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STARTING POINT AND SUSTAINABILITY OF COLOMBIA'S CLIMATE FINANCE MRV

Baseline Reports Series



This project was undertaken with the financial support of:
Ce projet a été réalisé avec l'appui financier de :



Environment and
Climate Change Canada

Environnement et
Changement climatique Canada

Climate Finance MRV – Baseline Report Series

This report is an output of the Technical Subgroup on MRV and Climate Change ([SGT-MRV](#)) of the Pacific Alliance (PA).

It is a component of the [Coordinating Framework](#) defined by the SGT-MRV country focal points to deliver on the [Action Plan](#) of the PA formal Working Group on Environment and Green Growth (GTMACV) to achieve the presidential mandate No. 16 of the [Cali Declaration](#) of the Pacific Alliance (*June 2017*).

The analysis of the Monitoring, Reporting and Verification (MRV) of Climate Finance allows countries to understand the needs and gaps related with climate finance institutional infrastructure in the countries of the Pacific Alliance; through the evaluation of the state of development of these practices in each country, its governance, definitions, methodologies, protocols, regulatory instruments, technological platforms and initiatives already implemented (or in implementation) related to the register, reporting, monitoring and verification of climate finance information.

Baseline reports on the MRV of Climate Finance in Chile, Colombia, Mexico, and Peru were prepared by technical experts in each country. The reports contribute to the analysis and strengthening of the Climate MRV priorities in the PA countries.

For more information on any of the individual MRV of Climate Finance country reports, please contact the [principal researcher](#) or the [SGT-MRV coordinator](#). Other relevant documents and virtual technical exchanges on MRV of Climate Finance can be found [here](#).

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Mayo, 2020

This document was generated with the inputs of the Climate Finance MRV workgroup at the Colombian National Planning Department (DNP). In particular with the support from Fernando Corbelle (Climate Finance MRV coordinator of the MRV).

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Acronyms

APC	Presidential Agency for International Cooperation
CICC	Intersectoral Commission on Climate Change – from SISCLIMA –
CGF	Climate Finance Committee – from SICLIMA –
CONPES	National Council for Economic and Social Policy
DANE	National Department of Statistics
DNP	National Planning Department
ECDBC	Colombian Low Carbon Development Strategy
ENFC	National Climate Finance Strategy
ENREDD+	National Strategy for Emissions Reduction in Colombia due to Deforestation and Forest Degradation
GHG	Greenhouse Gases
IDEAM	Institute of Hydrology, Meteorology and Environmental Studies
MADS	Ministry of Environment and Sustainable Development
NDC	Nationally Determined Contribution
SGT-MRV	Pacific Alliance’s Informal MRV Technical Subgroup
SIAC	Colombia Environmental Information System
SIIF	Integrated Financial Information System
SISFUT	Unique Form for Territorial Information System
SISCLIMA	National Climate Change System
UNFCCC	United Nations Framework Convention on Climate Change

1 Introduction

The analysis of Colombia's Climate Finance Monitoring, Reporting and Verification System (MRV) presented in this document is carried out in the context of the actions developed by the *Pacific Alliance's MRV Technical Subgroup* ([SGT-MRV](#)). Between 2018 and 2019, delegates from Mexico, Peru, Chile and Colombia defined a work plan to strengthen the technical and systemic capacities of the MRV Systems. This work plan was the basis for the Coordination [Framework](#), which aims to establish a protocol for monitoring and reporting climate finance flows aligned amongst Pacific Alliance countries. Colombia's process for the design and implementation of the system, as well as the challenges for the next stages of implementation, are a key input to achieving this goal and learning from experience between countries.

This document describes the current state of the climate finance MRV process in Colombia and the elements identified by the country to ensure the sustainability of the system. This first section introduces the context in which the inter-agency work in the Pacific Alliance is developed. Section 2 addresses the institutionality and national public policy guidelines that support the formulation of the Climate Finance MRV System. Section 3 presents the system structure, indicating the tracking procedures, web platform operation and stakeholders involved. Section 4 identifies the uses of the system and Section 5 highlights the pillars of the sustainability strategy that Colombia has proposed for the MRV. Section 6 mentions other initiatives that monitor environmental and climate change spending in Colombia, and Section 7 highlights the final messages and the opportunities there are to promote success factors in monitoring climate finance flows among Pacific Alliance countries.

The inputs used to comply with the proposed content include interviews with relevant actors and exchanges with government entities, review of official documents, and an analysis based on the author's own knowledge and experience.

2 Institutional and public policy for Colombia's Climate Finance MRV

Colombia has pioneered the development of a Climate Finance MRV System in Latin America. This process, initiated in 2015, emerged as part of the lines of work of the Climate Finance Committee ([CGF](#)) of the Colombian National Climate Change System (SISCLIMA), and has been consolidated within the framework of the National Climate Change Policy ([PNCC](#)) and the implementation of the National Climate Finance Strategy ([ENFC](#)). [Both CGF and Colombia's PNCC have the mission to incorporate](#) climate change management into public and private decisions so the country makes progress on the path of climate-resilient and low-carbon development. This purpose has also been confirmed with the international commitments that the country has ratified through the new sustainable development agenda and the Paris Agreement.

2.1 International framework

Colombia has set international commitments aimed at promoting resilient, low-carbon development. To fulfill both purposes, the international community has established that greater resource mobilization is required for action, while promoting transparent reporting of these funding flows

- With the new Sustainable Development Agenda (Agenda 2030), and specifically the Sustainable Development Goal 13 (take urgent action to combat climate change and its effects)¹, the country has defined as action targets to strengthen resilience alongside climate-related disaster adaptation capacity, and integrate climate change measures.
- In the Paris Agreement, Colombia established through its [nationally determined contribution \(NDC\)](#) the goal of reducing its greenhouse gas (GHG) emissions by 20% from projected emissions by 2030.

This scenario has motivated the need to establish mechanisms for monitoring progress in actions, their impacts on emission reduction and the resources invested to finance them. The Climate Finance MRV System in Colombia promotes

¹ United Nations, 2015

reporting practices that generate confidence when accessing international climate finance windows.

2.2 Institutional framework for climate change in Colombia

Institutional development for climate change management in Colombia and the subsequent formulation of the MRV on Climate Finance is based on the Institutional Strategy for the Articulation of Policies and Actions on Climate Change approved by the National Council for Economic and Social Policy through Document Conpes 3700 of 2011 (see Figure 1). This CONPES recognized the challenge the country faces relative to the impacts of climate change and the need to contribute to the reduction of GHG emissions.

The institutional strategy establishes the creation of SISCLIMA, as a national coordinating body to prepare the country for the challenges and opportunities generated as a result of climate change. Subsequently, Decree 298 of 2016 formalizes SISCLIMA as an interinstitutional coordination body to define policy and action guidelines that promote resilient and low carbon development in Colombia. The coordination of SISCLIMA is carried out by the *Intersectoral Commission on Climate Change (CICC)*, which is the coordinating and leading body for the National Climate Change Policy implementation, and the *Regional Climate Change Nodes*, responsible for interinstitutional coordination between the central and territorial levels (see Figure 2).

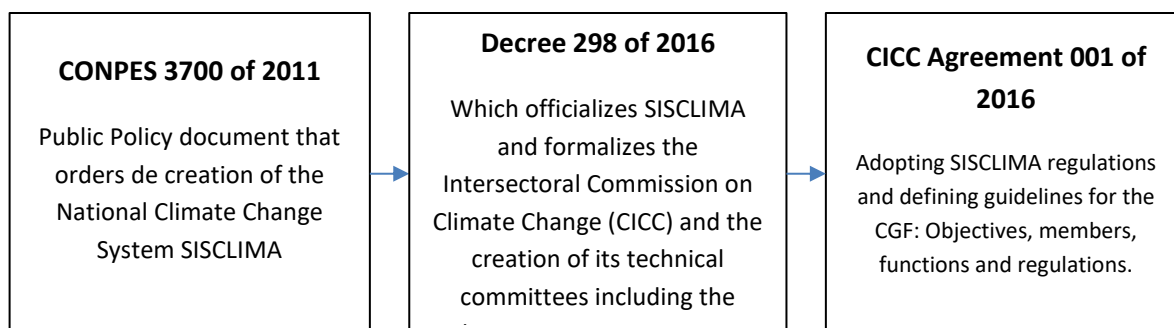


Figure 1. Emergence of SISCLIMA and the Climate Finance Committee.
Source: Own Elaboration.

SISCLIMA has technical committees that serve as specialized tables. One of these bodies is the [CGF](#), which brings together national and regional public actors, as well as development banking and private banking. The CGF promotes the inclusion of climate change criteria in the country's economic and financial planning, and facilitates the mobilization of resources for the fulfillment of Colombia's international commitments in mitigation and adaptation. The Climate Finance MRV System design and implementation process in Colombia follows the CGF work guidelines and it is in charge of the National Planning Department (DNP).



Figure 2. Correspondence of the Climate Finance MRV with the institutional framework for climate change management in Colombia. Source: Own Elaboration base on Decree 298 of 2016

2.3 Public policy and national climate finance strategy

Colombia's [National Climate Change Policy](#) (PNCC) has as its goal to incorporate climate change management in public and private decisions to move towards a climate-resilient, low-carbon development that reduces the risks of climate change and allows taking advantage of the opportunities it generates. This policy is the roadmap for achieving a carbon-neutral Colombia, while contributing to the improvement of the quality of life and well-being of the population. As defined, the

PNCC has established three groups of planning tools for climate change management which are: (i) the NDC; (ii) national climate change strategies; (iii) comprehensive sectoral and territorial climate change management plans.

Figure 3 presents the strategies included in the PNCC and details the [National Climate Finance Strategy](#) (ENFC). This document is the main tool to ensure the mobilization of climate finance in the country. Within the framework of the ENFC, Colombia defined climate financing as resource flows aimed at financing actions that lead to a reduction in greenhouse gas emissions and adaptation to the negative impacts of climate change. The MRV on climate finance in Colombia is developed within the framework of the ENFC Knowledge and Information Management work line and responds to the mandate given by CGF for its creation.

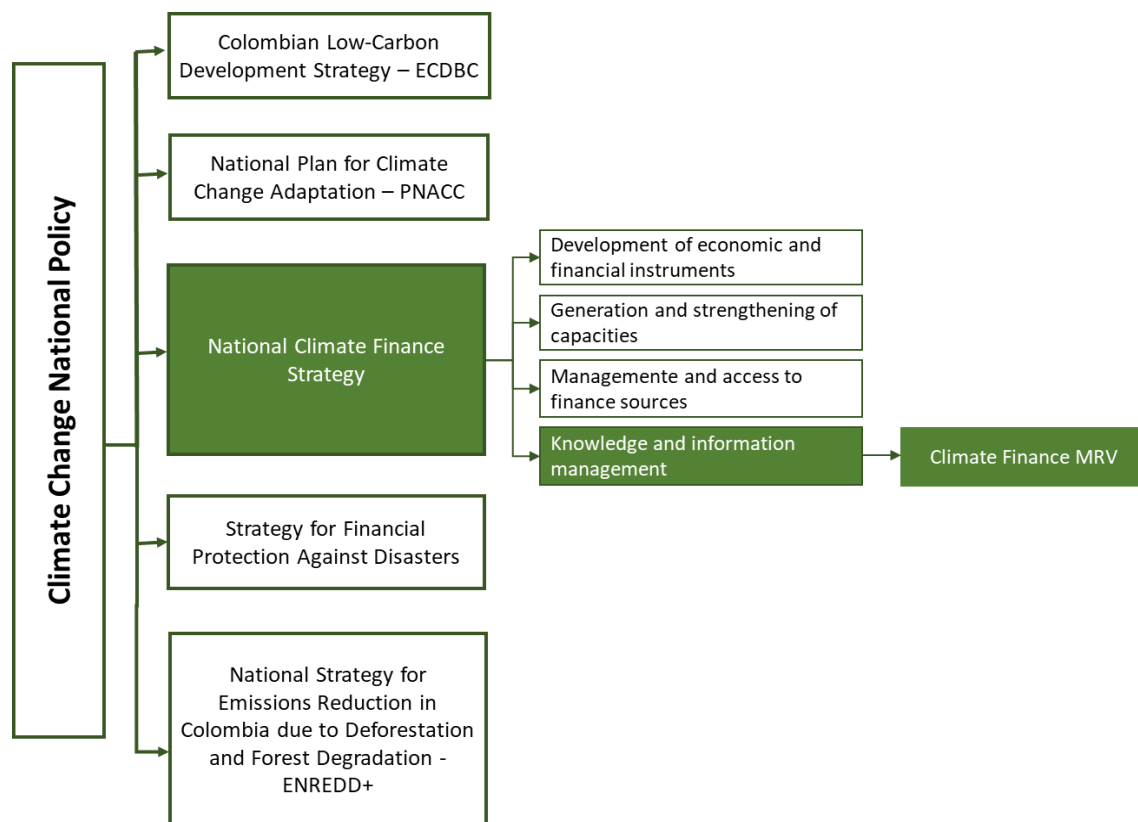


Figure 3. Public policy in which the MRV of Climate Finance is frame in Colombia..
Source: Own Elaboration

3 Structure of the MRV on Climate Finance in Colombia

The Climate Finance MRV System in Colombia is defined as a set of information management processes for monitoring and reporting flows of public domestic, public international and private climate financing in Colombia. This is because these processes involve people, data, operations, calculation tools and a reporting and visualization platform.

3.1 How climate finance tracking is done in Colombia

Figure 4 summarizes the overall process for tracking climate finance flows in Colombia. Three major premises of the process are:

- 1- Tracking climate finance flows makes use of existing sources of information, including public budget systems.
- 2- The methodological principle for monitoring climate finance flows in Colombia is given by the [Methodological Guide to Classify and Measure Finance Associated with Climate Change Mitigation and Adaptation Actions](#).
- 3- The information is made public through a web platform that offers the possibility to generate different types of analysis and reports (available at: <https://mrv.dnp.gov.co/>)

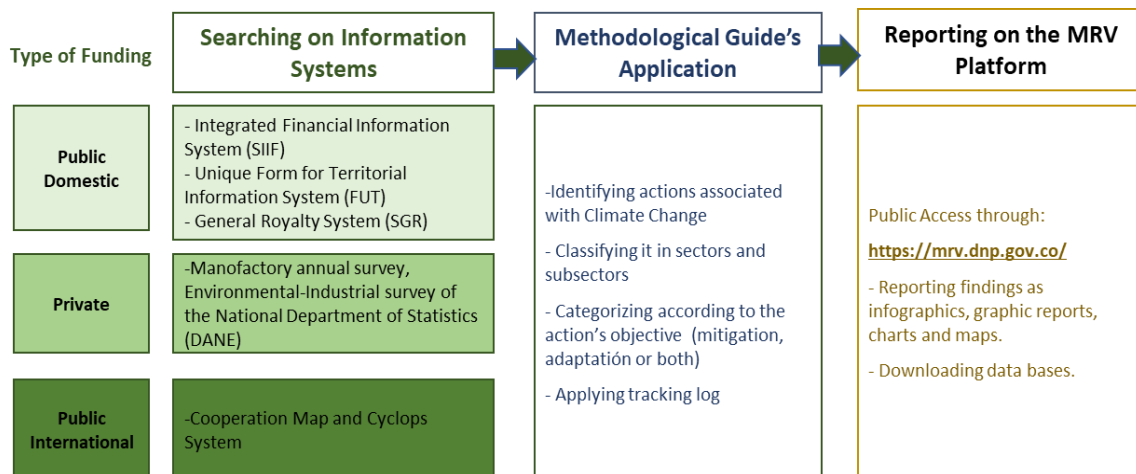


Figure 4 Climate Finance MRV System in Colombia.
Source: Own Elaboration

In particular, the Methodological Guide fulfills different functions:

- i) Defines what is considered an action associated with climate change in the country (taxonomy), through a list of 248 indicative actions.

- ii) It classifies those actions into 12 economy sectors and 38 subsectors according to the nature of the action.
- iii) Catalogs each action based on its direct or associated impact with climate change, and categorize them according to its objective in mitigation, adaptation or both impacts (integral).

Through tracking logs the user places the project in the indicative list of actions and characterizes it according to how it is classified there. For example, an energy efficiency action associated with the replacement of stoves in the rural sector could be classified as shown in Figure 5. Once the activities of each of the sources (domestic public, domestic private and non-refundable international public) have been tracked, the information is assembled on the MRV file card to be uploaded to the platform. The information on the platform is updated on an annual basis and is available for different analysis and graphical reports.

SECTOR	SUBSECTOR	ACTIVIDAD	MITIGACIÓN	ADAPTACIÓN	AMBOS IMPACTOS
ENERGÍA	Generación, mejora y acceso de electricidad	1 Incrementar la participación de fuentes renovables en la matriz energética (eólica, offshore y onshore), solar fotovoltaica, geotérmica, mareomotriz, hidroeléctrica, biomasa y biogás)	1		
		2 Generar energía con fuentes no convencionales en zonas no interconectadas (sistemas híbridos)	1		
		3 Construir, mantener y optimizar sistemas de transmisión y distribución para aprovechamiento de fuentes renovables	1		
		4 Integrar redes inteligentes en el sistema integrado nacional	1		
		5 Usar biomasa para aplicaciones térmicas	1		
		6 Cogenerar con biomasa	1		
		7 Implementar planes de remoción de biomasa para hidroeléctricas con valles inundables	1		
		8 Producir biocombustibles (con baja huella de carbono)	1		
		9 Acceder a la energía a través de la electrificación rural		1	
		10 Optimizar e incrementar la eficiencia de los sistemas de aire acondicionado y calefacción	1		
		11 Usar energía solar para calentamiento de agua	1		
		12 Mejorar la eficiencia energética en el alumbrado público y telegestión	1		
		13 Cambiar bombillos incandescentes por ahorradores (LEDs)	1		
	14 Usar estufas eficientes para reducir el consumo de biomasa tradicional	1			
	15 Promover el aislamiento térmico en edificaciones	1			
	16 Usar fuentes renovables para sistemas de bombeo de agua	1			
	17 Aumentar la eficiencia energética de las plantas de tratamiento de aguas residuales y el sistema de alcantarillado	1			
	18 Promover eficiencia energética en la generación de energía eléctrica	1			
	19 Desarrollar arreglos institucionales que permitan fomentar e implementar proyectos de energía renovable	1			
	20 Expedir reglamentos técnicos de eficiencia energética	1			
	21 Gestionar la demanda mediante la regulación de tarifas de energéticos	1			
	22 Fomentar incentivos económicos y fiscales para el aprovechamiento de energía renovable y eficiencia energética.	1			
	23 Fijar de manera eficiente precios de los combustibles y la electricidad (racionalización de subsidios, tarifas de usuarios finales, regulaciones sobre la generación, transmisión o distribución)	1			
	24 Modelar el consumo energético en diversos sectores para toma de decisiones	1			
	Políticas, leyes e investigación para la transición energética				

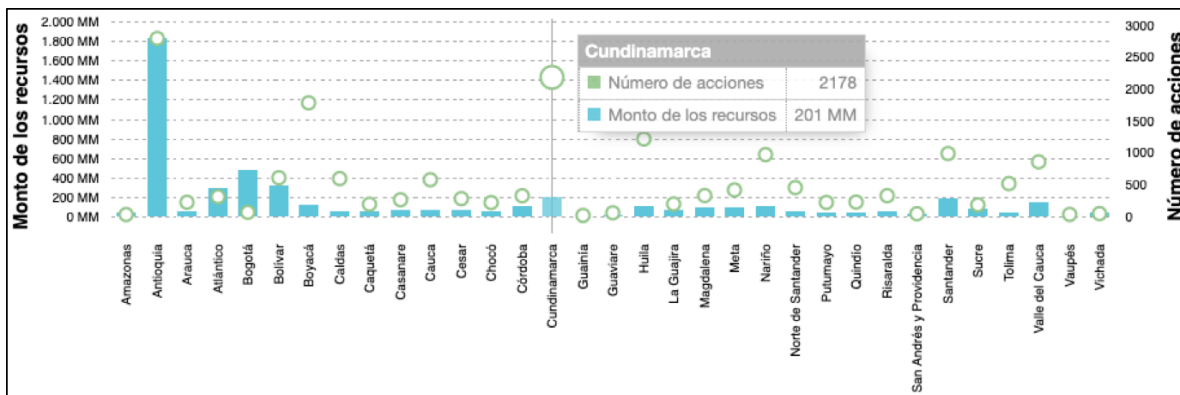
Figure 5. Example of classification of a specific activity in the indicative list of actions in the Methodological Guide. Source: Image from Annex 1 to the Methodological Guide

3.2 Reports from the MRV Climate Finance System Web Platform

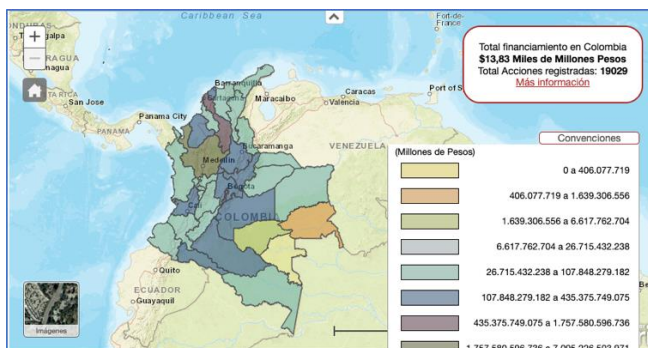
The Climate Finance [MRV System platform in Colombia](#) is hosted in the DNP domains, the entity in charge of the technical secretariat of the CGF and the administration of the MRV System. This web platform makes public three large groups of information:

1. Information related to the tracking methodology.
2. The user manuals of the platform.
3. The results of the search from reports in the form of infographics, tables and graphs, and georeferenced investment maps.

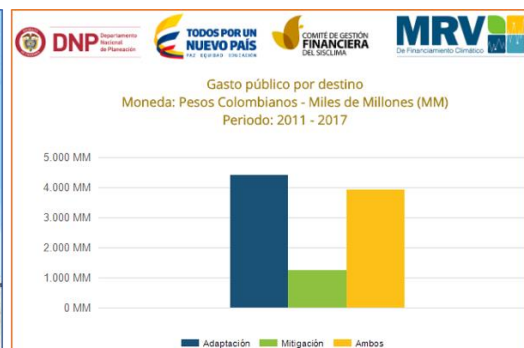
Figure 6 shows the types of graphical report that can be accessed through the platform. Infographics and maps allow you to observe data in a summary way and interact to review in some other level of detail. For example, financing and its actions at the departmental level. On the other hand, the graphical funding reports allow to visualize graphs with the total expenditure and tables with their variation in the year of analysis, according to objective (mitigation, adaptation, both), sector, financing origin, executing entity and the territorial scope of the action.



a. Infographic: Public funding by departments in the period of analysis in billions of Colombian pesos, and number of shares per department.



b. Map Financing in Colombia 2011-2017



c. Graphical report: Public expenditure by destination

Figure 6. Example of reports on the web platform of the MRV System of Climate Finance in Colombia

3.3 Actors involved in the process (administrator, operator, information sources, users)

As explained in Section 2.2. the MRV on Climate Finance unfolds within the framework of the CGF of SISCLIMA as an interinstitutional coordination body. However, there are different actors who are involved in the process of managing and using information. Figure 7 presents an outline of actors based on their role in the process and differentiated by type of funding: sources of information, analysis and validation of information, users of information.

One of the points to highlight in Colombia's institutional framework for climate change, which is different from the other Pacific Alliance countries, is the leadership of the DNP as the technical secretariat of SISCLIMA. This gives a much more cross-cutting projection to the climate finance process and its MRV.

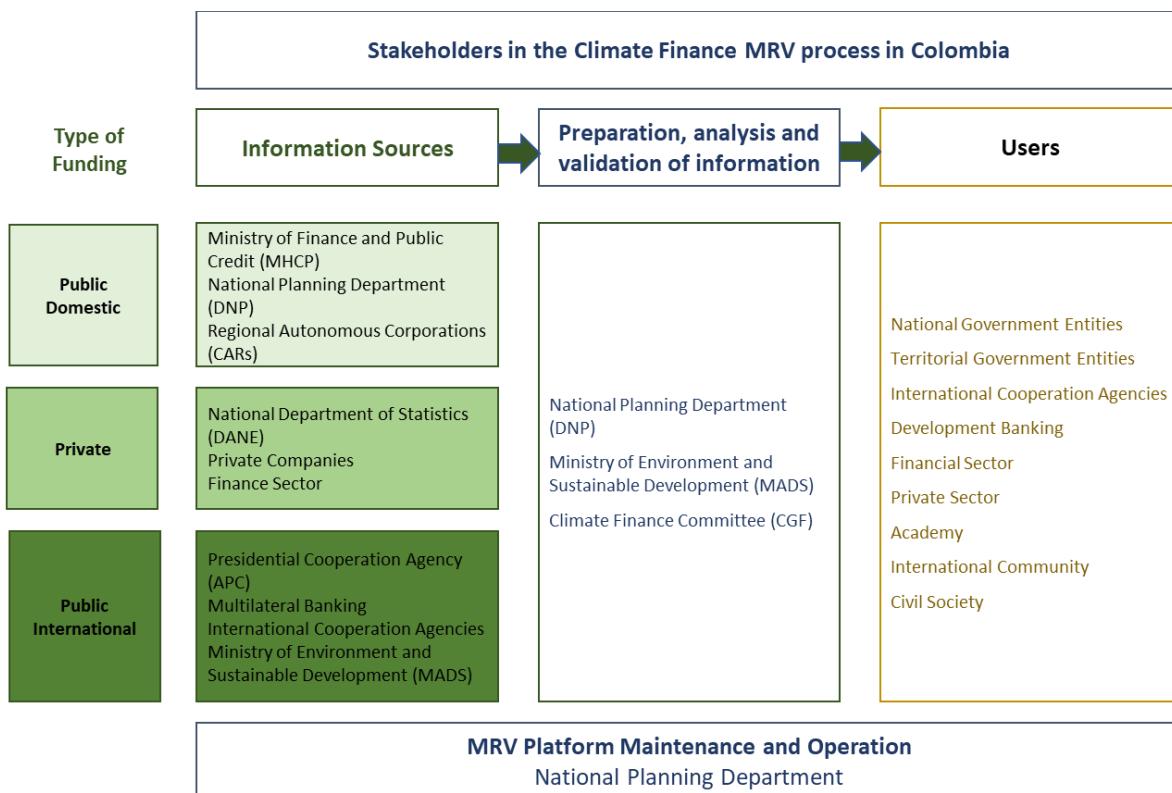


Figure 7. Actors in the information management process of Colombia's Climate Finance MRV.

4 MRV uses

4.1 Understanding how it is being invested

The Climate Finance MRV System contributes with better understanding of how sectors and territories have invested in climate change, what kind of impact the funded actions have been oriented to, and to identify where investments should be strengthened to meet the commitments established by the country's NDC.

For example, according to MRV figures on Climate Finance, Colombia has been able to establish:

- The average annual domestic public investment associated with climate change between 2011 and 2017 amounted to 1.3 trillion pesos (+/- US\$450 million). This represents 0.16% of GDP in 2017.
- The annual average non-reimbursable international public investment associated with climate change between 2011 and 2017 is in the order of US\$50 million.
- The average annual domestic private investment associated with climate change (tracked by the MRV) between 2011 and 2015 was in the order of US\$126 million per year.
- 75% of this investment has been destined for actions in adaptation or with a comprehensive impact (adaptation-mitigation).

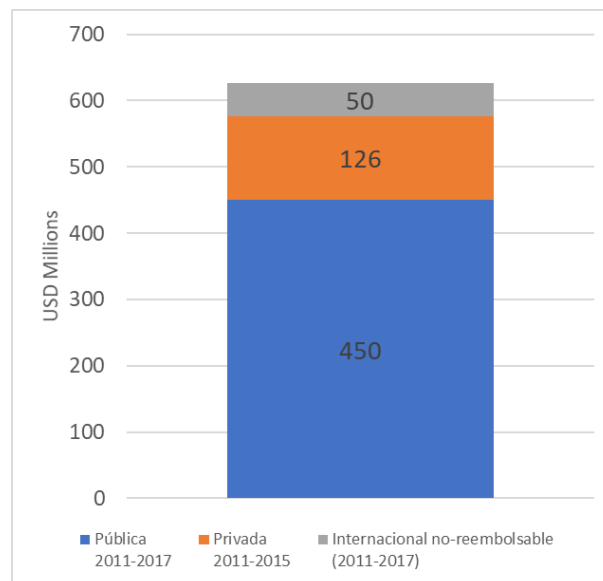


Figure 8. Climate finance in Colombia.
Source: Own Elaboration with MRV

- The sectors in which resources have focused the most are Environment and Natural Resources (including forestal actions) 36%, Risk management (including preventive actions) 30%, Energy 16% and Agricultural and livestock farming 16%.

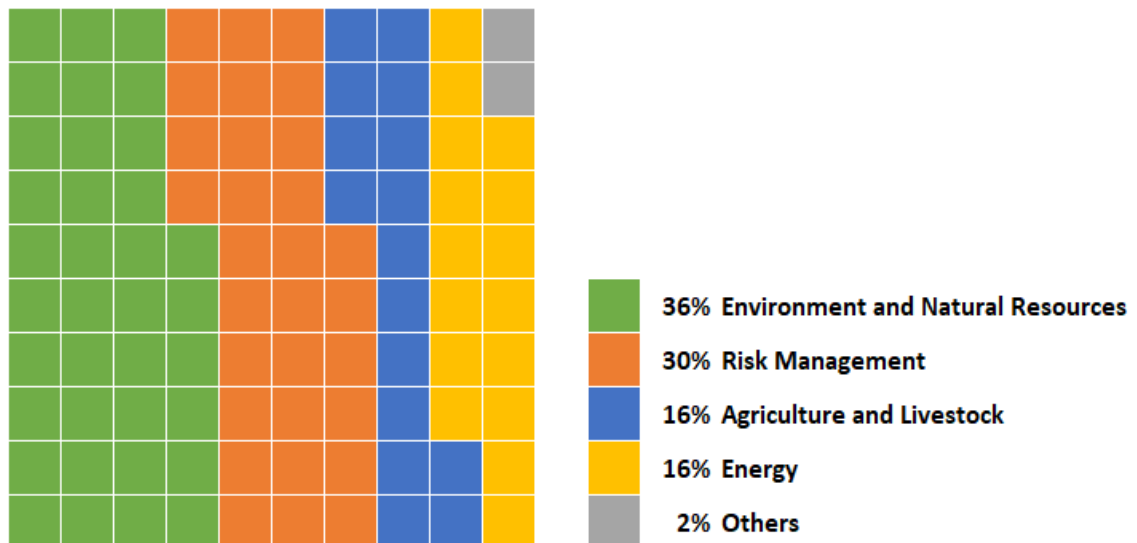


Figure 9. Sectoral distribution of the public domestic investment associated with Climate Change in Colombia. Source: Own Elaboration with MRV data on Climate Finance and DNP (2018)

4.2 Building trust

The Climate Finance MRV has been useful in supporting data systematization in a transparent and comparable manner, improving the confidence of donor and recipient countries to mobilize resources for climate change from and to Colombia. At the same time, it has promoted confidence for reporting between national and territorial institutions.

For example, the MRV on climate finance has served for different agencies to come together and work on the public spending technical board led by the National Statistics Department (DANE). The relationship with other CGF entities, such as the Presidential Agency for International Cooperation (APC), has been strengthened thus the process of tracking international public flows has also been strengthened.

The Climate Finance MRV has also supported the implementation and fulfilment of international reporting commitments to the United Nations Framework Convention

on Climate Change (UNFCCC): national communications, biennial update reports (BUR). For example, [Colombia's BUR II](#) included in its Chapter 5 on needs and supports the information reported by the MRV System platform.

5 Sustainability of Colombia's Climate Finance MRV System

The Climate Finance MRV System platform should be conceived as a dynamic and sustainable tool sustainable over time. The country recognizes that it is a process that demands technological infrastructure resources and a human team dedicated to its maintenance and updating. Currently, Colombia is in the process of structuring the MRV sustainability strategy. This strategy is focused on the three pillars shown in Figure 10. Subsequently, the suggested actions to follow in each pillar are detailed.

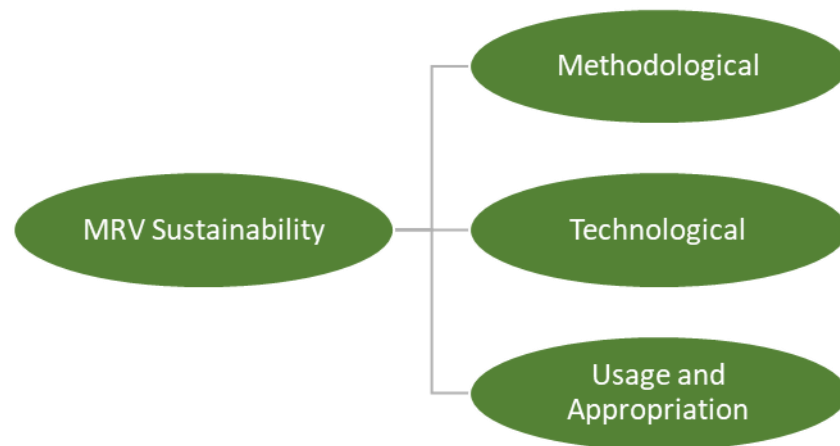


Figure 10. Pillars of the sustainability strategy of the MRV of Climate Finance in Colombia.
Source: Own Elaboration

✓ Methodological update

- Joining forces with the Institute of Hydrology, Meteorology and Environmental Studies (IDEAM) and Ministry of Environment and Sustainable Development (MADS) to conceptually align the Climate Finance MRV with the National MRV System in its emissions and GHG emission reduction components, respectively.
- Updating tracking processes and integrating impact measurement modules

- Maintain the annual tracking update for the three types of funding and its reporting through the web platform. In this purpose it is relevant to involve the entities of the SISCLIMA Technical Information Committee to support the process of validation of the tracking results.
- Continue the process of updating the Methodological Guide for the Classification and Tracking of Climate Finance, with special attention to the taxonomy and classification of the impact associated with the activity.
- Strengthen the tracking of private financing flows through the integration of usage reporting practices in the private sector. Entities such as DANE, Asobancaria and CDP are important allies in this process.
- Integrating impact measurement modules into the system. For this purpose, some approaches have been made with universities who have experts in quantification of investment impact.

✓ **Technological Update**

- Promoting a platform with more dynamic analysis, reporting and visualization options oriented to current reporting needs. Currently, the platform has preset options, which must be updated to improve its use. For example, creating options to visualize the destination given to the resources coming from a specific source or program (e.g., carbon tax, sustainable Colombia fund)
- Include a repository of programs executed by local governments, making possible to identify impacts according to the destination of the resources: mitigation, adaptation, both.
- Create a bank of guiding projects and best practices in information management by destination: mitigation, adaptation, both (e.g. model projects).

✓ **Usage and appropriation of the MRV system platform**

- Promote the implementation of the MRV System Divulcation and Appropriation Strategy. Emphasizing the involvement of public and private actors in the full cycle of information management, not only as users, but as sources and data validators.
- To also continue with efforts to bring the portfolio sectors closer as well as the regions in order to make climate finance information an input for the formulation of comprehensive sectoral and territorial climate change management plans.

6 Other initiatives identified in Colombia to monitor environmental and climate change spending

Based on the consultations made, other initiatives that track environmental and climate change expenditure in Colombia were identified (see Table 1). Recognizing these initiatives is relevant to the Climate Finance MRV process because it allows synergies to flourish as a complement to other processes. At the same time, and although each initiative has different purposes, efforts should be made to establish a correspondence between what each initiative reports and the MRV. This will strengthen the tracking and will also give more official use to the data that is generated.

Table 1. Other initiatives identified investment monitoring and climate change initiatives.

Initiative	Description	Leading institution of the process and consultation website
Environmental Satellite Account	The satellite account annually measures, from official public budget systems and direct consultation with entities, the effort in spending and investment of the economic sectors in conserve, mitigate or protect the environment.	National Administrative Department of Statistics (DANE) Check here.
Colombia Asset and Climate Change Disclosure Initiative - CCADI	CCADI is a multi-year initiative that promotes and disseminates climate-smart investments, and involves investors, government and civil society to advance this purpose.	SISCLIMA Climate Finance Committee Check here
Analysis of public and private spending and institutionality for climate change in Colombia - CPEIR	The CPEIR report presents an image over time of the climate change public and private financing flows, and the relationship of these flows to public policies and the country's climate change needs.	SISCLIMA Climate Finance Committee Check here.
Environmental Policy Committee for OECD	With OECD membership, Colombia is committed to monitoring environmental spending flows and estimating the impact of these investments.	Ministry of Environment and Sustainable Development (MADS) Check here.
Sustainable Development Goals	Colombia follows up on each of the 169 2030 Agenda targets. It is committed to financially monitoring and resource mobilization at 17 of these targets (including climate change).	National Planning Department (DNP) Check here.
Biodiversity Finance Initiative - BIOFIN	It monitors investment in Biodiversity with the aim of promoting greater resource flows for conservation, sustainable use and equitable distribution of ecosystem and biodiversity benefits. In Colombia it has an approach aimed at identifying funding needs of the National Biodiversity Strategy and Action Plan.	United Nations Development Programme (UNDP) Check here.

7 Final messages and recommendations

Colombia's experience in the development and implementation of the Climate Finance MRV System leaves lessons learned that are useful to other Pacific Alliance countries that are initiating this process. Leveraging the Scenario of the Pacific Alliance's MRV Technical Subgroup to continue the exchange between countries will promote the sharing of this experience and identify common elements that might contribute at the time of the formulation of a financing flow monitoring scheme for climate change.

Some useful items may be described as:

- Understanding the MRV System as a set of information management processes, and not just as the platform used for reporting and visualization. The platform is only the medium, not the end.
- Design a web platform for reporting, dynamic in terms of the possibilities of generating analysis, reports and visualization of the data, thinking about the relevance and usage of the new free software tools.
- Consider the legal and technological aspects from the beginning of the process to turn the platform into a public asset, aligned with the information system requirements of the entity that manages the MRV System. These processes in public entities take time and must have internal legal procedures.
- Define a flexible taxonomy. In Colombia the indicative list of actions on climate change and their classification should be periodically reviewed and updated, seeking to align it with the national climate change planning and policy instruments, as well as with the international reference framework.
- To put at the service of the MRV the inter-agency coordinating bodies to validate/verify the results of the climate financing tracking process as a way to standardize this stage of the process. In Colombia, it is suggested that the participation of the SISCLIMA Technical Information Committee should be formalized.

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