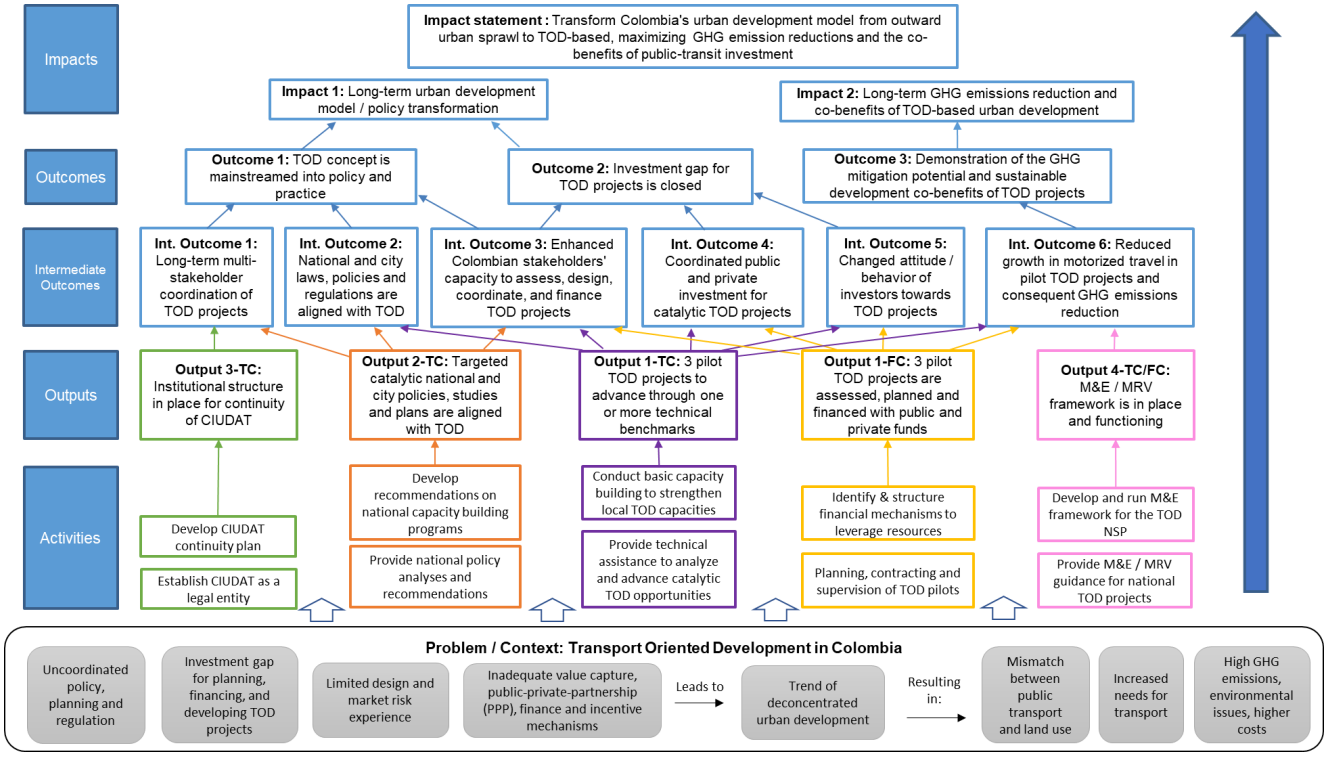
[5] The Kick-Off and Validation Workshops are included among these.

Few words need to be spent about the limitations that COVID-19 imposed on the ELE. The main limitation from COVID-19 was the need to conduct the field work in virtual mode. Although the ELE Team was able to arrange interviews with an appropriate number and variety of stakeholders, the ELE was limited in three keyways. Firstly, the ELE Team was not able to be personally immersed in NSP's national and local context. To some extent, this fact may have limited the full understanding of the contextual dynamics influencing the NSP, although the participation of an experienced local consultant in the ELE Team has mitigated this issue. Secondly, the ELE Team could not fully assess the body and "unspoken" language of the interviewees, although the ELE made extensive use of videocalls. Thirdly, the elimination of the need for physically transferring from an interview's location to another, allowed the scheduling of many back-to-back interviews, which have added stress on the ELE Team that may have influenced its judgement. This challenge was mitigated by recording the interviews, which allowed the team to review key information exchanges again at a later stage when needed, and by the participation of at least two ELE Team members in over 90% of the interviews conducted.

3 NSP Theory of Change[6]

Although the NSP Team mentions the ToC in both their proposal and regular reporting to the TSU of the NAMA Facility, the ELE found that the NSP team had not adequately gone through the process of developing a consistent ToC. To allow an effective theory-based evaluation, the TOC needs to be sufficiently robust and detailed, including having clear *causal pathways* linking the NSP activities, outputs, outcomes and long-term impact. Therefore, during the inception phase, the ELE Team retrospectively developed a ToC diagram (Figure 2 and provided in larger size in Annex A), which was then validated in collaboration with the NSP Team at the Kick-Off Workshop. Below the ELE Team explains the ToC elements and their original causal assumptions.

Figure 2: Theory of Change of the Colombia Transit-Oriented Development NAMA Support Project



The problem

Primarily, the NSP tries to address four main barriers preventing urban development or renewal efforts in Colombia from becoming more aligned with TOD principles: **(i) uncoordinated policy, planning and regulation** for sustainable urban development that emerged from inadequate integration and institutional coordination among sectors and governance levels, from the associated siloed behaviour of public officials, and from regulatory barriers; **(ii) investment gaps for planning, financing and developing TOD projects**, acknowledging a resistant attitude by private developers and investors in financing what they perceived as more risky, complex, and less remunerative than "classic" private sector-led real estate and infrastructure developments; **(iii) limited design and**

[6] Developed by the evaluators based on the NSP proposal and inputs during the ELE kick-off workshop.

market risk experience, that would make governments or investors avoid TOD-based interventions for transformations, until better capabilities were developed and more learning was acquired; and **(iv) inadequate value capture, public-private-partnership (PPP) finance and incentive mechanisms**, which are indispensable enablers for coordinating and implementing TOD projects.

The impact and outcomes of the NSP

In the NSP documentation reviewed, the NSP Team outlined the long-term impact the project is seeking to achieve both clearly and multiple times. They summarised it as follows: **transform Colombia's urban development model from outward urban sprawl to TOD-based, maximizing GHG emission reductions and the co-benefits of public-transit investment.**

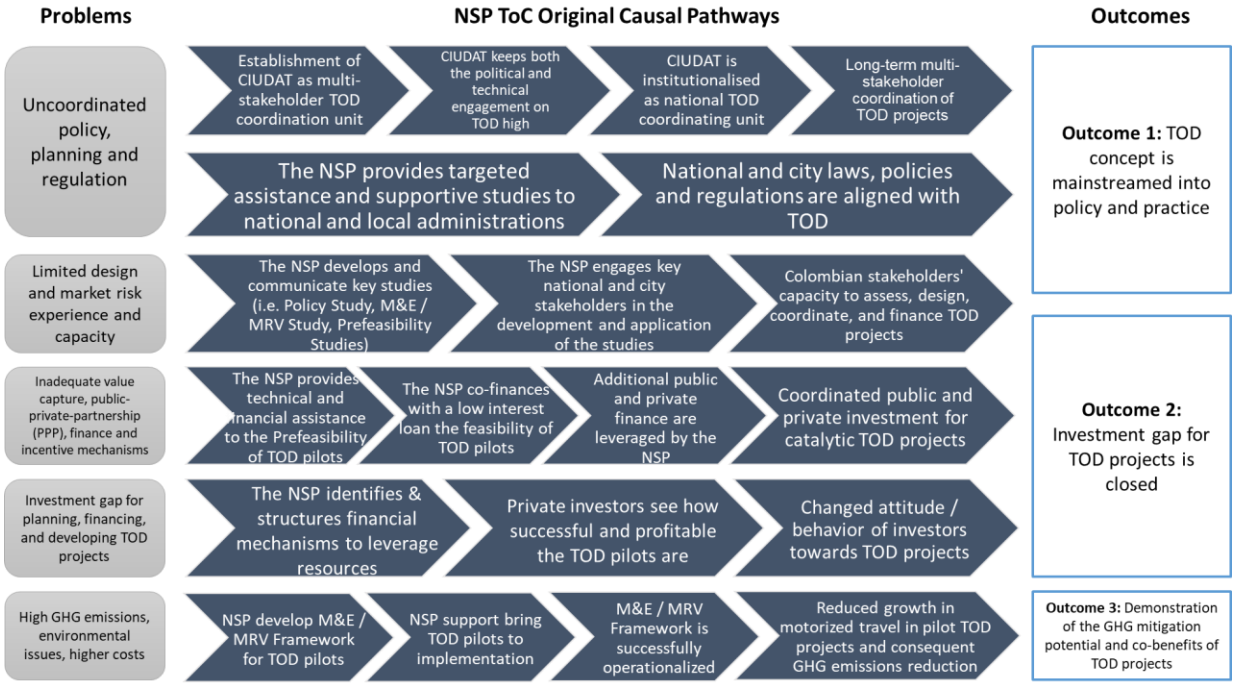
In order to better analyse the NSP causal pathways the ELE team split the impact statement into **two impacts: 1) long-term urban development model and policy transformation to be TOD-based; 2) long-term GHG emissions reduction and sustainable development co-benefits of TOD-based urban development**.

These two long-term impacts of the NSP, according to the ToC, would be sustained by **three outcomes: 1) the TOD concept is mainstreamed into policy and practice** to define a conducive ecosystem for the application of TOD in Colombia; **2) the investment gap for TOD projects is closed** to make TOD projects viable; and **3) there is widespread demonstration of the GHG mitigation potential and co-benefits of TOD projects**.

The original causal pathways

In order to progress from the initial problems identified, to the achievement of the outcomes presented, the NSP ToC foresees six causal pathways, which are illustrated in Figure 3 and explained in the relevant sub-sections of Section 4.1.

Figure 3: Causal Pathways of the Theory of Change of the Colombia TOD NSP



4 Key Findings

In this section, the ELE Team presents the main findings of the ELE. These are structured according to the ELE Questions in Table 3[7]. At the beginning of each section, a summary of the findings related to the relevant ELEQ with a RAG rating of the strength of the NSP's contribution story to the ToC and the OECD DAC criteria is presented, following the scale: Good / Very good = Green; Problems = Amber; Serious deficiencies = Red.

4.1 Relevance of the NSP

Table 6: Evaluation Question 1

Evaluation Questions	1. To what extent does the NSP address an identified need (by cities, national government, developers, transit users)?
Summary	Colombia's National Government is committed to climate and urban sustainability and competitiveness agendas that the NSP is helping to strengthen and deliver. Cities are also increasingly committed to sustainability, and the NSP, through its studies and tools, is providing both guidance ad priority for multisectoral interventions, and also facilitating spaces in which different sectors can meet and discuss. Developers are increasingly becoming engaged in urban renewal and/or TOD interventions as clients start demanding more sustainability and amenities from the developments, and the NSP can be expected to assist in this effort. However, the fact that neither the developers nor the communities (i.e. city users) were sufficiently engaged in the technical phase of the NSP may mean that some NSP key assumptions have not been tested, and that some unexpected behaviours could be encountered during the pilot delivery or the subsequent TOD expansion or replication which are key for the NSP to reach its GHG mitigation goal.

In order to ascertain the relevance of the project, the ELE Team developed and asked a series of questions to test three evidence factors: (i) the alignment of the TOD concept to national and local urban development or sustainability agendas and plans, including those pursued by "Third Parties" to the NSP; (ii) the perceived importance of the NSP by stakeholders in the national and city governments; and (iii) whether and how city users and real estate developers had been engaged by the NSP to establish their needs.

The ELE Team found strong and consistent evidence of alignment of the NSP with national priorities and needs. The NSP is strongly aligned with global and national agendas for sustainable development and climate change, including the Nationally Determined Contributions (NDC) and Colombia's Low Carbon Development Strategy (CLCDS). The prefeasibility studies, policy studies and the M&E scheme addressed some of the tools and coordination shortcomings that caused the missed opportunities for coordination between sustainable urban and regional development in prior transit or urban development efforts in Colombia, such as Bogota's TransMilenio and other Bus Rapid Transit systems developed in the past 20 years. The NSP helped strengthen and further the push for sustainable urban

[7] In order to maintain a fluid narrative between the achievement of the NSP outcomes and the long-term impact, the findings about ELEQ 4 (Impact) are presented right after those of ELEQ 2 (Effectiveness).

development that started in Findeter in early 2010 with the **Sustainable and Competitive Cities Programme**, a local adaptation of the Interamerican Development Bank's (IDB) Emerging and Sustainable Cities Initiative.

The interviews with city officials showed that Colombian cities (e.g. Pasto, Manizales, Medellin, Bogota) are increasingly adopting and pursuing sustainability goals, which the NSP has helped to define and pursue. Although sustainability concerns are becoming more important in the city's agendas, the silo mentality of local agencies and the focus of city decision-makers and officials on shorter-term execution rather than on longer term transformation, prevented a real joined-up TOD effort from moving forward. Through training of officials and decision-makers and prefeasibility studies, the NSP is providing valid TOD assessments interventions that can help the cities and their officials to start pursuing, and benefitting from, integral and coordinated interventions.

Clients are pushing real estate developers to become more engaged in TOD and urban renewal efforts. Developers are being increasingly asked by their clients to offer properties that have "sustainable" certifications (e.g. Leadership in Energy and Environmental Design (LEED)), and amenities that contribute to wellbeing. Coupling these demands with the location and accessibility considerations that developers apply when selecting development sites means that developers are, *de facto*, engaging in TOD and urban renewal efforts. NSP stakeholders and third parties interviewed as part of the ELE mentioned that developers do not refrain from public-led urban renewal or TOD transformation schemes because of financial concerns, but rather, because of their natural risk-adversity to (i) interventions with scopes that are too broad or demanding, (ii) land assembly costs, (iii) social resistance, (iv) lack of stability or coherence in zoning regulation changes, and (v) lack of support from local administrations to enforce the rule included in the Land Use Act (Law 288) of 1997, which states that if 70% of the landowners in a given area agree on some change, the remaining 30% should join them. In this sense, **the NSP is aligned with the developers' larger interest in sustainability, but there would seem to be a mismatch between the NSP's proposed actions and the developers' needs**, an element that has not been further analysed or discussed as developers have not been engaged up to now with the NSP.

The NSP Team members (CIUDAT, CCAP, KfW) consistently mentioned that the lack of community engagement at the prefeasibility phase of the pilot projects had been a deliberate decision. That decision stemmed from a concern that involving the communities of the areas considered for NSP pilots without a clear vision for transformation of the areas, could create resistance instead of ownership. Long-serving public officials may have developed some understanding of what different types of stakeholders want, but, **without a specific, given study or survey to take the pulse of the users, any decisions may risk being made upon untested assumptions**. Positively, community engagement appears to be part of the Financial Component-backed feasibility studies, and there is hope for this gap to be addressed by the NSP in the future.

4.1.1 How external factors impacted the NSP relevance

The COVID-19 pandemic has been considered by many of the stakeholders interviewed to have both positive and negative effects on the NSP. The positive effects stem from the increased commitment and effort of local administration to provide cycleways or to pedestrianize streets, seeking to reduce crowding. However, on the negative side, the lockdown has had a significant impact on local

businesses, which will lead to both reduced tax revenues, and an effort by local administrations to invest in recovery, which could mean some larger TOD-related investments could be postponed for one or more years.

Delays in the approval of the NSP were considered for many of the stakeholders to have had an adverse effect on the project's relevance, particularly as approval delays prompted national or local decision-makers to allocate resources to other priorities. It was widely reported that the NSP has recurrently suffered from lack of interest or commitment from national or local administrations as their time in office runs out and they are forced to decide on how to allocate the time and resources available to them before regulatory or administrative restrictions set in.

The NSP's stakeholders also presented interesting contrasting views on the impact of the Financial Component approval delays on the NSP's relevance. For some stakeholders, the delays in the Financial Component were positive as they allowed many foundational policies or tools from being delivered by the Technical Component before the Financial Component started. Others considered that the delays in the Financial Component's approval led the NSP to miss opportunities to maintain interest and commitment from mayors to continue with feasibility studies right after producing the prefeasibility studies' recommendations. Given that these opposite views operate at different levels, it is difficult to really establish whether the net result is positive or negative for the relevance.

4.2 Achievement of the NSP Outcomes

Table 7: Evaluation Question 2

Evaluation Question	2. To what extent has the implementation of the NSP been achieving intended outcomes?
Summary	**Intermediate Outcome 1:** The creation and continuity of CIUDAT has been achieved. CIUDAT is widely recognised as national TOD technical unit and it successfully provided technical coordination of national ministries. The political coordination worked less well.
	Intermediate Outcome 2: A limited number of national and local plans (in accordance with the logframe target) mention the TOD approach as a direct result of the NSP support. Despite that, policy and regulatory gaps are still perceived as important obstacles to the use of TOD in Colombia.
	Intermediate Outcome 3: The TOD concept is now understood by stakeholders who were directly involved in the NSP. This group does not include communities and city officials who did not work on the project, symptom of lack of public outreach. Although, the NSP created the tools for building cities' capacity, it put only limited effort in building it.
	Intermediate Outcome 4: There are significant risks for the actual mobilisation of additional finance by the NSP pilots, the main one being lack of flexibility by the NSP to tailor the financial instruments for TOD pilots to the city conditions and needs.
	Intermediate Outcome 5: The NSP has shown it does not have a clear strategy to engage with private investors and urgently need to develop one for the success of the Financial Component.
	Intermediate Outcome 6: The NSP is seen to have transformative mitigation potential only if it catalyses massive replication of TOD projects in Colombian cities, but it is not possible to know if that will happen. The M&E / MRV framework developed is robust, flexible and in line with the national MRV system.

One of the core parts of the ELE was to assess to what extent the NSP has been achieving its intended outcomes and to identify the key barriers or enablers that impacted (positively or negatively) the translation of the NSP outputs into outcomes. Below, the ELE Team provides a narrative review of the evidence the ELE found relative to the achievement of the NSP's intermediate outcomes, namely: (i) long-term multi-stakeholder coordination of TOD projects is in place; (ii) national and city laws, policies and regulations are aligned with TOD; (iii) enhanced Colombian stakeholders' capacity to assess, design, coordinate, and finance TOD projects; (iv) coordinated public and private investment for catalytic TOD projects; (v) improved attitude of investors towards TOD projects; and (vi) reduced growth in motorized travel in pilot TOD projects and consequent GHG emissions reduction. For details about the NSP's achievement of its logical framework targets, please see Annex D.

4.2.1 Intermediate Outcome 1: Long-term multi-stakeholder coordination of TOD projects in place

Part of the *contribution story* of the NSP ToC **is the overcoming of uncoordinated national policy and planning processes in the transport, environment, housing and land-use planning sectors** through: (i) the institutionalisation of CIUDAT within Findeter as a national TOD technical coordination unit and (ii) the political and technical coordination through, respectively, CIUDAT Board of Directors and Advisory Committee of key TOD-related national stakeholders to, ultimately, mainstream the TOD approach into national policy and practice (ToC's Outcome 1).

The ELE found that the creation and continuity of CIUDAT throughout the NSP implementation has been a substantial achievement. According to multiple sources within the NSP Team, there is a vision for CIUDAT to be established for the longer-term. For example, recently, CIUDAT Board of Directors members agreed on a draft Memorandum of Understanding (MoU) that would add the NAMA for Electric Mobility (NAMA MoVE) and the NAMA for Active Transport and Demand Management (NAMA TaNDem) under the coordination of CIUDAT, making it, *de facto*, Colombia's national coordinating unit for NAMAs in the transport sector. The inclusion of additional NAMAs under CIUDAT's responsibilities is a positive development in making it financially self-sustainable, although the specific funding sources still need to be identified. Furthermore, CIUDAT's reputation as national "go-to-institution" for getting advice on TOD design and funding appears to be widely recognised in Colombia. Indeed, multiple stakeholders approached CIUDAT to get direct support on TOD projects, and other development partners and Non-Governmental Organisations (NGOs) have used CIUDAT's lessons and advice to push forward the TOD agenda in Colombia (e.g. Agence Française de Développement (AFD), Fonds Français pour l'Environnement Mondial (FFEM), British Embassy, C40 Cities Finance Facility (CFF)).

The ELE Team found strong evidence that the NSP was able to successfully maintain close coordination at the technical level among the CIUDAT Advisory Committee's members, including recently in relation with the alignment of the NSP Monitoring and Evaluation (M&E) / Measuring, Reporting, and Verification (MRV) framework to the national one ("*Registro Nacional de Reducción de Emisiones de GEI*" (RENARE)). Good technical coordination can also be seen at the city level in the development process and outcomes of the M&E / MRV study and the prefeasibility studies, which helped the pilot cities understand that they needed to work in a more coordinated fashion. For

instance, in January 2020, when the NSP presented the final M&E / MRV framework in Medellin at a meeting with 7-8 institutions, these understood that the several urban development projects they had in their pipeline were mostly overlapping. Consequently, these institutions are now redesigning their TOD approach in a more coordinated way.

The political coordination seems to have worked less well than the technical one, with lower frequency of the Board of Directors' meetings than expected and variable success throughout the NSP in keeping the national ministries engaged. For example, both the Ministry of Transport and the Ministry of Housing increased their participation in the project only after the change of national administration. One issue that recurs at the city level, is the fact that the NSP Team was not fully successful in mitigating the risk of shifts of political agendas after elections. As the successful NSP delivery requires strong support from political leaders, there is the need to review the NSP political engagement strategy. Finally, as the NSP did not engage with local communities and private developers enough, both these stakeholder groups show low level of ownership of the NSP pilot projects.

4.2.2 Intermediate Outcome 2: National and city laws, policies and regulations are aligned with TOD

The *causal pathway* in relation to the Intermediate Outcome 2 would have seen the Technical Component of the NSP providing targeted assistance and supportive studies to national and local administrations to have key pieces of legislation, policies and regulations aligned with the TOD approach and, in this way, be the catalysts of a new policy ecosystem conducive to TOD (ToC's Outcome 1).

The ELE found that, indeed, a limited number of national and local plans (in accordance with the logframe target) mention the TOD approach as a direct result of the NSP support, with a particular note of merit for the inclusion of the TOD concept in Colombia's National Development Plan and the National Policy Guideline 3991 ("*Consejo Nacional de Política Económica y Social*" (CONPES) Document) on urban and regional transit and mobility. As directly referred by the relevant officials, a new national urban policy document is being prepared by the Ministry of Housing and the DNP is also using recommendations and elements produced under the NSP. Concerning the NSP's influence to local plans, the NSP has been identifying opportunities to integrate TOD into regional land use plans through support to DNP's "*Plan de Ordenamiento Territorial" (POT) Modernos programme*, and there are examples of cities both currently and previously involved in the NSP of adopting the policies and interventions recommended by the NSP-sponsored prefeasibility studies: Cali has pushed forward with the public spaces and bike lane interventions around the riverbanks of the Lilí River; Manizales has incorporated some of the suggested interventions in the new local administration's development (i.e. investment) plan; Pasto has also pushed forward with bikeway and public space interventions; and Bogota's Metro Company seems committed to pursuing the TOD and Land Value Capture (LVC) schemes that will result from the prefeasibility study currently underway. Moreover, the NSP activities have directly contributed to the inclusion of the TOD concepts in additional city plans and development projects (e.g. in the Mobility Master Plans of Ibague, Pereira, Manizales, Popayán, Santa Marta, Ibagué, Rionegro, Neiva, amongst others, and the prefeasibility Terms of Reference (ToR) of the Bogotá – Zipaquirá rail project). However, it appears that many of the national and local policies

influenced by the NSP only partially included the TOD concept, mainly focussing on sustainable transport, while neglecting other key concepts such as densification and social housing.

Despite the successes in influencing key legislation and plans, policy and regulatory gaps are still perceived as important obstacles to the widespread use of TOD in Colombia. Some of the examples provided are: the need of clear and stable land use plan regulations at local level by private developers; removing limitations that prevent national subsidies contributions into transit system development in large and medium-sized cities (mandated by a national act to be within 40% and 70% of the total capital cost) to support complementary TOD elements (e.g. housing, environmental) too; improving the level of adoption of LVC instruments in local regulations, particularly in small and mid-sized cities; the clashing of some local regulations with the inclusion of mixed land use in line with the TOD approach; the fact that policies regulating PPPs in Colombia discourage the choice of TOD projects compared to "regular" private sector-led ones.

4.2.3 Intermediate Outcome 3: Enhanced Colombian stakeholders' capacity to assess, design, coordinate, and finance TOD projects

In relation to the Intermediate Outcome 3, the NSP ToC foresees that the Technical Component would develop, communicate and apply key studies (i.e. policy study, M&E/MRV study, prefeasibility studies), which would build the limited capacity of Colombian stakeholders (national and local officials, real estate developers, financial institutions) in assessing, designing, coordinating and financing multi-stakeholder TOD projects. This would, in turn, support the mainstreaming of TOD into policy and practice (ToC's Outcome 1) and the closure of the investment gap for TOD projects (ToC's Outcome 2).

The ELE found that the NSP contributed to improving the understanding of the TOD concept among the national NSP stakeholders and city officials <u>directly involved</u> in the NSP pilots' selection and prefeasibility process. This is particularly evident at the local level, where the current understanding and alignment of local planning to the TOD concept is reported to be quite high. However, there is some evidence that **the TOD concept has not been widely understood by Colombian national and city officials who have <u>not been directly working</u> on the NSP pilots, and by the members of communities**, as there was very limited public outreach about the NSP pilots conducted by the NSP Team.

Looking at the actual capacity of city stakeholders to assess and coordinate TOD projects, it was widely reported by interviewees that, in Colombia, Local Governments generally work in silos and present a very low initial capacity to coordinate multi-stakeholder and long-term projects like the TOD pilots. As TOD is an innovative concept, **not having seen the catalytic NSP pilots in operation affected the ability of cities to see the need to overcome the silo-mentality in favour of multi-stakeholder driven TOD projects**. High staff turnover appears to be another reason for the low local capacity to coordinate and implement TOD.

The approach used by the NSP was to support projects that cities had already identified and to help the cities to redefine them within the TOD approach, through the prefeasibility studies and the M&E study. The ELE found that these studies were well received by City Governments, but, even though **the NSP has created the tools for building cities' capacity to implement TOD projects, such as the**

M&E / MRV Framework and the TOD Policy Assessment Tool, it has only put limited effort in building local capacity so far (e.g. the studies were externally driven). Therefore, there is consistent reporting that the capacity of Colombian stakeholders in assessing and coordinating TOD projects remains limited. A slight exception is the M&E/MRV Framework, which cities show more capacity to coordinate and implement, largely because climate reporting is a national requirement. However, the NSP has not advanced to the point of defining the roles and responsibilities at city / pilot project level for coordinating the M&E / MRV system, and the Financial Component of the NSP will have to pick this up.

4.2.4 Intermediate Outcome 4: Coordinated public and private investment for catalytic TOD projects

The NSP ToC explains how in Colombia there are inadequate value capture, PPP, finance and incentive mechanisms for sustainable urban development that together cause an investment gap for TOD initiatives. Therefore, the NSP, through the TOD pilots, would demonstrate how the identification and structuring of appropriate financial mechanisms would support the cities to leverage both public and private finance in a coordinated fashion.

While the ELE Team recognises that most of the activities related to this outcome will pertain to the Financial Component of the NSP, the ELE Team finds there are significant risks for the actual mobilisation of additional finance by the NSP pilots. In fact, currently, the NSP appears to **lack the flexibility to tailor the financial instruments for TOD pilots to the city conditions and needs** (e.g. budget constraints, project size, admin costs, etc.). There appears to be only one financial instrument (subsidised interest loans) to support NSP cities and, even though Findeter is not imposing to be the NSP pilots' lender and provided advantageous credit conditions, some cities have dropped from the NSP mainly because of administrative limitations (e.g. Cali) and political priorities (e.g. Medellin) to get loans. In addition, both Cali and Medellin went on developing the TOD projects using other sources of finance, which shows that lack of interest in the project was not the cause of the withdrawal. The NSP team appears not to have identified this risk before and therefore, although some indications of possible investment options for funding TOD projects were given in the prefeasibility studies and the policy study, it has not provided the cities with any cost/benefit analysis of loan financial instruments. Additionally, the ELE Team was reported that there has been little political and/or administrative support by the NSP to the cities to push forward the adoption of the LVC instruments that could help "recover" the investment cost in the TOD pilots. The ELE Team understands that discussions for continuing the NSP support to the TOD interventions in both Cali and Medellin have resumed, and it will be important for the Financial Component to consider the cities' need of tailored financial support.

In Colombia, examples that can provide some lessons to the Financial Component are those showing how public and private stakeholders can work together on sustainable urban development projects, e.g. Medellin's "*Perpetuo Socorro*", Cali's "*Estación Central*", and Bogota's "*el Pedregal*" projects. Furthermore, GIZ (German Development) and C40's Cities Finance Facility were able to use the COVID-19 recovery agenda to support bicycle infrastructure projects in Bucaramanga, Monteria and Cali.

4.2.5 Intermediate Outcome 5: Changed attitude of investors towards TOD projects

The NSP proposal mentioned that private investors in Colombia perceive TOD investment as unattractive for several reasons. These include financial risk perception, limited technical capacity and/or political uncertainty. This problem was identified by the NSP ToC although the *causal pathway* to address it is not very clear. According to the ToC, the NSP through the delivery of the TOD pilot projects and the identification and structuring of appropriate financial mechanisms would have leveraged additional public and, most of all, private investment for the TOD pilots themselves as well as for subsequent TOD transformation efforts. However, it is unclear *how* the implementation of the NSP TOD pilots will mobilise such additional resources and *what* appropriate financial mechanisms (and other types of incentives) can successfully change the Colombian investors' attitude towards TOD. Therefore, **it appeared to the ELE Team that the NSP has shown it does not have a clear strategy to engage with private investors and urgently needs to develop one for the success of the Financial Component.**

The ELE has found some factors that facilitate the likelihood of the NSP pilots in leveraging a consistent share of private finance. For instance, developers in Colombia seem to be increasingly motivated to include "sustainability" (one of the TOD elements) into projects but have done so more based on their client's demands or corporate social responsibility, than on government policy or incentives. Moreover, as the NSP pilot projects can be broken into individual activities of small scope and cost (relative to more traditional transport infrastructure projects), identifying sufficient capital to cover the investment should be relatively feasible, and it could even be possible to fund these investments through LVC tools, if these tools were formally adopted in the city's regulations.

Nevertheless, the ELE also found evidence showing that generally private developers are still more attracted by investing in suburban developments than in city centre renewal TOD projects. This is due to several factors:

- The NSP's financial instrument of subsidised interest loans seems insufficient to counteract the potential gains in land value speculation of suburban developments by private investors
- There is the need for more regulatory stability (e.g. concerning zoning regulations and PPPs)
- TOD projects involving urban transformation take a long time, hence can be less attractive to developers
- Public spaces to be built by TOD projects can be seen as burdensome by private developers
- The "NAMA language" is very technical and needs to be translated to a less technical language with communication means tailored for the private sector.

Despite the difficulties in engaging private investors, the NSP activities have demonstrated to be complementary to those of other international donors, some of which are funding relevant TOD activities too (e.g. AFD, Prosperity Fund, IDB, World Bank, C40 CFF).

4.2.6 Intermediate Outcome 6: Reduced growth in motorized travel in pilot TOD projects and consequently GHG emissions reduction

One of the core elements in the NSP ToC is the demonstration of the GHG mitigation and sustainable development co-benefits potential of TOD through the implementation of at least three catalytic TOD pilot projects and the development of an M&E / MRV framework that would be able to appropriately measure and evaluate those benefits. According to the ToC, the successful implementation of the

three NSP pilots is supposed to spill-over to replication and scale-up of TOD projects in Colombia, hence demonstrating the GHG mitigation and sustainable development potential of the TOD concept (ToC Outcome 3).

Unfortunately, as the NSP pilots will be built under the Financial Component of the NSP, which is yet to begin, the ELE was only in a position to assess the perception of the GHG mitigation potential of the NSP.

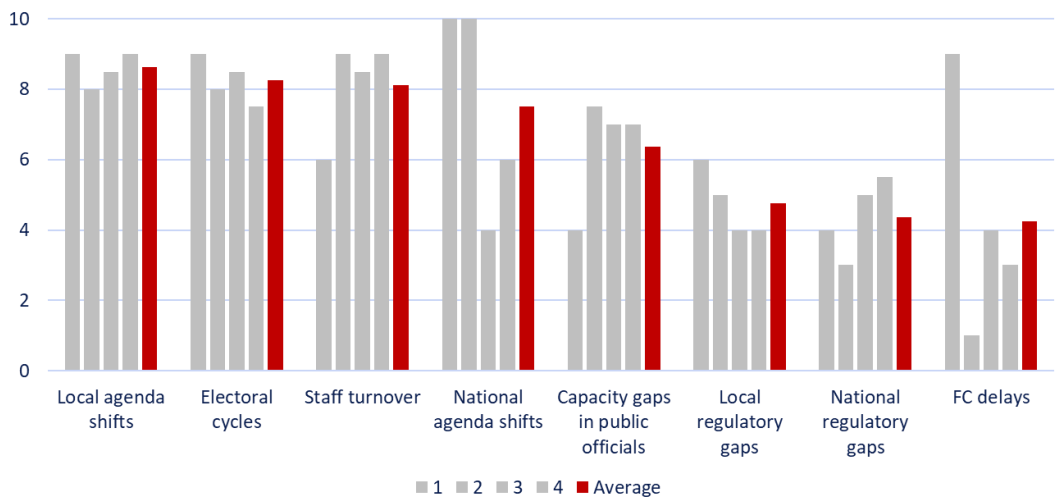
The NSP pilot projects selected appear to be the right catalytic pilots for demonstrating the TOD concept application, but it is unclear to the ELE Team if the large-scale replication of TOD pilots is likely to be achieved in the long-term, although it is unlikely to happen in the short-term. Indeed, a term that has been used multiple times by interviewees to describe the withdrawal from the NSP by Cali, Medellin and Monteria is "missed opportunity". Nevertheless, the recent inclusion of Bogota among the supported TOD pilot cities could increase both the direct reductions in GHG emissions and the demonstration potential of the NSP, by supporting a key transformational project for Bogota and Colombia.

In terms of the M&E / MRV framework developed by the NSP, the ELE evidence agrees that it is a robust and flexible tool, aligned with the national MRV system (RENARE). Nonetheless, the ELE Team registers that the original idea of developing pilot specific MRV frameworks was dropped in lieu of a generic one. The reasons reported for this change are: (i) lack of information from the cities; (ii) changes in local administration due to election results; and (iii) delays in ensuring the commitment of city governments to the NSP pilot projects. The ELE also found that the M&E / MRV governance structure still needs to be defined, but it is unclear whether the Financial Component of the NSP will follow that up, as no requirement to commit to rigorous MRV of pilot projects was included in the agreements with the cities to be funded by the NSP.

4.2.7 How external factors impacted the NSP's ability to achieve its outcomes

One of the objectives of the ELE was to understand how and to what extent external factors had impacted, both positively or negatively, the ability of the NSP to achieve its outcomes. The ELE Team approached this task first by discussing the topic at the ELE Kick-Off Workshop to generate an initial list of external factors that had had an impact on the NSP. Then the ELE Team asked the different members of the NSP Team divided in 4 separate groups (CCAP, KfW, CIUDAT, and the former Director of CIUDAT) to validate the list and indicate their perception of the impact of each factor on the Technical Component's ability to achieve its outcomes on a scale from 1 to 10 (1 lowest – 10 highest). The result is reported in Figure 4.

Figure 4: NSP Team's assessment of the impact of external factors on the Technical Component effectiveness



Some interesting reflections can be drawn from Figure 4. **First, the NSP Team is in strong agreement about the high negative impact on the project of shifts in local agendas, electoral cycles, and high staff turnover in both the national and local stakeholders involved in the NSP.** Out of these three factors, two of them, i.e. electoral cycles and staff turnover, are systemic elements rather than proper changes in the context and they should have been identified as key project risks. While the ELE Team acknowledges the effort generated by the NSP Team in engaging with institutional stakeholders, the fact that those systemic issues seriously affected the NSP implementation reveals that the NSP risk management failed to adequately mitigate those risks. This is why, in the recommendations (Section 6), the ELE Team highlights the need to redefine a stakeholder engagement strategy to simultaneously promote top-down and bottom-up pushes to improve ownership of the TOD projects by all stakeholders involved in the NSP pilots.

Secondly, the NSP's average perception of the impact of national and local regulatory gaps on the Technical Component is low. Indeed, while this may be true for the Technical Component, the ELE Team wants to stress here that the ELE showed that policy and regulatory gaps appear to be substantial challenges to the success of the Financial Component and the TOD approach to scale-up and replication. Hence, they should not be underestimated.

Finally, despite the Financial Component is running with a 3-year delay, the NSP team, except for one group, believes that those delays have not significantly impacted the technical delivery of the NSP. The reason given is that, as TOD is a new and innovative concept for Colombia, the Technical Component of the NSP had to work hard to lay the policy, knowledge and capacity foundations for the Financial Component (i.e. the design and construction of the TOD pilots) to be successful. **As explained in Section 4.1.1, this perception is disputed by some of the evidence from the ELE, which would see the delays in the Financial Component approval to have been hindering the relevance of the NSP with city administrations.** As there are contrasting views and since the requirement of having the Technical and Financial Components run together came from the general NAMA Facility rules, then a further analysis and discussion at the NAMA Facility level of the merits and demerits of different Technical and Financial Components' timing options would be appropriate.

4.3 Impact of the NSP

Table 8: Evaluation Question 4

Evaluation Questions	4. What evidence is there that the NSP is likely to contribute to the intended impact in the ToC (incl. transformational change), as well as any unintended or unexpected ones?
Summary*	The evidence from the ELE suggests that the NSP has made contributions, some of them important, to the urban sustainability, transport and climate change agendas, but it is premature to say if it will have the transformational role that intends to have. The importance of expansion and replication of TOD pilot projects for the NSP to deliver on its urban transformation, GHG reduction and co-benefits goals means that without the demonstration projects or any other efforts to draw lessons from or exchange knowledge with TOD initiatives outside the NSP, the transformational potential that can be attributed to the NSP, along with the goals of GHG reduction and co-benefit generation, is only very small.
	**Note: The colour rating is grey to signify the ELE does not have enough information to assess this element of the ToC.*

To gauge the impact that the NSP has on the broader TOD and urban sustainability agendas in Colombia, the ELE Team focused on three particular topics: (i) evidence in the transformation of Colombian cities' development patterns from disperse developments into a TOD-pattern; (ii) the reduction of GHG emissions associated to urban activity locations and travel patterns and (iii) evidence of sustainable development co-benefits.

The evidence collected during the ELE does show efforts in Colombia to grow and develop cities more sustainably, but these efforts seem to be driven more by exogenous causes than by the NSP. Colombia's National Government's commitment to sustainable transport and urban development started to a large extent with Bogota's TransMilenio and other Bus Rapid Transit systems for (larger cities) almost two decades ago, and with the Strategic Transit systems for mid-sized cities over ten years ago. There were missed opportunities for sustainable urban development arising as the transit interventions were not coordinated with other urban development or renewal efforts, but some basic TOD elements were there, included GHG reductions, use of active mobility for feeding services, and even pursuing joint transit-urban development efforts, such as Cali's "*Estación Central*" or Bogota's *"El Pedregal"* transit interchange and commercial and business centre. The ELE team also learned that Colombia's DNP led two efforts related to sustainable urban development during the 2010s: the System of Cities Mission and the "Modern Land Use Plans" (*POT Modernos*), both of which seem to have fallen short in terms of delivery and transformation of Colombian cities.

In recent years, larger cities have been pursuing a more detailed and ambitious sustainability agenda, which they intend to deliver by improving the engagement of the private sector, with many interesting urban renewal or transformation initiatives moving forward within them. These efforts started prior to the NSP, but they have been informed and strengthened from its outputs as they become adopted in policies or in urban or transport/transit plans (see Section 4.2.2).

The NSP has contributed to these urban transit and climate agendas, but it has done so as an additional contributor rather than as a key driver. Furthermore, **being the GHG reduction goals tied to the expansion and replication of the TOD pilots, rather than to direct actions of the NSP, no major transformation can be associated to the NSP without pilot projects having moved into**

implementation. This left the ELE with no real means to measure impact at this stage without further advance in the NSP pilot project implementation.

4.4 Efficiency of the NSP

Table 9: Evaluation Question 3

Evaluation Question	3. To what extent is the relationship between inputs and outputs timely and to expected quality standards?
Summary	The managing structure and steering of the project has been setup properly and has provided an efficient implementing mechanism. Both Technical and Financial Components are behind the schedule. The Technical Component will be finalised within 2020. The main reason of its delay is related to the implementation of the prefeasibility studies that took more time than planned, due to the interaction with local entities and the time-consuming contractual phases. Minor delays affected the delivery of the TOD National Policy Study (Sigma-Despacio) and the M&E Study (WWF-Hill Consulting consortium).

This ELEQ relates to the OECD DAC's efficiency criterion and seeks to assess quantity, quality, and timeliness of the outputs delivered in relation to the inputs used.

Findeter is the implementing organisation of the TOD NAMA but does so with support from CCAP for the Technical Component and from KfW for the Financial Component, including similar execution arrangements as both CCAP and KfW have budgetary control of their relative NSP component. In order to implement the NSP, Findeter, Colombia's Ministries of Transport, Housing and Environment, DNP and CCAP signed a **MoU that considered the creation of CIUDAT as an ad hoc entity, administratively located within Findeter** to coordinate the implementation of the NSP in Colombia.

The ELE found that the commitment to CIUDAT from the National Government has varied. In 2017, CIUDAT's Advisory Committee met seven times and the Board of Directors twice. In 2018 and 2019, the number of meetings from the Board and the Advisory Committee fell, suggesting a decreasing involvement and interest of these stakeholders in the NSP. The recruitment of CIUDAT's staff for the Technical Component took more time than expected causing delays in the implementation of the project.

Although the complex institutional arrangements and decision-making scheme for the Technical Component of the NSP have caused some delays, the joint CCAP-Findeter effort has proven to be valuable. Participation of CCAP in the NSP has helped to prevent the project to become affected by political decisions or pressures within and outside Findeter. On the flip side, Findeter's track record and local connections within Colombia has allowed the NSP to aim for a wider reach than CCAP alone could have considered. Looking towards the future implementation of the Financial Component, Findeter's condition of development bank within Colombia will be instrumental in facilitating the application of the financial resources.

There have been delays in the delivery of the Technical Component's outputs, in particularly the final[8] selection of pilot projects. The slow implementation of the NSP pilots, which is due to delays in both the Technical and, most of all, the Financial Components is substantially impacting the NSP ability to demonstrate the TOD concept potential. Regarding the Technical Component, this is 9 months behind the original timelines and one of the main reasons comes from the development of the prefeasibility studies for the TOD pilots that took longer than planned, due to contractual times and interaction with municipal entities. For instance, the procurement process to conduct the prefeasibility studies for Pasto, Manizales and Cali was delayed of about 1 year. Minor delays, just a few months, are registered for the TOD National Policy Study (Sigma-Despacio to be delivered by the end of 2020) and the M&E Study (WWF-Hill Consulting consortium), with the delays in the latter case being traced back partially to an interest of Findeter of presenting the results of the study to the new local administrations that took office on 1st January 2020. In fairness, the fact that the TOD NSP was one of the very first projects supported by the then-newly formed NAMA Facility can explain some of the delays occurred in the contracting and inception phases of the Technical Component.

The quality of the outputs has been good and has been adopted in key policy documents in Colombia. The M&E Toolkit, as part of the M&E Study, was tested with information from the city of Pasto and it is considered, by several stakeholders, to be of good quality. Many recommendations from the prefeasibility studies have found their way into their cities' land use or investment plans, reflecting contributions that were appreciated by the local governments. The TOD policy study has spurred discussions within government, and its final deliverables are being expected by National Government officials to determine the next steps on how to mainstream TOD into national and local government actions.

No real evidence was found during the ELE of efforts from CIUDAT to draw lessons, share knowledge or more broadly, communicate about the NSP or TOD in a coordinated way. The lack of actions along these lines may affect both the NSP's present and likely future. Without good knowledge and communications management, CIUDAT, and the broader NSP, may find it difficult to promote and influence the expansion or replication of TOD interventions.

4.5 Sustainability of the NSP

Table 10: Evaluation Question 5

ELE question	5. What is the likelihood that the outcomes will be sustained after the end of the NSP funding period?
Summary	The NSP TOD pilots foresee three main phases: (i) prefeasibility, (ii) feasibility and (iii) construction of the projects. Even though only the prefeasibility studies have been completed, there are several issues that may positively or negatively impact the sustainability of the Colombia TOD NSP. The integration of TOD policy concepts into the National Development Plan of Colombia and the fact that CIUDAT will continue the work of promotion and implementation of TOD projects, from within Findeter, are two important factors in favour of NSP's sustainability. The low degree of flexibility of the financial instruments used for TOD pilots, the impact of the COVID-19 pandemic on Colombian cities and political changes will negatively affect

[8] The NSP Team pre-selected pilot cities in 2014, hence before the approval of the NSP itself. However, delays in NAMA Facility funding required additional efforts to reengage certain cities where priorities shifted and to engage new cities.

	the projects sustainability, if, *inter alia,* community engagement and developer ownership is not increased.

Generally speaking, the sustainability of a project is primarily concerned with measuring to what extent the benefits of project outcomes are likely to continue after the assistance has stopped. Therefore, in answering the ELEQ on sustainability, the analysis covered: (i) financial perspectives; (ii) continued political commitment and policy support; and (iii) stakeholders' ownership over the NSP's objectives and achievements.

The NSP has made contributions to relevant policy, regulatory and follow-up tools to increase the importance of TOD interventions as part of integrated urban development, transit and climate change interventions. The integration of TOD policy concepts into the National Development Plan of Colombia and the CONPES 3991 is the basis to sustain the alignment of national and city laws, policies, and regulations with TOD principles over the time.

The institutionalisation of CIUDAT created a basic institutional framework able to work in the interstices between the sectors and to operate with lower budgetary and sectoral constraints than the ministries. The location of CIUDAT within Findeter, along with Findeter's increasing drive to make all their initiatives financially self-sustainable do seem to establish a solid ground, upon which TOD can continue for the longer term. CIUDAT's Board members have been advancing in the preparation and signing of a new MoU that would see CIUDAT's long-term future being solidified assuming the role of coordinator of Colombia's transport NAMAs, (i.e. the NAMA TOD, NAMA MoVE and NAMA TAnDem) that will sustain the multi-stakeholder coordination of TOD projects also after the completion of the Technical Component of the NSP. The institutionalisation of CIUDAT is likely to be of great help for the development of the Financial Component, namely for the implementation of the feasibility studies. Nevertheless, Findeter's idea is that CIUDAT will need to find additional funding to become self-sustainable in the long-term.

CIUDAT has become recognised for its leadership of this NSP and other international aid efforts but may not have the drive and technical capacity to lead a TOD agenda and to promote large-scale expansion and replication. The ELE established that many city governments consider Findeter and CIUDAT when pursuing a TOD scheme, with Findeter responding diligently to any call from the cities. However, a few of the interviewees mentioned that CIUDAT was not proactive enough or that it depended too much on the consultants when dealing with technical matters, with both of these shortcomings becoming very significant given that the NSP's success depends mostly on the expansion and replication of TOD initiatives.

CIUDAT can interact and engage better with cities when the complex and multisectoral concept of TOD is broken down into pieces that can be more easily acted upon. The results from the M&E / MRV activities and the recommendations from the prefeasibility studies that have been adopted by cities in local plans or policies are proof that, providing tools and demonstration elements that the multiple stakeholders and sectors of a city can relate to, facilitate the interaction and engagement between Findeter and the cities, but also between agencies and sectors within the city.

Some effort from the NSP should be given to support the National Government in revising the way in which they structure, coordinate and execute their policies and financial contributions for sustainable urban development and climate change, and ensure that they are all aligned. According

to the regulatory framework, the National Government will have to assume between 40% and 70% of capital costs of transit projects, but these funds cannot be used in elements that are not transit system infrastructures, vehicles or equipment. Similar restrictions for support exist in other sectors too, and it is these isolated efforts that have led to the "missed opportunities" for sustainable urban development. Seeking a better coordination and synergy between policies and contribution conditions could help to ensure that cities are required to align their efforts to get support from the different national sources.

There are some important factors, both endogenous and exogenous to the NSP, that can affect the sustainability of the Financial Component outcomes:

- The apparent lack of flexibility to tailor the NSP financial instruments for TOD pilots to the city conditions and needs (budget constraints, project size, admin costs, etc.) (e.g. see missed opportunities in Cali and Medellin)
- The impact of the COVID-19 pandemic on city users' transport modal choice and linked modal shift away from public transport
- The impact of COVID-19 on the availability of cities' financial resources
- Changes of administrations, which will continue to negatively affect the projects sustainability, if community engagements and/or developer ownership are not increased.

5 Conclusions

Now that the evidence collected and analysed by the ELE has been explored, this section goes back to the NSP Theory of Change to test to what extent the original causal pathways and assumptions behind them have held.

Figure 5: Overview of NSP Causal Pathways Assessment

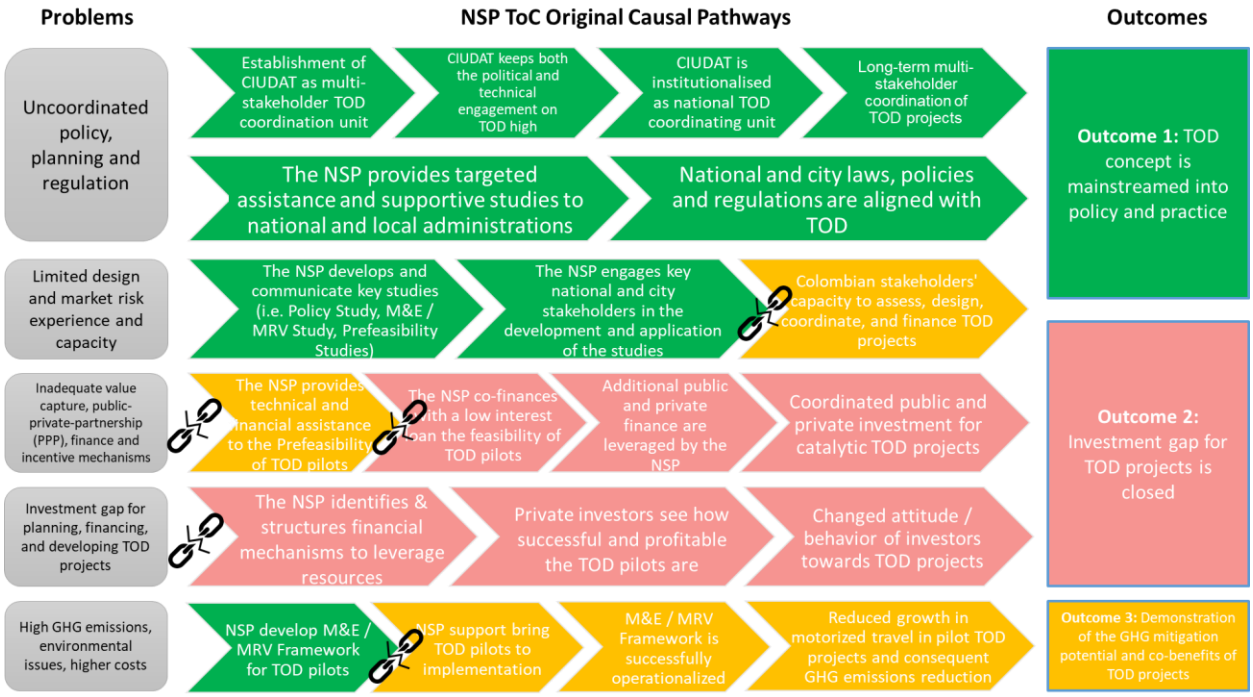


Figure 5 presents an overview of the progress of the NSP along its ToC causal pathways towards its intended outcomes. The RAG rating uses the same scale as the previous section (i.e. Good / Very Good = Green; Problems = Amber; Serious deficiencies = Red) and the last arrow of each pathway reports the same colours used in Section 4.1 to rate the NSP's achievements for each Intermediate Outcome. This is to be read as an assessment of the NSP's situation at this point in time, when the Technical Component has almost completed its course and the Financial Component is about to take the baton. **What transpires from Figure 5 is that the NSP causal pathways seem to have held:**

- **Well for Outcome 1**, i.e. the mainstreaming of the TOD concept into policy and practice in Colombia
- **Badly for Outcome 2,** i.e. the bridging of the investment gap for TOD projects
- **With some problems for Outcome 3**, i.e. the demonstration of the GHG mitigation and co-benefits potential of TOD projects.

In terms of Outcome 1, the causal pathways supporting it held well as:

1. The establishment and institutionalisation of CIUDAT was indeed positively disruptive of the original fragmentation in national policy making, bringing successfully together key TOD-related technical and (slightly less successfully) political government stakeholders.
2. The NSP provision of targeted assistance and supportive studies did result in some notable inclusions of TOD elements in national laws and policies and local urban plans and projects.

In terms of Outcome 2, the causal pathways supporting it held badly as:

3. Although the NSP has developed relevant and robust studies and involved, to a good extent, national and cities stakeholders in their development and application, this did not directly translate into: (i) improved understanding of the TOD concept by those who were not directly involved in the NSP – this would have required additional public outreach; and (ii) capacity to assess and coordinate TOD projects – as limited effort in capacity building was put.
4. Although the NSP has brought to completion (with some delays and missed opportunities) 3 (almost 4) prefeasibility phases of TOD projects, there are serious risks in the adequacy and flexibility of the financial instrument proposed by the NSP for the feasibility and continuation of the pilots. If it is not urgently addressed, this risk may lead to additional missed opportunities.
5. So far, (i) the NSP has not structured any feasible financial mechanism which can change private investors attitude towards TOD projects; and (ii) the NSP appears not to have even tried to engage with private investors to understand their needs. The Financial Component will have to start almost from zero.

In terms of Outcome 3, the causal pathways supporting it held with some problems as:

6. Although the NSP has developed a robust and flexible M&E / MRV framework for the NSP TOD pilots, these are far from being ready to be operational, demonstrate their GHG mitigation and co-benefits potential, and, ultimately bring to widespread replication and scale-up of TOD projects.

An additional method that can be used to assess the strength of the evidence sustaining the different causal pathways of the NSP ToC is to apply *process tracing* tests. Process tracing is an evaluation method that applies formal tests to the evidence to assess the causality between the initial hypotheses and what is actually observed. Table 11 illustrates the results of applying the process tracing formal tests to the causal pathways of the NSP ToC.

Table 11. Overview on the validity of the causal pathways using process tracing tests

Formal test	Test description	Causal pathways of the NSP	Process tracing test
Smoking gun (confirmatory)	If evidence is observed, the hypothesis is confirmed. If evidence is not observed, the hypothesis is not confirmed, but this is not enough to reject the hypothesis.	1. If CIUDAT is established and institutionalised (Output 3-TC) then successful multi-stakeholder coordination of TOD projects occurs (Intermediate Outcome 1) and the mainstreaming of the TOD concept into policy and practice is supported (Outcome 1).	1. Evidence of the Output, the Intermediate Outcome and the Outcome is observed, and the hypothesis is confirmed. There is not enough evidence to reject the hypothesis in case evidence of the Output is not observed.

Formal test	Test description	Causal pathways of the NSP	Process tracing test
Hoop test (disconfirmatory)	If the evidence is not observed, the hypothesis is rejected. If the evidence is observed, the hypothesis is not rejected, but this is not sufficient to confirm the hypothesis.		
Double decisive	If evidence is observed, the hypothesis is confirmed. If the evidence is not observed, the hypothesis is rejected.	2. If the NSP provides assistance and supportive studies to align with TOD targeted catalytic national and city policies, studies and plans (Output 2-TC) then more national and city laws, policies and regulations will be aligned with TOD (Intermediate Outcome 2) and the mainstreaming of the TOD concept into policy and practice is supported (Outcome 1).	2. Evidence of the Output, the Intermediate Outcome and the Outcome is observed, and the hypothesis is confirmed. There is evidence to suggest that if the Output is not observed, the extent of the Outcome's observation would be substantially reduced.
Straw in the wind	If the evidence is observed, this is not sufficient to confirm the hypothesis. If the evidence is not observed, this is not sufficient to reject the hypothesis.	3. If the NSP supports 3 TOD pilot projects to advance through one or more technical benchmarks (Output 1-TC) then the Colombian stakeholders' capacity to assess, design, coordinate, and finance TOD projects is enhanced (Intermediate Outcome 3) and the closure of the investment gap for TOD projects is supported (Outcome 2).	3. Because of the lack of activities under the Financial Component, evidence of the Output is not observed and therefore the hypothesis cannot be neither confirmed nor rejected.
		4. If the NSP provides technical and financial support to 3 TOD pilot projects to go through the assessment, planning and financing stages (Output 1-FC), then additional coordinated public and private finance is leveraged (Intermediate Outcome 4) and the closure of the investment gap for TOD projects is supported (Outcome 2).	4. Because of the lack of activities under the Financial Component, evidence of the Output is not observed and therefore the hypothesis cannot be neither confirmed nor rejected.

Formal test	Test description	Causal pathways of the NSP	Process tracing test
		5. If the NSP provides technical and financial support to 3 TOD pilot projects to go through the assessment, planning and financing stages (Output 1-FC), then investors change attitude / behavior towards TOD projects (Intermediate Outcome 5) and the closure of the investment gap for TOD projects is supported (Outcome 2).	5. Because of the lack of activities under the Financial Component, evidence of the Output is not observed and therefore the hypothesis cannot be neither confirmed nor rejected.
		6. If the NSP supports the development and functioning of a robust and flexible MRV / M&E system for TOD projects (Output 4-TC/FC) and it is applied on TOD projects, then evidence of the reduced growth in motorized travel in pilot TOD projects and consequent GHG emissions reduction and sustainable development co-benefits is measured and observed (Intermediate Outcome 6) and the demonstration of the benefits of the TOD concept is supported (Outcome 3).	6. Because of the lack of activities under the Financial Component, the MRV system has not been applied to any TOD project and therefore the hypothesis cannot be neither confirmed nor rejected.

6 Lessons Learnt and Recommendations

The evidence gathered during the ELE along with the key findings presented in Section 4 and the conclusions in Section 5 have been used by the ELE Team to draw the lessons below categorised into 8 main groups. These are:

1) Importance of and need for wider stakeholder engagement (bottom-up push of TOD)

- Communities and developers need to be engaged from early in the TOD pilot (or future) projects. Engagement from such an early stage should seek to identify their needs and demands, test any important assumptions from the project, and seek early ownership of the TOD pilots (or subsequent initiatives), thereby reducing the impact from shifts in political priorities or administrations.
- Community engagement should be duly planned and executed to maximise the ownership and need validation goals, while also seeking to minimise resistance that may be generated in those initial discussions.

2) Importance of and need for higher buy-in by national political actors (top-down push of TOD)

- The National Government should be visibly and consistently committed to the NSP, including in adopting a national TOD policy framework and in reviewing regional and urban development contributions to ensure that they promote the TOD coordinated approach both horizontally, across the different sectors, and vertically, among the national and local tiers of government. An example of that top-down positive dynamics is represented by the NSP's use of the M&E / MRV study as entry point to gain the interest of new city administrations, since M&E / MRV was already part of their development cooperation plans with the National Government.
- A charismatic and politically well-connected leader of CIUDAT would be helpful to increase the political buy-in of the NSP at national and local level.

3) Importance of flexibility in the financial and technical design of TOD projects

- The ELE evidenced that not receiving the NSP funding is not an insurmountable barrier for cities to push forward with implementation of TOD-based recommendations, as Medellin, Cali, Manizales and Monteria have been able to continue feasibility and implementation work using their own funds, or by channelling private contributions or other international aid funding sources.
- The COVID-19 pandemic has affected both the incomes and spending priorities for public and private organizations, and it is possible that available resources will be allocated to economic recovery before they are used for TOD initiatives.
- Many of the TOD interventions proposed for the NSP's pilot cities could be financed with LVC tools if these were properly adopted in city regulations, but in many cases, they are not. To help generate regulatory, policy and institutional frameworks more likely to promote TOD pilot implementation, the NSP could consider generating financial products that make financing available to cities subject to passing some regulatory or policy reforms on LVC tool adoption or other urban development coordination or monitoring methods. This could also facilitate the subsequent expansion and replication of TOD projects.

- The ELE found significant evidence that challenge the claims in the NSP Proposal and ToC that developers do not participate or lead urban renewal efforts due to an investment gap. Instead, evidence was found that developers refrain from supporting public-led TOD or urban renewal efforts as they perceive the risks to be too many and too high. Developing mechanisms to mitigate or manage those risks, which would be different from the reduced interest-rate loans, could help incentivise private sector participation.
- Having a financial portfolio that does acknowledge the particular needs of the cities and developers according to the budget constraints, project size, risk profiles, administrative costs and participation of public and private partners, could help improve the amount of TOD initiatives delivered under the NSP.

4) Strategic clarity and regulatory stability are a crucial factor for TOD

- TOD and urban renewal efforts require regulatory stability to facilitate the involvement of private developers. An example is Medellin, where the municipalities and the metropolitan organisations have become committed to designing and implementing more integrated urban improvements along the mass transit system's corridors, and have also become a valuable partner for private led TOD-related urban transformation efforts like the "*Perpetuo Socorro*" area.
- Given the high number of stakeholders involved, TOD projects should require a multi-stakeholder strategy centred around sustainable transport, urban planning, and environmental sustainability. In addition, due to the complex relations and interactions that support TOD projects and the relatively simple and siloed mentality of Colombian delivery organisations, it is advisable to assign a clear role to each (sectoral) stakeholder involved, thus providing the actions and priorities in a way that is easy to understand and grasp to each one. One example of this challenge is the NSP itself. The institutional complexity of intersectoral coordination needs did pose a challenge for Ministries to define how they could participate in the initiative without overstepping their legal powers, and without breaking the fiscal envelope available to them. Solving these issues caused delays to the preparation and start of the NSP, which, as argued earlier, may have reduced the interest and commitment from decision makers on the initiative.
- Sometimes, the factors determining whether a project moves forward or never leaves the starting blocks are simply the fit of that project with the sectoral agenda and/or the stage in its preparation (i.e. being at a feasibility stage rather than at prefeasibility or idea stages).

5) Innovation takes time, but politics quite often will not wait

- Cities and regions are complex environments in which change takes place slowly, and interventions can actually have no impact at all. Promoting innovative concepts such as TOD adds an additional level of complexity, delay and potential for resistance to any urban transformation effort.
- Short-term focus politicians and decision-makers, including those of the cities considered for NSP pilot projects, are unlikely to make and maintain commitments to efforts that will not pay off for themselves politically.
- The NSP's TOD pilots and the expansion or replication projects that follow on from them need to be aware of these conditions and pressures, and implement measures that avoid underestimating times and resources, and raising expectations. Indeed, the negotiation period of each of the phases with the local governments, the contractual process and the

change of local and national administrations appear to be the main reasons of the delay in the Technical Component implementation.

- The regular application of Political Economy Analysis could help the NSP Team identify national and local champions, political constraints and opportunities that can help in the mitigation of the above-mentioned systemic risks. Moreover, CIUDAT could seek to identify and share experiences that have seen urban transformation or TOD projects being implemented in shorter timescales, with less cost and risk for NSP and non-NSP cities to learn from and apply.

6) Need for strategically considering the COVID-19 Pandemic

- COVID-19 is likely to have both positive and negative impacts on the NSP and other TOD initiatives. On the positive side, COVID is seen to be contributing to drive the implementation of many active transport measures, in an effort to reduce the impact that lower ridership is allowed on transit to prevent COVID-19 transmission in crowded spaces. On the negative side, the COVID-19 pandemic has delayed discussion between Findeter and the new local administrations to continue with the NSP, but more importantly, and also as discussed in the financial tool group above, the reduction of public and private incomes along with increased spending requirements in health and other public services, may lead to funds that had been marketed for TOD or other urban sustainability efforts to be reallocated to economic recovery or to finance public infrastructures or services.

7) More emphasis on knowledge and learning exchange is needed

- The NSP TOD's knowledge includes studies and practices in different technical and sub-sectoral fields and can be shared widely both in Colombia and even at a regional and international level. CIUDAT seems to have been focused on executing the studies and resources, while paying little attention to the fact that these efforts to share knowledge and lessons can be instrumental for the TOD expansion and replication efforts. No evidence was found during the ELE of lessons or knowledge sharing between cities within the NSP or outside of it.
- One good example of learning exchange occurred between the AFD and the NSP. The AFD-financed LVC study concluded that the national regulatory framework for LVC was adequate, the problem being the lack of adoption of these tools by local governments and in coordination. This conclusion led to the creation of the Jefatura de Gestión Urbana Integral within Findeter, to improve the design and delivery of complex urban projects.
- The M&E / MRV study was used as a complement to other studies. It is worth remarking that the Development Bank of Latin America (CAF), IDB and NAMA MoVE showed interest in the M&E / MRV methodology and toolkit to calculate and measure the impact of GHG reductions and to carry out the monitoring and evaluation of the projects.

8) CIUDAT needs to be supported with adequate resources

- The creation of CIUDAT paved the way for Findeter to becoming an attractive implementation partner for other international aid efforts, and other NSPs. However, this attractiveness of CIUDAT may also become a burden if additional commitments start distracting it from the objectives and goals of the Colombia TOD NSP.
- One aspect to review is whether the addition of other NAMAs or initiatives to CIUDAT's staff's workload is desirable from the financial and technical viewpoints. Adding new and additional aid programmes may help CIUDAT and Findeter to become more financially successful, but it could also imply for CIUDAT's staff to get distracted from pursuing the NSP's goals.

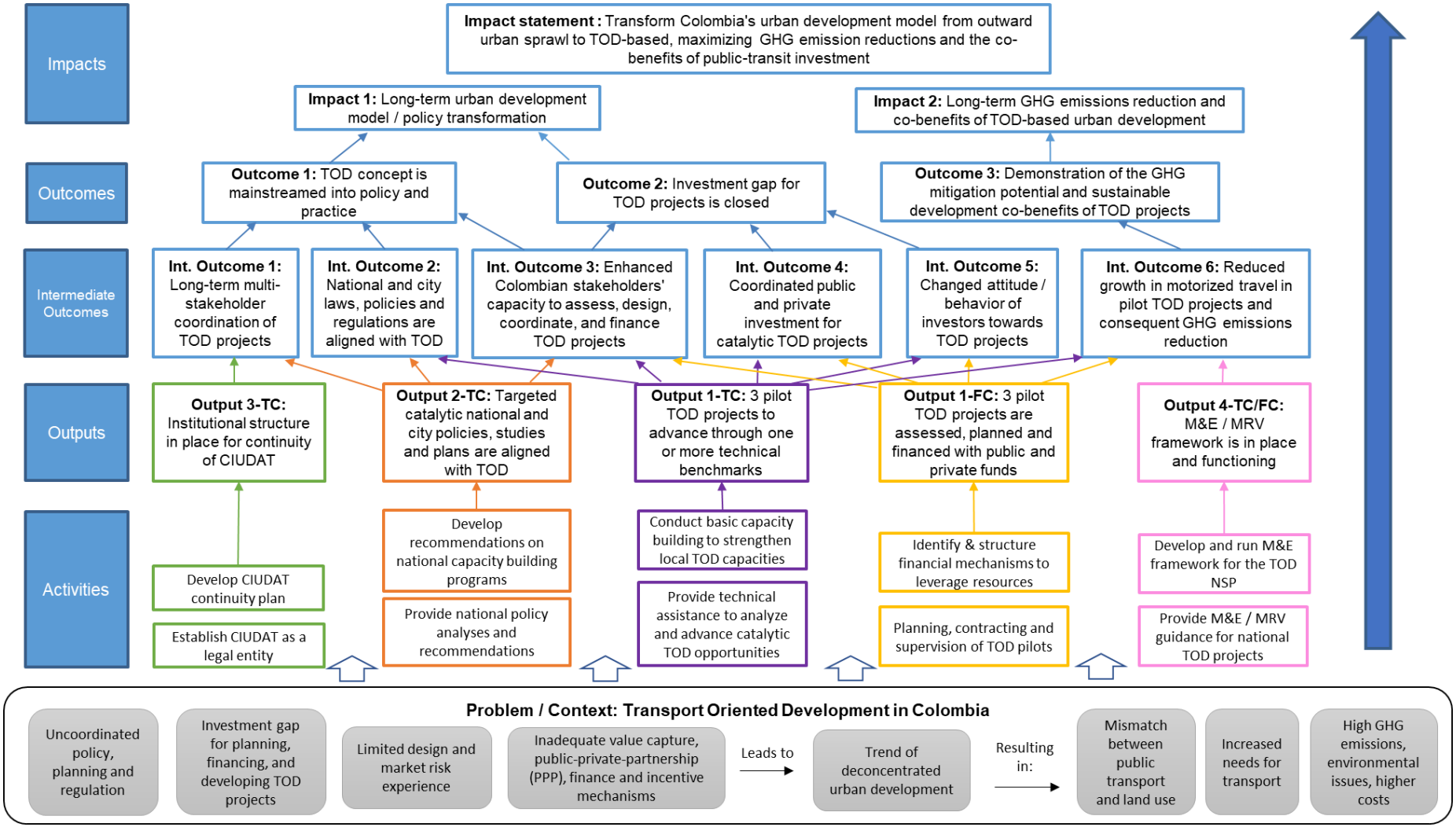
In the previous sections, the background findings have been sufficiently developed and supported by evidence. The significant final considerations and the lessons learned lead to key practical recommendations that have been grouped under the most relevant NSP Outcome they would sustain (see Table 12). Thoroughly considering the implications of the ELE's finding and lessons and integrating the recommendations into the project implementation can increase the potential impact of the NSP and, with it, its transformational change.

Table 12: Recommendations

Outcome 1: TOD concept is mainstreamed into policy and practice	
1	The NSP Team should review its political engagement strategy so that the National Government endorse and define a national TOD policy framework, thus facilitating CIUDAT's activities at city level.
2	Following the lesson in using the M&E / MRV study to enhance interest in the NSP by the involved cities, it is recommendable for the NSP to develop a "Toolbox" that facilitates Colombian cities in assessing, designing, developing and financing TOD projects, which can be used as an "entry point" to foster the replication effect of the NSP to other cities.
3	The NSP Team should regularly apply Political Economy Analysis (PEA) to identify national and local champions, political constraints and opportunities for the NSP implementation.
4	It is recommended to make a better use of Findeter's regional branches to maintain more regular interaction with cities, including the involvement of Findeter's commercial department to reach a wide number of municipalities and local investors and developers in the country.
Outcome 2: Investment gap for projects is closed	
5	The preliminary phase of TOD projects should include beneficiaries' need assessment and community's engagement. These recommendations should be duly considered for the implementation of the next phases of the pilot projects (e.g. Feasibility Studies) as well as by other NSPs including TOD interventions.
6	The NSP (Financial Component) should develop and review the project schedule according to political and administrative calendars as it can help ensure that the implementation documents are readily available when the political opportunity comes (e.g. when a new administration or decision-maker are installed).
7	Findeter should expand its financial portfolio to suit the particular conditions of the NSP cities and projects. In this respect, it is important to prepare an analysis that considers both the costs and the benefits of the proposed financing modalities.
Outcome 3: Demonstration of the GHG mitigation potential and co-benefits of TOD projects	
8	The NSP's knowledge sharing platforms and alternatives should be improved by exploring new communication and visibility tools (e.g. web-based knowledge platform) and replicating robust examples like the online M&E toolkit.
9	The NSP should put more effort in exchanging lessons and knowledge with other relevant urban sustainability programmes and related Development Partners. As TOD

	demonstration and replication is the key for the NSP success, the NSP should maximise the opportunities for learning and knowledge sharing, and this may mean opening up to follow-up and draw lessons from TOD initiatives originated and/or being executed outside the NSP.
10	Internal learning processes should be built up in the NSP functioning. This should entail regular moments of identification, analysis, joint reflection, and integration of lessons. This is particularly important in this phase of handover between the Technical Component and Financial Component, but it should not be neglected during the Financial Component implementation. Regular reviews of the focus and scope of the NSP and Findeter's and CIUDAT's ability to deliver on them should also be conducted to ensure that prior execution structures do not become barriers for the NSP to deliver on its commitments.

Annex A Theory of Change of the Colombia TOD NSP



Annex B Evaluation and Learning Questions Matrix

This evaluation and learning exercises matrix is based on the Theoretical Framework provided (version May 2020). It is a working tool that allows the evaluators to focus on a feasible target and assemble information for each question that can be synthesised in the final report, hence creating an integrative overview of the Colombia Transport Oriented Development NAMA Support Project at large. The evaluation matrix is a working tool and may be adapted slightly in the course of the evaluation if further relevant questions come up. A final version of the matrix will be included in an annex of the final report.

ELEQ No.	Evaluation Question	Evaluation criteria	Original hypotheses	Who can answer this question	Source of information Data gaps
1 RELEVANCE					
1	To what extent does the NSP address an identified need (by cities, national government, developers, transit users)?	▪ The NSP design responds to the beneficiaries' needs and strategic priorities at the time of adoption; and continues to respond to priorities given the evolving challenges and priorities in the Colombian urban context. ▪ NSP is aligned with the needs of urban development and transport authorities in Colombian mid and large-sized cities. ▪ As TOD pilots are planned and implemented, the investment gap for TOD projects is closed	▪ As TOD efforts are a priority for the national government and municipalities, if they are supported by the NSP, they will incorporate TOD elements in different key national regulations. ▪ There is an investment gap for TOD projects that is due to lack of appropriate legal, technical and financial instruments that the NSP can address.	▪ Direct beneficiaries (government, municipalities, and TOD project developers / funders) ▪ NSP Team ▪ TSU ▪ NAMA Facility Donors ▪ Independent verifiers (planning and transport authorities from non-participating cities, development partners, non-NSP consultants working on TOD, academics)	▪ In-depth interviews ▪ Semi-structured key informant interviews (KIIs) ▪ NSP proposal ▪ Context analysis ▪ Document review (Project concepts (logical framework matrix) and progress reports) ▪ National plans and strategies
1.1	How well does the NSP align with government and agency priorities in regard to GHG emissions, sustainable transport or	▪ The project is in line with Government targets on environmental emissions (incl. NDC, Low-Emissions Development Strategy (LEDS))	▪ The Colombia TOD NAMA will support Colombia's overall climate and sustainable transport strategy	▪ Direct beneficiaries from government ▪ NSP Team ▪ TSU	▪ National plans and strategies on climate change and transport ▪ Data from NSP monitoring system

ELEQ No.	Evaluation Question	Evaluation criteria	Original hypotheses	Who can answer this question	Source of information Data gaps
	sustainable urban development?		▪ The NSP will contribute to the GHG emissions targets of the TOD NAMA		
1.2 (Proposed by ELE team)	Did changes in the country's context affect the relevance of the project?	▪ The project's goals and specific objectives and needs are still valid. ▪ Several assumptions and causal pathways outlined in the TOC remain valid, after adaptations and refinements	▪ Thanks to the NSP, TOD efforts are a long-term national priority that is not be affected by short-term context changes (e.g. local and general elections, changes in personnel, COVID-19)	▪ Direct beneficiaries ▪ NSP Team ▪ TSU ▪ Independent verifiers	▪ Progress reports ▪ Semi-structured KIIs ▪ Document review
2 EFFECTIVENESS					
2	To what extent has the implementation of the NSP **been achieving** intended outcomes in the short, medium, and long term?	▪ The degree to which there are evidence of the expected results / Interim Outcomes in the ToC: ○ Long-term multi-stakeholder coordination of TOD projects in place ○ National and city laws, policies and regulations are aligned with TOD ○ Enhanced Colombian stakeholders' capacity to assess, design, coordinate, and finance TOD projects ○ Coordinated public and private investment for catalytic TOD projects (only the part related to TC)	▪ Delivering the intended outputs (as per ToC) will strongly contribute to the obtainment of the expected (interim) outcomes	▪ **Direct beneficiaries** ▪ **NSP Team** ▪ **TSU** ▪ Independent verifiers	▪ **NSP proposal** ▪ Progress reports ▪ In-depth interviews ▪ Data from NSP monitoring system **/ logframe** ▪ Semi-structured **KIIs**

ELEQ No.	Evaluation Question	Evaluation criteria	Original hypotheses	Who can answer this question	Source of information Data gaps
		○ Changed attitude / behaviour of investors towards TOD projects (only the part related to TC) ○ Reduced growth in motorized travel in pilot TOD projects and consequent in GHG emissions reduction (likely not assessable at this stage) ▪ The strength of the NSP contribution to the realisation of those outcomes (see link between outputs and outcomes) ▪ For each of the outcomes consider the major constraints and opportunities experienced (success and hindering factors)			
2.1	For each output, what were the major constraints and opportunities experienced in implementing the activities? For each output, what were the particular features of the project and context that made a difference in achieving these outputs?	▪ Evidence of the delivery of intended outputs ▪ The strength of the NSP contribution to the delivery of those outcomes ▪ For each of the output consider the major constraints and opportunities experienced (success and hindering factors)	▪ Implementing the intended activities (as per ToC) will deliver the expected outputs ▪ The NSP is the main factor in the delivery of the outputs	▪ Direct beneficiaries ▪ NSP Team ▪ TSU ▪ Independent verifiers	▪ NSP proposal ▪ Progress reports ▪ In-depth interviews ▪ Data from NSP monitoring system ▪ Semi-structured KIIs

ELEQ No.	Evaluation Question	Evaluation criteria	Original hypotheses	Who can answer this question	Source of information Data gaps
2.2 (Proposed by ELE team)	Are results that are reported for the five mandatory core indicators by the NAMA Facility (M1-M5) in line with the NAMA Facility's M&E framework?	▪ Level of achievement of M1-M5 targets by the project ▪ Circumstances (positive and negative) that influenced the performance on the M1-M5 indicators	▪ The NSP will support the achievement of NAMA Facility core indicators	▪ Direct beneficiaries ▪ NSP Team ▪ TSU ▪ NAMA Facility Donors ▪ Independent verifiers	▪ NSP proposal ▪ Progress reports ▪ In-depth interviews ▪ Data from NSP monitoring system ▪ Semi-structured KIIs
2.3	Structure & steering: Has the NSP been managed, coordinated, and implemented effectively?	▪ The chosen implementation mechanism is conducive to achieving the expected outcomes ▪ The technical component is tailormade for achieving the planned outputs ▪ Communication and visibility are implemented according to an integrated approach ▪ FC and TC interact synergistically ▪ Stakeholders are participating and collaborating actively in the intervention ▪ CIUDAT's multi-stakeholder coordination role has been effective in advancing national TOD efforts	▪ CIUDAT is the right institutional arrangement to coordinate the NSP ▪ Key stakeholders fully own and commit to their role in the NSP ▪ TC and FC run in parallel, coordinating with and sustaining each other's work and results	▪ Direct beneficiaries ▪ NSP Team ▪ TSU ▪ NAMA Facility Donors	▪ Progress reports ▪ In-depth interviews ▪ Semi-structured KIIs
2.4	Were there additional outputs and/or outcomes obtained that were not planned in project design (unintended outcomes)?	▪ There is evidence of the NSP's contribution to unintended or unexpected results ▪ If there are positive unintended results, the NSP team has been able to capitalise on them to sustain the intended outcomes	▪ The NSP management has been appropriately designed to identify, address / capitalise from, and learn from unintended outcomes	▪ Direct beneficiaries ▪ NSP Team ▪ TSU	▪ NSP proposal ▪ Progress reports ▪ In-depth interviews ▪ Data from NSP monitoring system ▪ Semi-structured KIIs

ELEQ No.	Evaluation Question	Evaluation criteria	Original hypotheses	Who can answer this question	Source of information Data gaps
		▪ If there are negative unintended results, the NSP team has been able to appropriately identify, address and learn from them.			
2.5 (Proposed by ELE team)	Did changes in the country's context impacted (positively and/or negatively) on the effectiveness of the project? If so, to what extent (greatly, partially, negligibly)?	▪ The level of NSP contribution to the achievement of the results compared to exogenous factors. ▪ Several assumptions and causal pathways outlined in the TOC remain valid, after adaptations and refinements	▪ The NSP is the main cause of the achievement of the intended and unintended outcomes	▪ Direct beneficiaries ▪ NSP Team ▪ TSU ▪ NAMA Facility Donors ▪ Independent verifiers	▪ Progress reports ▪ In-depth interviews ▪ Semi-structured KIIs ▪ Literature review
2.6 (Proposed by ELE team)	Has the NSP M&E framework been able to adequately function?	▪ The proposed NSP M&E framework adequately reflects the challenges, outcomes and impacts of the program ▪ The logical framework is used as reference tool for monitoring (regularly updated)	▪ The M&E is setup and implemented based on KPI ▪ The logframe is regularly updated and used as a learning tool	▪ Direct beneficiaries ▪ NSP Team ▪ TSU ▪ NAMA Facility Donors	▪ Progress reports ▪ In-depth interviews ▪ Data from NSP monitoring system ▪ Semi-structured KIIs
2.7 (Proposed by ELE team)	How has learning been integrated within the project?	▪ The presence and effectiveness of institutionalised learning and adaptation mechanisms within the NSP	▪ The NSP team regularly identify learnings, reflect on them, and accordingly adapt the ToC and implementation of the project	▪ Direct beneficiaries ▪ NSP Team ▪ TSU ▪ NAMA Facility Donors	▪ Progress reports ▪ In-depth interviews ▪ Data from NSP monitoring system ▪ Semi-structured KIIs
3 EFFICIENCY					

ELEQ No.	Evaluation Question	Evaluation criteria	Original hypotheses	Who can answer this question	Source of information Data gaps
3	To what extent is the relationship between inputs and outputs timely and to expected quality standards?	▪ Timeliness of the delivery of outputs and outcomes (incl. budget spending) ▪ If there are delays in the implementation, what have caused them (endogenous or exogenous factors) and how seriously have they impacted the NSP implementation? ▪ The effectiveness of the measures adopted to reduce the delays ▪ The level of satisfaction of the NSP direct beneficiaries	▪ The NSP activities will run smoothly, on schedule ▪ If there are unexpected delays, the NSP team will identify their causing factors and eliminate / mitigate them ▪ Direct beneficiaries are highly satisfied of the NSP's support ▪ Appropriate project risk escalation process is put in place	▪ Direct beneficiaries ▪ NSP Team ▪ TSU	▪ NSP proposal ▪ Progress reports ▪ In-depth interviews ▪ Data from NSP monitoring system ▪ Semi-structured KIIs
4 IMPACT					
4	What evidence is there that the NSP is likely to contribute to the intended impact in the ToC (incl. transformational change), as well as any unintended or unexpected ones?	▪ The strength of the evidence that key outcomes are going to be achieved and the robustness of the causal links / pathways to the intended impact (namely long-term urban development model transformation in Colombia and GHG emissions reduction and co-benefits) ▪ The extent of how transformative the NSP is likely to be, based on current evidence	▪ Through technical assistance, capacity building, institutional strengthening, and demonstration effects by the TOD pilots, the NSP has a transformational impact on redirecting Colombia's urban development towards TOD and, with it, brings about GHG emissions reductions and co-benefits	▪ Direct beneficiaries ▪ NSP Team ▪ TSU ▪ NAMA Facility Donors ▪ Independent verifiers	▪ NSP proposal ▪ Progress reports ▪ In-depth interviews ▪ Data from NSP monitoring system ▪ Semi-structured KIIs
5 SUSTAINABILITY					

ELEQ No.	Evaluation Question	Evaluation criteria	Original hypotheses	Who can answer this question	Source of information Data gaps
5	What is the likelihood that the outcomes will be sustained after the end of the NSP funding period?	▪ The extent of the evidence supporting the NSP sustainability (e.g. evidence of self-sustaining institutional structures, and political and financial commitment of key stakeholders) ▪ There is little or no risk of backsliding or reversing	By the end of the project: ▪ CIUDAT will be formally and substantially institutionalised and will play a coordinating role in future TOD projects ▪ TOD pilots will have demonstrated the political, economic and environmental potential of TOD ▪ Private financial institutions and developers are actively engaging in TOD projects with the reasonable likelihood of gradual increase in their involvement ▪ PPPs for TOD projects have been tested in Colombia	▪ Direct beneficiaries ▪ NSP Team ▪ TSU ▪ Independent verifiers	▪ NSP proposal ▪ Progress reports ▪ In-depth interviews ▪ Data from NSP monitoring system ▪ Semi-structured KIIs
5.1 (Proposed by ELE team)	In the context of other public and private initiatives in Colombia in relation to sustainable urban development, how significant has the NSP been and how far can its catalysing effect be confirmed?	▪ The likelihood the NSP will catalyse additional, large-scale, sustained GHG savings (intentionally or unintentionally) ▪ The size of leveraged public and private investments by the NSP compared to other similar transport / urban development projects in Colombia	▪ The NSP plays a crucial role as catalyser for scale up and replication of TOD pilot projects	▪ Direct beneficiaries ▪ NSP Team ▪ TSU ▪ Independent verifiers	▪ Progress reports ▪ In-depth interviews ▪ Semi-structured KIIs ▪ Data from NSP monitoring system ▪ Literature review
6 LEARNING					

ELEQ No.	Evaluation Question	Evaluation criteria	Original hypotheses	Who can answer this question	Source of information Data gaps
6	What key lessons can be learnt to the benefit of the FC or other NSPs in achieving their results?	▪ The NSP's generation of important lessons for other NSPs	▪ The NSP will generate important lessons for other NSPs	▪ Direct beneficiaries ▪ NSP Team ▪ TSU ▪ Independent verifiers	▪ Progress reports ▪ In-depth interviews ▪ Semi-structured KIIs ▪ Literature review
6.1	How was learning from this NSP shared with other NSPs / NAMA projects, and did they make any changes to their approach as a result?	▪ The presence of instances where the lessons from this NSP has changed the approach / results of other NSPs or NAMA projects	▪ The learning from this NSP is contributing to change the approach and results of other NSPs or NAMA projects	▪ Direct beneficiaries ▪ NSP Team ▪ TSU ▪ Independent verifiers	▪ Progress reports ▪ In-depth interviews ▪ Semi-structured KIIs ▪ Literature review
6.2	How did the sharing of learning by other NSPs and other projects (e.g. NAMA TAnDem and NAMA MoVE) contribute to the successful implementation of the NSP?	▪ The presence of instances where the lessons from other NSPs or other projects have resulted in the change of approach or results of this NSP	▪ The sharing of learning by other NSPs and other NAMA projects is contributing to the successful implementation of the NSP	▪ Direct beneficiaries ▪ NSP Team ▪ TSU ▪ Independent verifiers	▪ Progress reports ▪ In-depth interviews ▪ Semi-structured KIIs ▪ Literature review

Annex C Evidence and Answers to the ELEQ Matrix

The following table has been part of the ELE analysis effort to link the answers to the ELEQs with the evidence from the ELE sources that underpins them. The strength of the evidence is assessed following the methodology explained in Section 2 and the legend in Table 5. The codes found in the answers' text are the references to the specific sources (interviews, workshops, documents). Each code refers to a specific source and follows this legend: NT = NSP Team; NS = NSP Stakeholder; TP = Third Party; AR19 = Annual Report 2019; SAR20 = Semi-Annual Report 2020.

ELEQ No.	Evaluation Question	Evaluation criteria	Original hypotheses	ELE Team answer [Evidence]
1 RELEVANCE				
1	To what extent does the NSP address an identified need (by cities, national government, developers, transit users)?	▪ The NSP design responds to the beneficiaries' needs and strategic priorities at the time of adoption; and still continues to respond to priorities given the evolving challenges and priorities in the Colombian urban context. ▪ NSP is aligned with the needs of urban development and transport authorities in Colombian mid and large-sized cities ▪ As TOD pilots are planned and implemented, the investment gap for TOD projects is closed	▪ As TOD efforts are a priority for the national government and municipalities, if they are supported by the NSP, they will incorporate TOD elements in different key national regulations. ▪ There is an investment gap for TOD projects that is due to lack of appropriate legal, technical and financial instruments that the NSP can address.	▪ **National Government:** ○ **There is consistent evidence across interviewees of alignment of the NSP with national priorities and needs**, in particular: (i) high alignment to global and national agendas for sustainable and climate change [Very strong evidence - NT3E, NT6E, NS13E, NS15E, TP28E, TP29E, AR17E]; (ii) the fact that many prior transport/transit and urban development efforts led to missed opportunities for sustainable urban and regional development due to poor coordination, and the coordinate TOD approach responds to that [Strong Evidence - NT6E, NS10E, NS19E, NS22E]; (iii) other ongoing urban related efforts [Very Strong Evidence - NT1E, NT2E, NS8E, NS9E, ProposalE], such as Findeter's Sustainable and Competitive Cities programme, among others [Personal opinion - NS20E]. ○ **Commitment from the National Government has varied, and with it the ability of the project to push forward with the execution of demonstration projects** [Weak Evidence - NT1F, NT3F]. Ability to drive a political agenda to get support from key decisionmakers seems necessary [Very strong evidence - NT7F, NS15F, NS18F, NS21F, NS22F, TP26F]. ▪ **City administrations:** ○ **Consistent evidence that sustainability focus (and implementation capabilities) vary according to the size and technical capabilities of Colombian Cities.** Larger cities have the focus and capabilities [Very strong evidence - NT2G, NT3G, NS8G, NS10G, NS11G, NS12G, NS14G, NS15G,

ELEQ No.	Evaluation Question	Evaluation criteria	Original hypotheses	ELE Team answer [Evidence]
				NS19G, NS20G, NS21G, TP25G, TP27G, TP28G, TP29G], smaller cities and towns less so and require more time and effort to engage with TOD concepts and interventions [Very strong evidence - NT1H, NT3H, NT5H, NT6H, NT7H, NS9H, NS10H, NS21H, TP28H, TP29H]. ○ **Local governments still very much work under a silo mentality by their different agencies and sectors, and are more focused on project delivery during their term**, than on strategizing and leading for the long term, which is the only valid timeframe to achieve TOD transformations. Collaboration within government agencies or across local and national governments seems discouraged as it adds time and complexity to project formulation and delivery. [Very strong evidence - NT3G, NS10H, NS18H, TP24H]. ○ Political support and drive from mayors or decision-makers is fundamental to create and maintain commitment to the long-term TOD-interventions or Urban Renewal efforts [Strong evidence - NS10G, NS11G, NS14G, NS16G, NS19G, NS20G, NS20H, NS22G, TP24H, TP27G, TP28G, AR19, SAR20G]. However, **mayors and other decisionmakers usually lose interest and commitment to initiatives that cannot be delivered within their terms in office**, or that imply some political capital-depleting actions such as expropriations [Very strong evidence - NT1H, NT3H, NT5H, NT6H, NS9H, NS10H, NS11H, NS17H, NS21H, TP28H, TP29H]. ▪ **Developers:** ○ **Private developers have provided confirmation that the inclusion of elements related to "environmental sustainability" in their developments has increased its importance** due to increased demand from clients. Still sustainability is just a part of the wider TOD concept [Personal opinion - TP26I]. ○ **Developers are interested in participating in TOD or Urban Renewal efforts, but some public-sector decisions**, like ambitious development goals, changing zoning regulations or very ambitious and risky projects, and also the different timescales between urban transformations and individual developments **discourage them from participating** [Very strong

ELEQ No.	Evaluation Question	Evaluation criteria	Original hypotheses	ELE Team answer [Evidence]
				evidence - NS9I, NS10J, NS11I, NS20I, NS20J, TP26J, TP27I, TP27J Proposall]. ○ **Economics of real estate developments make greenfield developments more attractive** and profitable than (brownfield) TOD transformation or urban renewal efforts [Strong evidence - NS20J, TP25J, TP28J]. ▪ **<u>City users:</u>** ○ **No community consultation was carried out by the NSP during the prefeasibility phase,** by considering that promoting those types of relationships without a clear vision for the area could have been more harmful than beneficial to the NSP implementation [Strong evidence - NT7L, NS10J, NS15J, NS16J, NS17J, NS18J, NS20L]. ○ There is consistent evidence that interviewees believe that the **staff of local administrations and private developers have a good understanding of the needs of the city users** [Medium evidence - NS14K, NS14L, NS19K, NS19L, NS20K, NS20L, TP25L, TP29K]. ○ **Multinational and young companies seem to have become increasingly demanding of buildings and areas with amenities and that promote wellbeing** [Personal opinion - TP26K]
1.1	How well does the NSP align with government and agency priorities in regard to GHG emissions, sustainable transport or sustainable urban development?	▪ The project is in line with Government targets on environmental emissions (incl. NDC, Low-Emissions Development Strategy (LEDS))	▪ The Colombia TOD NAMA will support Colombia's overall climate and sustainable transport strategy ▪ The NSP will contribute to the GHG emissions targets of the TOD NAMA	▪ **The NSP is in line with national GHG reduction targets and there has been good coordination** with those in charge of national climate change strategies (i.e. NDC, and national MRV system) [Strong evidence – NT3E, NT6E, NS12E, NS13E, NS21E] ▪ **The NSP itself will have a small direct impact on GHG mitigation, with key efforts being needed in facilitating and promoting replication so that real transformation and GHG reductions are replicated massively in Colombia** [Medium evidence - NS8Z, NS9Z, NS12Z, NS15Z, NS19Z]. We do not have enough info at this stage to know if this widespread replication will happen in the long-term, but it is unlikely to happen in the short-term [Weak evidence - NS9Z, NS11Z].

ELEQ No.	Evaluation Question	Evaluation criteria	Original hypotheses	ELE Team answer [Evidence]
1.2 (Proposed by ELE team)	Did changes in the country's context affect the relevance of the project?	▪ The project's goals and specific objectives and needs are still valid. ▪ Several assumptions and causal pathways outlined in the TOC remain valid, after adaptations and refinements	▪ Thanks to the NSP, TOD efforts are a long-term national priority that is not being affected by short-term context changes (e.g. local and general elections, changes in personnel, COVID-19)	▪ [Positive change] From Colombia's National Government, there has been an important effort in promoting more sustainable urban development. This can be seen in the national urban and regional transport and sustainable policies and Findeter's introduction of its Sustainable and Competitive Cities initiative as early as 2012-2013 [Very strong evidence NT2M, NS20M, NS21M, TP24M]. There is also a perception that mobility policies and efforts have changed from vehicle flow, to human friendliness [Personal opinion - TP27M]. ▪ [Positive change] The government has recently updated its National Development Plan and its urban transport legal framework (CONPES n. 3991). This provided an opportunity to the NSP to have the TOD concept included in this effort [SAR20E]. ▪ [Positive change] Civil society and companies are increasingly becoming concerned with sustainability and have started to demand more sustainable buildings and to lead local transformation efforts [Weak evidence - NS19M, TP26M]. ▪ **Changes in administrations (national and local) clearly affected the importance given to the NSP** by both national and different city governments (see multiple changes in pilot cities) [Strong Evidence - NT1N, NT2N, NT6N, AR18]; a problem which was learned by the NSP team during the implementation, although it is a systemic risk that should have been better mitigated. ▪ **Delays in the initial approval of the NSP, and subsequently of the FC**, have resulted in loss of momentum and interest by National and local decision-makers [Strong Evidence - NT2N, NT3N, NS15N, AR16N] ▪ **COVID-19 has been having a two-fold contrasting effect**: on the one hand, there is limited attention by the national and especially city administration to be given to anything else than COVID-19; on the other hand, however, the TOD model of reducing the need of transportation (i.e. a possible vector of COVID infection) becomes attractive in light of the COVID recovery. [Very strong Evidence - NS10M, NS10N, NS12M, NS13M, NS13N, TP24M, TP26N, TP27M, TP27N, TP29M, TP29N, SAR20N]. Furthermore, COVID-19 has created some economic and public health problems that may shift, on a temporary or

ELEQ No.	Evaluation Question	Evaluation criteria	Original hypotheses	ELE Team answer [Evidence]
				permanent basis, the city users' needs in terms of mobility and lifestyle [Personal opinion - TP26L]
2 EFFECTIVENESS				
2	To what extent has the implementation of the NSP **been achieving** intended outcomes in the short, medium, and long term?	▪ The degree to which there are evidence of the expected results / Interim Outcomes in the ToC: ○ Long-term multi-stakeholder coordination of TOD projects in place ○ National and city laws, policies and regulations are aligned with TOD ○ Enhanced Colombian stakeholders' capacity to assess, design, coordinate, and finance TOD projects ○ Coordinated public and private investment for catalytic TOD projects (only the part related to TC) ○ Changed attitude / behaviour of investors towards TOD projects (only the part related to TC)	▪ Delivering the intended outputs (as per ToC) will strongly contribute to the obtainment of the expected (interim) outcomes	▪ **<u>Int. Outcome 1: Long-term multi-stakeholder coordination of TOD projects in place</u>** **1) Institutionalisation of CIUDAT within Findeter** ○ The creation and continuity of CIUDAT throughout the TC implementation has been a substantial achievement [Strong evidence - NT3O, NS18O, NS21O, AR17]. According to multiple sources within the NSP Team, there is a vision for CIUDAT to be established for the longer-term (see the inclusion of other NAMAs to CIUDAT responsibilities in a new MoU soon to be signed by the Board of Directors organisations) [Strong evidence - NT2O, NT5O, NS17O, NS18O, AR17, SAR19, AR19]. **2) CIUDAT is nationally recognised as TOD and NAMA's coordinator** ○ The role of CIUDAT as national "go-to-institution" for getting advice on TOD design and funding is widely recognised. Indeed, multiple stakeholders approached CIUDAT to get direct support on TOD projects [Very strong evidence - NT2O, NT5O, NT6O, NS18O, TP28O, AR17]. In addition, other Development Partners and NGOs have used CIUDAT's lessons and advice to push forward the TOD agenda in Colombia (e.g. AFD, UK, FFEM, CFF) [Very strong evidence - NT5O, NT6O, NS18O, TP28O, AR17, SAR20]. However, the funding sources to keep CIUDAT alive after the NSP have not been identified yet [Weak evidence - NT2P, NS17P]. **3) CIUDAT coordination of national stakeholders** ○ Very good coordination at the technical level among the CIUDAT Advisory Committee's members [Strong evidence - NT3O, NT5O, NS12O, NS18O, SAR17], including in relation with the alignment of the NSP M&E / MRV framework to the national one (RENARE) [Medium evidence - NS12O, NS13O, NS21O]. Political coordination worked less well than technical coordination (see lower frequency of meetings than expected) [Strong evidence - NT1P, NT2P, NT6P, NT7P, NS12P, NS13P, NS21P]. One reason for the challenges in the political engagement is the fact that the NSP

ELEQ No.	Evaluation Question	Evaluation criteria	Original hypotheses	ELE Team answer [Evidence]
		○ Reduced growth in motorized travel in pilot TOD projects and consequent in GHG emissions reduction (likely not assessable at this stage) ▪ The strength of the NSP contribution to the realisation of those outcomes (see link between outputs and outcomes) ▪ For each of the outcomes consider the major constraints and opportunities experienced (success and hindering factors)		Team was not fully successful in mitigating the risk of shifts of political agendas after elections / changes in administration at both national and local level [Strong evidence - NT2P, NT5P, NS20P]. As successful NSP delivery requires both a charismatic leadership and support from political leaders, there is the need to review the political engagement strategy [Strong evidence - NT1P, NT2P, NT6P, NT7P, NS12P, NS13P, NS21P]. Nevertheless, there is some evidence the NSP Team has had variable success to keep the national ministries engaged in the project: the Ministry of Transport gained interest in the project after change of national administration and it is now very engaged [Medium evidence - NT2O, NS13O], and so is the Ministry of Housing [Personal opinion - NS12O]; while the Ministry of Finance (important stakeholder for the LVC instruments design and application) showed low interest / support to the NSP [Personal opinion - NS20P]. ○ There is low level of community ownership of the NSP pilot projects because there were low community engagement efforts by the NSP Team [Very strong evidence - NT7P, NS10P, NS17P, NS22P, TP25P] **4) Unintended outcome - Stakeholders understood they need more coordination** ○ The development process and outcomes of the M&E / MRV study and the prefeasibility studies, helped the pilot cities understand that they needed to work in a more coordinated fashion. [Medium evidence - NT2O, NS20O]. For example, in January 2020, when the NSP presented the final M&E / MRV framework in Medellin at a meeting with 7-8 institutions, these understood that the several urban development projects they had in their pipeline were mostly overlapping. Consequently, they are now redesigning their TOD approach in a more coordinated way [Personal opinion - NT2O]. ▪ **<u>Int. Outcome 2: National and city laws, policies and regulations are aligned with TOD</u>** **1) Mentioning of TOD concept in national and local policies** ○ A limited number of national and local plans (in accordance to the logframe target) mention the TOD approach as a direct result of the NSP

ELEQ No.	Evaluation Question	Evaluation criteria	Original hypotheses	ELE Team answer [Evidence]
				support [Strong evidence - NS13Q, NS14Q, NS21Q, Proposal, SAR19]. Indeed, the NSP's contribution to the inclusion of the TOD in national policies (NDP and CONPES) appears to be quite important (rated 3 out of 4 scale) [Strong evidence - NS13Q, NS21Q, SAR19]. ○ Concerning the NSP influence to local plans, the NSP has been identifying opportunities to integrate TOD into hundreds of "POT Modernos" [Weak evidence - AR16, AR17], and there are examples of cities currently and previously involved in the NSP of including TOD elements in their urban planning (e.g. Medellin, Cali, Bogota, Pasto, Manizales) [Very strong evidence - NS19Q, TP27Q, TP29Q, AR16, AR17]. Moreover, the NSP activities have directly contributed to the inclusion of the TOD concepts in additional city plans and development projects (e.g. in the Mobility Master Plans of Ibague, Pereira, Manizales, Popayán, Santa Marta, Ibagué, Rionegro, Neiva, amongst others, and the prefeseability ToR of the Bogotá – Zipaquirá rail project) [Strong evidence - NT2Q, TP28Q, AR17Q, SAR18Q]. ○ To mitigate the evidence of successful integration of the TOD concept in local plans, there is limited evidence that the NSP's contribution to the inclusion of TOD in Medellin's city plans has been limited [Personal opinion - NS19R] and that most of the national and local policies mentioned only partially included the TOD concept by mainly focussing on sustainable transport, while neglecting other key concepts such as densification and social housing [Personal opinion - NS21R]. **2) Benefits of the NSP studies in supporting the TOD concept inclusion in national policies** ○ The ELE Team found some limited evidence of correlation between the delivery of some NSP outputs and the inclusion of the TOD concept in national policies. For example, the prefeasibility studies provided stakeholders with concrete examples of how the different elements of TOD can be applied in reality [Medium evidence - NT2Q, NS20Q]. Also, although the Policy Study's recommendations have not been embraced by CIUDAT Board of Directors yet [Personal opinion - NT6R], the Policy Study improved the stakeholders' understanding of what policies, laws or

ELEQ No.	Evaluation Question	Evaluation criteria	Original hypotheses	ELE Team answer [Evidence]
				regulations are needed to mainstream the TOD concept in urban planning approach in Colombia [Personal opinion - NT2Q]. **3) Evidence of legislative and regulatory gaps to align policies with TOD** ○ Policy and regulatory gaps are still perceived as important obstacles to the widespread use of TOD in Colombia [Strong evidence - NS20R, TP26R, TP27R]. Nevertheless, there is only limited clarity on the importance of specific gaps such as: ▪ The need of regulatory certainty (clear and stable land use plan regulations) at local level by private developers [Medium evidence - NS20R, TP26R] ▪ The expansion of national subsidies from urban transport development only (currently at 70%) to other TOD elements (housing, environmental) too [Personal opinion - NS9R] ▪ More clarity on Land Value Capture instruments [Personal opinion - NS20R] ▪ The fact that some local regulations clash with the inclusion of mixed land use in line with the TOD approach [Personal opinion - TP26R] ▪ The fact that policies regulating PPPs in Colombia discourage the choice of TOD projects compared to private led ones [Personal opinion - TP27R] ▪ **Int. Outcome 3: Enhanced Colombian stakeholders' capacity to assess, design, coordinate, and finance TOD projects:** **1) TOD concept understanding:** ○ [Baseline] The NSP Proposal reported that initially the integration of transport, land use and housing policies were low at both the national and local levels and the understanding of the TOD concept by national and local governments was low [Personal opinion – ProposalS, ProposalT]. ○ The NSP contributed to improve the understanding of the TOD concept among national NSP stakeholders and the city officials directly involved in the NSP pilots' selection and prefeasibility process [Strong evidence - NT2S, NT6S, NS11S, NS12S, NS18S, NS21S, AR17S, AR18S, AR19S,

ELEQ No.	Evaluation Question	Evaluation criteria	Original hypotheses	ELE Team answer [Evidence]
				SAR20S]. This is particularly evident at the local level, where the current understanding of and alignment of local planning to the TOD concept is reported to be quite high. For example, Manizales already had its local development plan "lightly" aligned to the TOD concept. [Very strong evidence - NT2S, NS16S, NS21S, TP27S, SAR17S] ○ However, there is some evidence the concept has not been widely understood by Colombian national and city officials who have not been directly working on the NSP pilots [Strong evidence - NS11T, NS12T, SAR17T], and by the members of communities, as there was very limited public outreach about the NSP pilots conducted by the NSP [Very strong evidence - NT7T, NS17T, NS22T, TP25T]. ○ In terms of Third Party stakeholders, we report that both real estate developers interviewed were familiar with the TOD concept and one of them has been working on TOD projects for some time (e.g. Barranquilla) [Weak evidence (Fact) - TP25S, TP26S]. **2) Local capacity to assess TOD projects:** ○ The approach used by the NSP is to support projects that cities had already in mind, and help the cities to redefine them within the TOD approach through the prefeasibility studies [Strong evidence - NT2S, NT6S, NS10S, NS18S, NS21S]. The prefeasibility studies and M&E Study were well received by City Governments [Weak evidence - NS10S, NS20S], but, even though the NSP has created the tools for building cities' capacity to implement TOD projects, such as the M&E / MRV Framework and the TOD Policy Assessment Tool, it only put limited effort in building local capacity so far (e.g. studies were externally driven) [Medium evidence - NS13T, NS16T, NS19T]. Therefore, there are consistent reporting that the capacity of Colombian stakeholders in assessing TOD projects remains limited [Strong evidence - NS12T, NS13T, NS16T, NS17T, SAR17T]. **3) Local capacity to coordinate TOD projects:** ○ In Colombia, Local Governments generally work in silos and present a very low initial capability to coordinate multi-stakeholder and long-term projects like the TOD pilots [Strong evidence - ProposalT, NT6T, NS9T,

ELEQ No.	Evaluation Question	Evaluation criteria	Original hypotheses	ELE Team answer [Evidence]
				NS13T, NS18T]. In addition, as TOD is a new / innovative concept, not having seen the catalytic NSP pilots in operation affects the ability of cities to see the need to overcome the silo-mentality in favour of multi-stakeholder driven TOD projects [Personal opinion - NS9T]. High staff turnover appears to be another reason for the low local capacity to coordinate and implement TOD [Weak evidence - NS9T, NS11T]. ○ There are instances in which the NSP helped raise the awareness of city administrations of the need of better coordination and cross-sectoral work (e.g. Medellin, Manizales) [Weak evidence - NS11S, NS20S]. Moreover, where cities seem to show more capacity to coordinate and implement TOD projects is the M&E / MRV system [Personal opinion - NS8S], although the roles and responsibilities at city level for coordinating the M&E / MRV system have yet to be defined [Weak evidence - NS8T, NS11T]. ▪ **<u>Int. Outcome 4: Coordinated public and private investment for catalytic TOD projects</u>** **1) NSP's financial support to pilot cities:** ○ One interviewee reported that the size of the NSP projects does not make them very attractive to the municipalities [Personal opinion - NT7V]. However, the main hindering factor seems to be that, currently, the NSP appears to lack the flexibility to tailor the financial instruments for TOD pilots to the city conditions / needs (budget constraints, project size, admin costs, etc.) (e.g. see missed opportunities in Cali and Medellin) [Very strong evidence - NT7V, NS11V, TP23V, SAR19V]. There appear to be only one financial instrument (subsidised interest loans) to support NSP cities and, even though Findeter is not imposing to be the NSP pilots' lender and provided advantageous credit conditions [Personal opinion - NS10U], some cities have dropped from the NSP mainly because of limitations to get loans (e.g. Cali) [Personal opinion - NS11V]. The NSP team appears not to have identified this risk before and therefore has not provided the cities with any cost/benefit analysis of loan financial instruments [Personal opinion - NT7V]. Additionally, there has been reporting that there has been little political and/or administrative

ELEQ No.	Evaluation Question	Evaluation criteria	Original hypotheses	ELE Team answer [Evidence]
				support by the NSP to the cities to push forward the adoption of the Land Value Capturing (LVC) instruments that could help "recover" the investment cost in the TOD pilots [Personal opinion - NS20V]. ○ What the NSP TC has done was identifying possible investment options for funding TOD projects in the prefeasibility studies and the Policy Study [Personal opinion - NS20U], and organising a study tour where representatives from Colombia went to Washington DC to understand and learn how private and public institutions work together, strengthen their availability to negotiate with developers, and how to engage with private sector. [Personal opinion - NT6U]. However, most of the activities related to this outcome will pertain to the FC or by the replication by the cities. [Strong evidence - NT7V, NS14V, NS20V] ○ In Colombia, there are some examples showing how public and private stakeholders can work together on sustainable urban development projects, e.g. Medellin "Perpetuo Socorro", Cali "Estación Central", Bogota "el Pedregal" [Strong evidence - NS19U, TP27U, TP28U]. Furthermore, GIZ and C40's Cities Finance Facility were able to exploit the COVID-19 recovery agenda to support bicycle infrastructure projects in Bucaramanga, Monteria and Cali [Personal opinion - SAR20U]. These are examples that can provide good lessons to the FC Team. ▪ **<u>Int. Outcome 5: Changed attitude / behaviour of investors towards TOD projects</u>** **1) Private investors' attitude:** ○ [Baseline] Private investors perceive TOD investment as unattractive for several reasons, such as financial risk perception, limited technical capacity or political uncertainty [Personal opinion - ProposalX]. ○ The ELE has found a number of factors that can facilitate the likelihood of the NSP pilots to leverage a consistent share of private finance. Firstly, developers in Colombia seem to be open to include “sustainability” (not all TOD elements) into projects, but have done so more based on their client’s demands than on government policy or incentives [Strong evidence - NS19W, NS21W, TP26W, TP27W]. Secondly, it has to be said that the NSP pilot projects are of relatively small size and identifying

ELEQ No.	Evaluation Question	Evaluation criteria	Original hypotheses	ELE Team answer [Evidence]
				sufficient capital to cover the investment could be relatively easy [Medium evidence - NS20X, TP26X]. ○ However, evidence show that generally private developers are still more attracted by investing in suburban developments than in city centre renewal TOD projects [Strong evidence - NS20X, TP23X, TP28X]. This is due to several factors: ▪ The NSP's financial instrument of subsidised interest loans seems not to be enough to counteract the potential gains in land value speculation of suburban developments by private investors [Personal opinion - TP25X] ▪ There is the need for more regulatory stability (e.g. concerning to zoning regulations and PPPs) [Personal opinion - NS20X] ▪ TOD projects involving urban transformation take a long time, hence can be less attractive to developers [Personal opinion - TP23X] ▪ The public spaces to be built by TOD projects are seen as burdensome by private developers [Personal opinion - TP28X] ▪ The NAMA "language" is very technical, and needs to be translated to an "easier" language for the private sector [Personal opinion - TP24X] ○ Besides these factors, the NSP TC has shown it does not have a clear strategy to engage with private investors [Very strong evidence - NT6X, NS12X, NS14X, NS22X, TP25X]. **2) International donors' attitude** ○ The NSP activities have been complementary to those of other Development Partners, some of which (e.g. AFD (MRV Cali), Prosperity Fund (MoU), IDB and World Bank (Metro de Bogota), C40 CFF (Cycling Highway in Bogota)) are funding relevant TOD activities too [Very strong evidence - NT5W, NS10W, NS18W, TP23W, TP29W, SAR20W]. ▪ **<u>Int. Outcome 6: Reduced growth in motorized travel in pilot TOD projects and consequently GHG emissions reduction</u>** **1) Mitigation potential of the NSP** ○ Only the NSP's potential in GHG reduction is assessable by the ELE team at this point as no NSP pilot has been built. Concerning that, several

ELEQ No.	Evaluation Question	Evaluation criteria	Original hypotheses	ELE Team answer [Evidence]
				stakeholders interviewed think the NSP has big mitigation potential [Strong evidence - NT6Y, NS12Y, NS9Y]. However, what is clear is that the NSP itself aims at very little GHG mitigation, and only with massive replication of TOD projects in Colombian cities the NSP can achieve its transformative GHG mitigation potential [Strong evidence - NS8Z, NS9Z, NS12Z, NS15Z, NS19Z, Proposal]. ○ The NSP pilot projects selected appear to be the right catalytic pilots for demonstrating the TOD concept application [Weak evidence - NT3Y, AR18Y], but it is unclear if the large-scale replication of TOD pilots is likely to be achieved in the long-term, but unlikely to happen in the short-term [Weak evidence - NS9Z, NS11Z]. Indeed, a term that has been used multiple times by interviewees to describe the withdrawal from the NSP by Cali, Medellin and Monteria is "missed opportunity" [Strong evidence - NT1Z, NT3Z, NT5Z, NS11Z]. Nevertheless, the recent inclusion of Bogota increases the direct mitigation potential of the NSP [Personal opinion - NT6Y]. **2) NSP MRV framework to build evidence of GHG mitigation** ○ The M&E / MRV framework developed by the NSP is a robust and flexible tool, aligned with the national M&E / MRV system (RENARE) [Very strong evidence - NT3Y, NS8Y, NS11Y, NS12Y, NS21Y, TP29Y]. Nonetheless, the ELE Team registers that the original idea of developing pilot-specific MRV systems was dropped [Strong evidence - NT2Z, NS8Z, SAR18Z; Disputed by NT7Z] because of: ▪ Lack of data / information by the cities [Weak evidence - NT2Z, SAR19Z] ▪ Changes in local administration due to election results [Personal opinion - NT2Z] ▪ Delays in selecting the NSP pilot projects [Personal opinion - NS8Z] ○ In terms of steps towards the NSP M&E / MRV system operationalisation, the ELE found that the governance structure still needs to be defined [Weak evidence - NS11Z, NS13Z], but it is unclear whether the FC will follow that up, as no requirement to commit to rigorous MRV of pilot

ELEQ No.	Evaluation Question	Evaluation criteria	Original hypotheses	ELE Team answer [Evidence]
				projects was included in the agreements with the cities to be funded by the NSP [Medium opinion - NT5Z, NS10Z].
2.1	In terms of outputs, what were the major constraints and opportunities experienced in delivering them? What were the particular features of the project and context that made a difference in delivering the outputs?	▪ Evidence of the delivery of intended outputs ▪ The strength of the NSP contribution to the delivery of those outcomes ▪ For each of the output consider the major constraints and opportunities experienced (success and hindering factors)	▪ Implementing the intended activities (as per ToC) will deliver the expected outputs ▪ The NSP is the main factor in the delivery of the outputs	▪ See answer to ELEQ 2
2.2 (Proposed by ELE team)	Are results that are reported for the five mandatory core indicators by the NAMA Facility (M1-M5) in line with the NAMA Facility's M&E framework?	▪ Level of achievement of M1-M5 targets by the project ▪ Circumstances (positive and negative) that influenced the performance on the M1-M5 indicators	▪ The NSP will support the achievement of NAMA Facility core indicators	▪ **M1 – Reduced GHG emissions in [t CO2e]:** Not in line with initial target (due to FC delays) ▪ **M2 – Number of people directly benefitting from NSPs:** Not in line with initial target (due to FC delays) ▪ **M3 – Degree to which the supported activities are likely to catalyse impacts beyond the NSP (potential for scaling-up, replication and transformation):** Not in line with initial target (due to FC delays and the NSP's lack of flexibility to provide tailored financial instruments) ▪ **M4 – Public finance mobilised in [EUR]:** Not in line with initial target (due to FC delays) ▪ **M5 – Private finance mobilised in [EUR]:** Not in line with initial target (due to FC delays and lack of private sector engagement by the TC)
2.3	Structure & steering: Has the NSP been managed, coordinated, and	▪ The chosen implementation mechanism is conducive	▪ CIUDAT is the right institutional	▪ The joint CCAP/CIUDAT implementation of the TC, although perhaps more complex, proved synergistic as CCAP allowed CIUDAT to maintain technical focus and leverage Findeter's responsiveness, knowledge of and links to Colombian cities to reach a larger number of candidates for TOD initiatives [Strong evidence - NT1AA, NT2AA, NT4AA, NT5AA, NS11AA, NS13AA, NS19AA,

ELEQ No.	Evaluation Question	Evaluation criteria	Original hypotheses	ELE Team answer [Evidence]
	implemented effectively?	to achieving the expected outcomes ▪ The technical component is tailormade for achieving the planned outputs ▪ Communication and visibility are implemented according to an integrated approach ▪ FC and TC interact synergistically ▪ Stakeholders are participating and collaborating actively in the intervention ▪ CIUDAT's multi-stakeholder coordination role has been effective in advancing national TOD efforts	arrangement to coordinate the NSP ▪ Key stakeholders fully own and commit to their role in the NSP ▪ TC and FC run in parallel, coordinating with and sustaining each other's work and results	SAR20AA]. However, Findeter's role seemed to be more administrative, relying much on CCAP or consultants for the technical work. A more proactive role from Findeter would have been desirable [Medium evidence - NT4AB, NS28AB]. ▪ The establishment of CIUDAT created a visible leader for sustainable transport/urban development efforts that has made significant contributions to the National and local sustainability agendas [Very strong evidence - NT4AA, NS21AA, TP28AA, TP29AA] and has helped to channel efforts from other donors into those areas [Weak evidence - NT6AA, NS13AA]. ▪ Driving a multisectoral, long term effort like TOD interventions of transformations seem to require that the lead institution, in this case CIUDAT, is able to set and drive the agenda, and that it is endowed with adequate political capital to get and maintain commitment from national and local decision-makers [Medium evidence - NT1AB, NS13AB, SAR20AB] and engagement from the Board and the Technical committee [Medium evidence - NS13AB, NS21AA, SAR17AA]. Charismatic leadership for that institutional structure is desirable too [Personal opinion - NT4AA]. It should also allow the institutional arrangements to remain free from external political pressures or corporate distractions [Strong evidence - NT1AB, NT2AB, NT3AB, NT5AB, NS9AB, NS19AB, NS21AB, NS22AB] as may increasingly be the case with CIUDAT's location after Findeter's latest restructuring process. ▪ CIUDAT, and the broader NSP TC team are considered to have made good advances despite the many setbacks and challenges that needed to be resolved to get the NSP underway [Personal opinion - NS18AA, NS18AB] and the decision-making and procurement delays that come from an efforts that involve many stakeholders from many sectors. [Strong evidence - NT1AB, NT1AB, NT5AB, NS9AB, NS15AB]. ▪ Findeter's choice as the host of CIUDAT made sense as it could operate free from the sectoral or fiscal constraints of the different ministries, and as it could provide financial resources to support the implementation of recommendations from the technical preparation work [Strong evidence - NS18AA, NS21AA, NS22AA, TP28AA]. However, its financial interests and recent restructuring raise some questions about its pertinence as the

ELEQ No.	Evaluation Question	Evaluation criteria	Original hypotheses	ELE Team answer [Evidence]
				implementation agency. Findeter dropped TOD support and monitoring to cities that have not pursued a loan with them, and with some of these cities pressing on their own, this could mean that many TOD implementation lessons are being lost even though it has become clear that scale-up and replication are key for the NSP to deliver its objectives [Medium evidence - NS11AB, NS19AB, NS28AB]. Another concern is that CIUDAT's restructuring comes from a need to improve engagement with local governments and communication efforts to raise and maintain CIUDAT's position as the go-to-TOD expert [Strong evidence - NT7AB, NS28AB, NS29AB] ▪ The NSP team admitted that they had not engaged much with communities or developers during the prefeasibility pilots as no clear vision for the places and interventions existed and engaging could have had an adverse effect, but there is also some acknowledgement that community and developer engagement may have helped to maintain commitment across local administrations [Personal opinion - NT7AB]. This may also link to some concerns that were identified about the lack of clarity of what is to be done with the Financial Component [Personal opinion - NT4AB].
2.4	Were there additional outputs and/or outcomes obtained that were not planned in project design (unintended outcomes)?	▪ There is evidence of the NSP's contribution to unintended or unexpected results ▪ If there are positive unintended results, the NSP team has been able to capitalise on them to sustain the intended outcomes ▪ If there are negative unintended results, the NSP team has been able to appropriately identify, address and learn from them.	▪ The NSP management has been appropriately designed to identify, address / capitalise from, and learn from unintended outcomes	▪ **Unintended outcome - Stakeholders understood they need more coordination:** The development process and outcomes of the M&E / MRV study and the prefeasibility studies, helped the pilot cities understand that they needed to work in a more coordinated fashion. [Medium evidence - NT2O, NS20O]. For example, in January 2020, when the NSP presented the final M&E / MRV framework in Medellin at a meeting with 7-8 institutions, these understood that the several urban development projects they had in their pipeline were mostly overlapping. Consequently, they are now redesigning their TOD approach in a more coordinated way [Personal opinion - NT2O].

ELEQ No.	Evaluation Question	Evaluation criteria	Original hypotheses	ELE Team answer [Evidence]
2.5 (Proposed by ELE team)	Did changes in the country's context impacted (positively and/or negatively) on the effectiveness of the project? If so, to what extent (greatly, partially, negligibly)?	▪ The level of NSP contribution to the achievement of the results compared to exogenous factors. ▪ Several assumptions and causal pathways outlined in the TOC remain valid, after adaptations and refinements	▪ The NSP is the main cause of the achievement of the intended and unintended outcomes	▪ Capacity gaps from local administrations in relation to TOD are an opportunity for CIUDAT to provide support and steering, and have less pushback from local institutions [Personal opinion - NT1AC]. ▪ Delays that led to the TC being basically completely executed before the FC started have allowed to many key concepts and elements be put in place that should facilitate FC execution [Personal opinion - NT6AC]. ▪ Some cities (e.g. Cali, Medellin) have taken up recommendations in NSP-sponsored prefeasibility studies or TOD recommendations and have advanced on their own, using their own funding or new sources that have emerged [Weak evidence - NS11AC, NS19AC]. ▪ There have been recent examples of TOD Related initiatives led by private sector [Medium evidence - NS19AC, TP28AC]. ▪ Sustainability actions have been increasingly adopted in cities' plans and policies, with some evidence of efforts to break from the traditional sectoral ""silos"" mentality and operations [Personal opinion - NS22AC]. ▪ National Government and Findeter have had long term commitment to sustainable transport/transit, urban development and climate change initiatives, and these have been or are being strengthened with NSP-originated recommendations or actions [Medium evidence - NS20AC, NS21AC, NS22AC, NS24AC] ▪ COVID- 19 pandemic's response of promoting local movements and more active modes of transport that allow better social distancing, along with medium-term implications, can encourage the type of locally focused transformations compliant of TOD conditions and characteristics [Medium evidence - TP24AC, TP27AC, TP29AC] ▪ Developers have identified an increasing demand in recent years for more sustainable or well-being developments by multinational or relatively young companies [Personal opinion - TP26AC]

ELEQ No.	Evaluation Question	Evaluation criteria	Original hypotheses	ELE Team answer [Evidence]
2.6 (Proposed by ELE team)	Has the NSP M&E framework been able to adequately function?	▪ The proposed NSP M&E framework adequately reflects the challenges, outcomes and impacts of the program ▪ The logical framework is used as reference tool for monitoring (regularly updated)	▪ The M&E is setup and implemented based on KPI ▪ The logframe is regularly updated and used as a learning tool	▪ The M&E framework has been completed and it is working ▪ Indicator M2A reads: "The number of government and private sector staff contacted, trained or given technical assistance by CIUDAT (participation or attendance to any activity)". The ELE Team thinks that the indicator should be split into people: contacted; trained; and given technical assistance. These three very different activities should not be measured together.
2.7 (Proposed by ELE team)	How has learning been integrated within the project?	▪ The presence and effectiveness of institutionalised learning and adaptation mechanisms within the NSP	▪ The NSP team regularly identify learnings, reflect on them, and accordingly adapt the ToC and implementation of the project	▪ This ELE seems to be the first time the whole NSP Team meet together to analyse the lessons in the implementation. ▪ Clearly, there have been multiple changes in the NSP implementation, but the adaptations seem to have been reactive to delays or contextual changes, rather than pro-active through a learning process. Examples: the several changes in the pilot cities and projects; the decision of creating a generic MRV, because of delays in the selection of pilot projects.
3 EFFICIENCY				
3	To what extent is the relationship between inputs and outputs timely and to expected quality standards?	▪ Timeliness of the delivery of outputs and outcomes (incl. budget spending) ▪ If there are delays in the implementation, what have caused them (endogenous or exogenous factors) and how seriously have they	▪ The NSP activities will run smoothly, on schedule ▪ If there are unexpected delays, the NSP team will identify their causing factors and eliminate / mitigate them ▪ Direct beneficiaries are highly satisfied of the NSP's support ▪ Appropriate project risk escalation process is put in place	▪ There have been delays in the delivery of TC outputs, in particularly the selection of pilot projects. The slow implementation of the NSP pilots and delays in the FC had a low impact on TC and may be considered as a stimulus for the TC to prepare the foundations of future work [Medium evidence - NT5AH, NS13AI] ▪ The Technical Component is currently nine months behind the original schedule [Very Strong evidence - AR19AI, NT2AI, NT2AI, NS18AI, NS8AI]. The slow implementation of the NSP pilots is substantially impacting the NSP ability to demonstrate the TOD concept potential [Strong evidence - SAR18AI, NS8AI, NS12AI, NS13AI] ▪ The procurement process to conduct the prefeasibility studies for Pasto, Manizales and Cali was delayed of about 1 year [Medium evidence - SAR18AI, NS13AI] ▪ Minor delays (a few months) are registered for the TOD National Policy Study (Sigma-Despacio to be delivered by the end of 2020) and the Monitoring &

ELEQ No.	Evaluation Question	Evaluation criteria	Original hypotheses	ELE Team answer [Evidence]
		impacted the NSP implementation? ▪ The effectiveness of the measures adopted to reduce the delays ▪ The level of satisfaction of the NSP direct beneficiaries		Evaluation Study (WWF-Hill Consulting consortium) [Medium evidence - AR19AI, NT2AI8, NT2AI] ▪ M&E Toolkit (part of the M&E Study) was delivered on time, tested with information for the city of Pasto [Personal opinion - SAR20AH], and it is considered an output of good quality [Very strong evidence - NT3AH, NS8AH, NS11AH, NS12AH, NS21AH, TP29AH] ▪ Budget spending has not been completed, since some resources are still available and can be used for other activities [Personal opinion - NS17AI]
4 IMPACT				
4	What evidence is there that the NSP is likely to contribute to the intended impact in the ToC (incl. transformational change), as well as any unintended or unexpected ones?	▪ The strength of the evidence that key outcomes are going to be achieved and the robustness of the causal links / pathways to the intended impact (namely long-term urban development model transformation in Colombia and GHG emissions reduction and co-benefits) ▪ The extent of how transformative the NSP is likely to be based on current evidence	▪ Through technical assistance, capacity building, institutional strengthening, and demonstration effects by the TOD pilots, the NSP has a transformational impact on redirecting Colombia's urban development towards TOD and, with it, brings about GHG emissions reductions and co-benefits	▪ Environmental sustainability actions have been increasingly adopted in cities' plans and policies, with some evidence of efforts to break from the traditional sectoral ""silos"" mentality and operations [Personal opinion - NS22AC]. Larger and intermediate cities, some of which have benefited from NSP funded studies, have adopted some of the plans or recommendations and are pushing forward by themselves, with support from other international aid corporations [Weak evidence - NS11AC, NS19AC] or, even, are seeing some private sector led efforts to renew and redevelop in a more TOD-like manner [Medium evidence - NS19AC, TP28AC]. ▪ Differences in the types of projects pursued, and more broadly in the urban morphology, data availability and public sector technical skill for each city, have meant a challenge for the execution of the TC , and is likely to have a similar effect on the FC as well [Medium evidence - NT2AD, NS14AD]. ▪ National Government and Findeter have had long term commitment to sustainable transport/transit, urban development and climate change initiatives, and these have been or are being strengthened with NSP-originated recommendations or actions [Medium evidence - NS20AC, NS21AC, NS22AC, NS24AC]. However, there are concerns about (i) Findeter's own priorities and restructuring processes biasing the selection of the cities and compromising the ability of CIUDAT to push forward the NSP agenda [Medium evidence - NT3AD, AR18AD, SAR19AD], and also of the amount and diversity of stakeholders that participate in CIUDAT from slowing it down in a

				context in which timing, particularly electoral timing, seems key [Personal opinion - NS15AD]. ▪ The COVID-19 pandemic is a large question mark hanging over the NSP. Some interviewees considered it was beneficial as it highlighted the importance of TOD-like urban areas, and as it had also pushed forward some active mobility interventions as a countermeasure to the transmission prone environments of crowded buses [Medium evidence - TP24AC, TP27AC, TP29AC]. But it is also causing delays to some of the NSP's key outputs as the Policy Study, it has prevented Findeter from engaging more proactively at this early stage of the new local governments to ""sell them"" the TOD projects [Medium evidence - NT2AD, NS9AD], and may drive local governments to delay any actions not strictly aimed at economic recovery [Weak evidence - NT2AD, NT6AD]. A further dimension in with COVID may affect TOD is by shifting the real estate customers' appetites toward less TOD-like developments, a push that may happen in the short term, and may stay for a few years to come after the virus' threat subsides. ▪ Developers have identified an increasing demand in recent years for more sustainable or well-being developments by multinational or relatively young companies [Personal opinion - TP26AC]. ▪ Election cycles and decision-maker turnover were found to be considered as a major disruptor for the NSP's effort, as they normally require going back to convince the new decision makers about the convenience of the initiative [Strong evidence - NT1AD, NT2AD, NT3AD, NT6AD, NS9AD, NS11AD, AR18AD, SAR19AD]. ▪ There are some other aspects in which the interviews yielded some interesting conflicting positions: ▪ Some interviewees consider that having had the opportunity to finish the TC before the start of the FC has allowed many national and local policy and capability underpinnings to be put in place to facilitate and speed up FC execution [Weak evidence - NT1AC, NT6AC], but others consider that the FC's approval delays, and those of the NSP as a whole, actually allowed for momentum from the prefeasibility studies to be lost to continue on with the feasibility studies. ▪ Although there is a common understanding that sectoral silos do prevent the joined up thinking and effort required for TOD interventions [Medium

ELEQ No.	Evaluation Question	Evaluation criteria	Original hypotheses	ELE Team answer [Evidence]
				evidence - NS9AD, NS11AD, NS22AD], it was interesting to find that some stakeholders considered that the TOD national task force recommended in the Policy study, can effectively overcome the existing problems [Weak evidence - NT2AD, AR19AD], but others consider that the joint efforts required for TOD initiatives are not likely to happen if the restrictions on the use of National Government outlays for transit or urban projects are not relaxed, nor if those multisectoral approaches or those public-private collaboration schemes are likely to be considered as corruption by comptrollers or auditing agencies, and forcing decision makers to get into the hassle of going to court [Personal opinion - TP27AD].
5 SUSTAINABILITY				
5	What is the likelihood that the outcomes will be sustained after the end of the NSP funding period?	▪ The extent of the evidence supporting the NSP sustainability (e.g. evidence of self-sustaining institutional structures, and political and financial commitment of key stakeholders) ▪ There is little or no risk of backsliding or reversing	By the end of the project: ▪ CIUDAT will be formally and substantially institutionalised and will play a coordinating role in future TOD projects ▪ TOD pilots will have demonstrated the political, economic and environmental potential of TOD ▪ Private financial institutions and developers are actively engaging in TOD projects with the reasonable likelihood of	▪ **CIUDAT sustainability:** CIUDAT has been widely recognised as Colombia's national TOD technical unit and it is likely that it will continue the work of promotion and implementation of TOD projects at national level from within Findeter, as confirmed by Findeter's management itself [Very strong evidence - NT2AJ,NT5AJ, NT6AJ, NS21AJ, NS17AJ, NS18AJ, TP28AJ, AR17AJ, SAR19AJ, AR19AJ]. In addition, CIUDAT Board of Directors recently approved a new MoU expanding CIUDAT's long-term role as coordinator of Colombia's transport NAMAs, i.e. the NAMA TOD, NAMA MoVE and NAMA TAnDem [Strong evidence - NT2AJ, NS18AJ AR17AJ, SAR19AJ, AR19AJ]. The institutionalisation of CIUDAT is likely to be of great help for the development of the FC component [Personal opinion - NT3AJ]. Nevertheless, Findeter's idea is that CIUDAT will need to find additional funding to become self-sustainable in the long-term [Strong evidence - NT2AK, NS17AK, NS20AK]. ▪ **TOD projects' sustainability:** There is commitment from the National Government (e.g. DNP, MoT) to continue promoting TOD in Colombia and support CIUDAT, and Findeter more broadly, in their negotiations with the NSP cities for the implementation of the Feasibility Studies [Medium evidence - NT2AL, NS21AL, SAR20AL]. Moreover, there are some important National Government incentives (up to 70% of costs) for infrastructure urban transit projects in favour of sustainable mobility that the NSP can leverage to push the TOD agenda and the pilots' implementation, although some adjustments

ELEQ No.	Evaluation Question	Evaluation criteria	Original hypotheses	ELE Team answer [Evidence]
			gradual increase in their involvement ▪ PPPs for TOD projects have been tested in Colombia	to such policies are needed to align them with all the elements of TOD projects [Strong evidence - TP24AL, NS21AL, NS9AM]. ▪ However, there are some important factors, both endogenous and exogenous to the NSP that can seriously affect the sustainability of the FC outcomes: ○ The apparent lack of flexibility to tailor the NSP financial instruments for TOD pilots to the city conditions / needs (budget constraints, project size, admin costs, etc.) (e.g. see missed opportunities in Cali and Medellin) [Very strong evidence - NT7AM, NS11AM, TP23AM, SAR19AM]. ○ The impact COVID-19 Pandemic on financial and priority of the cities (i.e. Cali, Pasto) can be hindering factor the NSP development in the medium-term period [Very strong evidence - SAR20AM, NS10AM, NS13AM, TP26L, TP27AM, TP28AM] ○ Administrations changes will continue to negatively affect the projects sustainability if community engagements and/or developer ownership is not increased [Personal opinion - NS20AM]
5.1 (Proposed by ELE team)	In the context of other public and private initiatives in Colombia in relation to sustainable urban development, how significant has the NSP been and how far can its catalysing effect be confirmed?	▪ The likelihood the NSP will catalyse additional, large-scale, sustained GHG savings (intentionally or unintentionally) ▪ The size of leveraged public and private investments by the NSP compared to other similar transport / urban development projects in Colombia	▪ The NSP plays a crucial role as catalyser for scale up and replication of TOD pilot projects	▪ Answered in ELEQ 5
6 LEARNING				

ELEQ No.	Evaluation Question	Evaluation criteria	Original hypotheses	ELE Team answer [Evidence]
6	What key lessons can be learnt to the benefit of other NSPs in achieving their results?	▪ The NSP's generation of important lessons for other NSPs	▪ The NSP will generate important lessons for other NSPs	**1) Importance of and need for a wide stakeholder engagement (bottom-up push of TOD):** ▪ Citizens have to be engaged during project to ensure that their needs and demands are met. Communities' engagement is key to drive TOD pilots forward and can reduce the impact of political change. Community engagement should be duly planned to develop ownership and maintain political interest and commitment to the project [Very strong evidence - NT5AO, NT7AO, NS10AO, NS13AN, NS19AN, NS20AO, NS20AN, TP25AO, ProposalAN]. ▪ The creation of a worktable, involving different sectors of relevance for the project including private sector and engagement of the local residents in the preparation and execution of the projects, would be beneficial for the prosecution of the project [Strong evidence - NT5AO, NT7AN, NS16AO, NS19AN]. **2) Importance of and need for higher buy-in by national political actors (top-down push of TOD):** ▪ The National Government should be visibly committed to the NSP, including by setting a national TOD policy framework, in order to provide a top-down push to facilitate CIUDAT's activities at city level [Strong evidence - NT1AO, NT7AO, NS9AO, NS10AN, NS13AO, NS20AN, NS21AO, NS22AO]. An example of that top-down positive dynamics is represented by the use by the NSP of the M&E / MRV study as entry point to gain the interest of new city administrations, because M&E / MRV was anyway part of their development cooperation plans with the National Government [Personal opinion - NT2AN]. ▪ A charismatic and politically well-connected leader of CIUDAT is helpful to increase the political buy-in of the NSP at national and local level [Medium evidence - NT1AN, NT5AN, NT7AO]. **3) Importance of flexibility in financial and technical design of TOD projects:** ▪ It is important having financial instruments tailored to the need of cities (budget constraints, project size, admin costs, etc.) and private investors [Very strong evidence - NT7AO, NS11AO, TP23AO].

ELEQ No.	Evaluation Question	Evaluation criteria	Original hypotheses	ELE Team answer [Evidence]
				▪ It is recommended to make a better use of Findeter's regional branches to maintain constant interaction with cities, including by using Findeter's Commercial department to reach municipalities and local investors / developers [Medium evidence - NT5AO, NT7AO, SAR20AM]. **4) Strategic clarity and regulatory stability are crucial factors for TOD:** ▪ The NSP requires regulatory stability to facilitate the involvement of private developers. An example is Medellin, where the regulatory stability or the legal certainty helped to implement urban sustainable projects. [Medium evidence – NS9G; NS20AN, NS22AN, NS22AO]. ▪ Multi-stakeholder strategy. Given the high number of stakeholders involved, TOD projects should require a multi-stakeholder strategy covering sustainable transport, urban planning, and environmental sustainability [Weak evidence - NS9AN; NS16AO]. ▪ In TOD projects, it is important to have clarity on the roles played by the different actors, both public stakeholders and private stakeholders otherwise this can lead difficulties in coordination (of all the different strategies, policies, actions among the stakeholders) [Weak evidence - NS10AO, NS9AN] **5) Innovation takes time, but politics does not wait** ▪ The lesson learned is that TODs, as innovative projects and the impact they have on the urban transformation and mobility behaviour, require time to be understood, accepted and implemented. [Very strong evidence - NT2AO; NT5AN; NT6AO; NS9AO; NS10AO TP23AO; SAR20AO]. **6) COVID19 Pandemic** ▪ COVID-19 might have a double impact on the TODs development .On the one hand, it could be seen as an opportunity for implementing and adapting TOD projects, given the limitation to the use of full capacity of public transport and a modal shift to the “active mobility” [Very strong evidence -NT7AN; NS13AO; TP24AN]. On the other hand, COVID19 Pandemic can be hindering factor for the NSP development in the medium-term period. Due to the emergency for Pandemic some cities (i.e. Cali, Pasto) can temporarily shift the priority of the TODs investments thus

ELEQ No.	Evaluation Question	Evaluation criteria	Original hypotheses	ELE Team answer [Evidence]
				switching financial resources on strengthening the healthcare and social welfare [Strong evidence SAR20AM; TP27; TP28AM]
6.1	How was learning from this NSP shared with other NSPs / NAMA projects, and did they make any changes to their approach as a result?	▪ The presence of instances where the lessons from this NSP has changed the approach / results of other NSPs or NAMA projects	▪ The learning from this NSP is contributing to change the approach and results of other NSPs or NAMA projects	▪ TOD's knowledge includes studies and practices in different technical and sub sectoral field and can be shared widely both in Colombia and, to some extend at regional and international level. These knowledge and lessons have been created but have not widely shared neither with other NAMAs or funded projects in Colombia neither internationally [Strong evidence -SAR20AQ; NS13AQ; NS19AQ; NS20AQ] ▪ The institutional arrangements have been used as basis for the NAMA MoVE (electrical mobility) [Weak evidence - NT4AP; AR19AP]. It is worth noting that the learning process of the NAMA TOD has fed and facilitated that project, namely for complementarities with suitable urban mobility [Weak evidence - NT4AP; AR19AP] ▪ The M&E / MRV study was used as a complement to other studies. It is worth noting that CAF, IDB and NAMA MoE showed interest in the M&E management toolkit to calculate and measure the impact of GHG reductions [Medium evidence - NS9AP1 SAR20AP]
6.2	How did the sharing of learning by other NSPs and other projects (e.g. NAMA TAnDem and NAMA MoVE) contribute to the successful implementation of the NSP?	▪ The presence of instances where the lessons from other NSPs or other projects have resulted in the change of approach or results of this NSP	▪ The sharing of learning by other NSPs and other NAMA projects is contributing to the successful implementation of the NSP	▪ Knowledge and lessons have not been received by other NAMAs or funded projects in Colombia.

Annex D NSP achievements against logframe indicators

Below are reported the Colombia TOD NSP logframe indicators grouped under the relevant elements of the ToC. Target and achieved figures are reported with a Red-Green (i.e. target not met-met) assessment. Only indicators relevant to the TC are reported.

D.1 Impact indicators

Impact TC : Transform Colombia's urban development model from outward urban sprawl to TOD-based, maximizing GHG emission reductions and the co-benefits of public-transit investment

#	Indicator	Baseline	2030
1	Number of TOD neighbourhoods initiated in Colombia both inside and outside pilot cities	0	100
2	National transport GHG reduction trend based on fuel use	0	1.7-2.6 MtCO2
3	Reduction in average transport costs per person (e.g. as % of household budget)	0	0.9%-3.1%

Note: figures from M&E plan 30 Aug 2017 (M&E17)

NF 5.3	Number of co-benefits	0	??

Note: Included in M&E plan 26 Feb 2020 (M&E20)

D.2 Outcome indicators

Outcomes TC : Decision makers and stakeholders integrate climate change considerations into transportation and urban development laws, policies, plans, and strategies that incentivize and promote low carbon, sustainable urban growth patterns.

#	Indicator	Baseline	Target 2019	Achieved
M2	Number of people directly benefitting from NSPs	0	12,300 (M&E17)	363 (AR19)

#	Indicator	Baseline	Target 2019	Achieved
M2A (Old)	The number of government and private sector staff contacted, trained or given technical assistance by CIUDAT (participation or attendance to any activity)	0	300 (M&E17)	363 (AR19)
M2C (Old)	Number of occupants or users of TOD neighbourhoods	0	12,000 (M&E17)	0
NF 4.1	Number of national or local institutions having received technical assistance	4 (M&E17)	6 (M&E17)	12 (M&E20)
M3	Degree to which the supported activities are likely to catalyse impacts beyond the NSP (potential for scaling up, replication and transformation)	1 (Very little progress achieved)	4 (M&E17) (Target has been achieved)	2 (20-40% achieved)

NSP Team's comment on the self-assessment in M3, explaining the progress achieved so far (M&E20): "*In 2019 CIUDAT formulated **TOD policy guidelines** and the **Monitoring and Evaluation studies**, which are bases to formulate and implement projects with potential for scale-up and replication. […] This progress reflects the production and approval of the National Development Plan (PND) 2018-2022 (May 2019). The National Government has included CIUDAT and the Colombia NAMA TOD as a key tool in the **PND Basis Document to achieve their Nationally Determined Contributions** under the United Nations Framework Convention on Climate Change.*"

D.3 Output indicators

Output A1 TC: Pilot TOD projects to advance through one or more technical benchmarks

#	Indicator	Baseline	Target 2019	Achieved
A1	The number of targeted cities that achieve one of these TOD development process technical benchmarks with assistance from CIUDAT: • Plan for TOD approved with community and private sector engagement • Pre-feasibility analyses for TOD completed (GHG, economic, site or market) • Local and national TOD policy or regulation or incentive approved / applied • Preliminary architectural or urban designs completed for TOD project • Project proposal delivered to FC staff • Baseline evaluation conducted	0 (M&E17)	6 (M&E17)	3 (M&E20)

Output B1 TC: Targeted catalytic national and city policies, studies and plans are aligned with TOD

#	Indicator	Baseline	Target 2019	Achieved
B1 (NF4.2)	Number of low – carbon policies, regulations or standards adopted or amended due to NSP support	0	21 (M&E17)	6 (M&E20)
B1.1	Number of policy studies completed	0	3 (M&E17)	1 (AR18)
B1.2	Number of policy recommendations submitted	0	3 (M&E17)	0 (AR18)
B1.3	Number of new government documents at national and city level (strategies, policies, laws, regulation, norms, voluntary standards) incorporating TOD policies and practices	0	15 (M&E17)	5 (M&E20) (deducted)

Output C1 TC: Institutional structure in place for continuity of CIUDAT

#	Indicator	Baseline	Target 2019	Achieved
C1.1	Plan for sustainability completed	0	1	1 (M&E20)
C1.2	Formal approval of plan, preparation of budget for CIUDAT and CIUDAT staff, etc.	0	1	0 (M&E20)

Output D1 TC: M&E / MRV framework is in place and functioning

#	Indicator	Baseline	Target 2019	Achieved
D1.1	M&E system established and producing data for adaptive management and learning	0	1	0 (M&E20)
D1.2	Number of TOD evaluations conducted and shared	0	3	3 (M&E20)

Annex E List of ELE sources

E.1 Documents reviewed

Internal documents

1. NAMA Support Project Proposal – Colombia Transit Oriented Development.
2. Colombia TOD NAMA Support Project - Annual Report 2016.
3. Colombia TOD NAMA Support Project – Semi-Annual Report 2017.
4. Colombia TOD NAMA Support Project - Annual Report 2017.
5. Colombia TOD NAMA Support Project – Semi-Annual Report 2018.
6. Colombia TOD NAMA Support Project - Annual Report 2018.
7. Colombia TOD NAMA Support Project – Semi-Annual Report 2019.
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E.2 List of organisations interviewed

Institution	Position
NSP Team	
Findeter - CIUDAT	CIUDAT Coordinator (Former)
Findeter - CIUDAT	CIUDAT Coordinator (Current)
Findeter - CIUDAT	CIUDAT Transport/transit Specialist
Findeter - CIUDAT	CIUDAT Civil Engineer
Findeter - CIUDAT	CIUDAT - Environmental Expert
CCAP	Manager
CCAP	Sr. Analyst
CCAP	Executive Director
KFW	Staff Member
KFW	Staff Member
KFW	Staff Member
NSP Stakeholders	
NAMA Facility TSU	Colombia TOD NSP Desk Officer (Former)
NAMA Facility TSU	Colombia TOD NSP Desk Officer
Findeter	Director
National Planning Department	Sustainable Transport Adviser
National Planning Department	Engineer (Former)
Ministry of Environment and Sustainable Development	Deputy Minister (Former)
Ministry of Environment and Sustainable Development	Coordinator
Ministry of Environment and Sustainable Development	Transport Specialist
Ministry of Transport	Deputy Minister (Former)
Ministry of Transport	Coordinator
Ministry of Transport	Sustainable Transport Specialist
Ministerio de Vivienda, Ciudad y Territorio	Director
Ministerio de Vivienda, Ciudad y Territorio	Infrastructure Specialist
Cali Planning Department	Official - Sustainable Mobility

Cali Planning Department	Official - Sustainable Mobility
Manizales Planning Department	Architect
Empresa Metro de Bogotá	Housing Specialist
Medellín Planning Department	Executive
Fundación Despacio	Coordinator
Fundación Despacio	Coordinator
Hill Consulting	Consultant
IDOM	Director
IDOM	Architect
IDOM	Architect
WWF	Consultant
Independent	Consultant
Third Parties	
British Embassy / Prosperity Fund	Official
World Bank	Urban Specialist
Interamerican Development Bank	Urban Specialist
GIZ / C40 Cities Finance Facility	Programme Coordinator
MetroCali S.A.	Director
Puerta de Oro Barranquilla	Executive
Terranum	Executive