

## TC Document

### I. Basic Information for TC

▪ Country/Region:	COLOMBIA
▪ TC Name:	Itinerant and Flexible Support for Migrant Early Childhood Population.
▪ TC Number:	CO-T1650
▪ Team Leader/Members:	Zegarra Azcui, Francisco (SCL/MIG) Team Leader; Rubio Codina, Marta (SCL/SPH) Alternate Team Leader; Adela Davalos (SCL/MIG); Crausaz Sarzosa, Ernesto Patricio (VPC/FMP); Diana Bocarejo (SCL/GDI); Hillman, Eugenio F. (VPC/FMP); Jimenez Mosquera, Javier I. (LEG/SGO); Mendoza Centellas, Mariana Beatriz (ORP/GCM); Sobral De Elia, Mariana (SCL/MIG); Yepes Ramirez, Ana Maria (CAN/CCO); Miller Choles (SCL/MIG), Karla Mora (SCL/MIG).
▪ Taxonomy:	Client Support
▪ Operation Supported by the TC:	
▪ Date of TC Abstract authorization:	21 Oct 2021.
▪ Beneficiary:	Colombian Family Welfare Institute
▪ Executing Agency and contact name:	Instituto Colombiano De Bienestar Familiar
▪ Donors providing funding:	Japan Special Fund(JSF)
▪ IDB Funding Requested:	US\$1,131,000.00
▪ Local counterpart funding, if any:	US\$159,531.00 (In-Kind)159,531.00 (In-Kind)
▪ Disbursement period (which includes Execution period):	22 months
▪ Required start date:	July 2022
▪ Types of consultants:	Individuals and Firms
▪ Prepared by Unit:	SCL/MIG-Migration Unit
▪ Unit of Disbursement Responsibility:	CAN/CCO-Country Office Colombia
▪ TC included in Country Strategy (y/n):	Yes
▪ TC included in CPD (y/n):	Yes
▪ Alignment to the Update to the Institutional Strategy 2010-2020:	Gender equality; Institutional capacity and rule of law; Social inclusion and equality

### II. Objectives and Justification

- 2.1 The objective of this TC is to provide support to the Government of Colombia promoting actions to achieve childcare and to contribute to the integration of migrant children and their families, through the implementation of an itinerant early childhood education model and to prevent acute malnutrition in migrant children under 5 years of age and underweight pregnant migrant women.
- 2.2 According to figures from Migración Colombia, the country went from receiving 53,747 migrants in 2016 to 1,842,390 in August 2021. As of May 2022, there were more than 1,8 million Venezuelan migrants in Colombia, equivalent to 30% of the total number that have left Venezuela and 36.2% of the total Venezuelan migrants in LAC. Of the total universe of migrants, 4% are children under 5 years of age and 18% are under 18 years of age. This confirms that most migrants from Venezuela are young; therefore, greater targeting and special services are required for their protection and integration. Every department in the country has received migrants, however, they are concentrated in Bogotá DC, Antioquia, Norte de Santander and Atlántico, and La

Guajira. Sixty-nine percent of people in a situation of human mobility in Colombia are concentrated in 20 municipalities (Migración Colombia), mostly departmental capitals or border regions, mentioned before. In the case of the department of Vichada, the Instituto Colombiano de Bienestar Familiar - ICBF (Colombian Family Welfare Institute) identified through its mobile teams in the territory, an increase in the displacement of migrant population, especially indigenous people, from Venezuela.

- 2.3 According to the study prepared by the ICBF's Observatory of Child Welfare: Characterization of migrant children and adolescents' analysis of the Quality-of-Life Survey (2019-2020) and the Great Integrated Household Survey (2019-2020), in 2020, 36.3% of all migrants in the Colombian territory are to children and adolescents (43.1% are children in early childhood, 33.3% are children in infancy and 23.6% are adolescents). In 2020, migrant children and adolescents had a school dropout rate of over 70%: more than 27% of children and adolescents were outside the education system. In the case of the migrant population in early childhood, more than 20% of the total population did not have the complete vaccination schedule for their age. Half of them were not taken to the growth and development control due mainly to the lack of affiliation to an EPS or to the subsidized regime.
- 2.4 The social integration of the Venezuelan migrants is still a work in progress. According to the official Colombian government policy, integrating Venezuelan migrants means: "ensuring that they have access to basic social services to guarantee their well-being". These policies have focused on regularizing migrants' statuses; providing access to health services, family welfare services, and early childhood support; and access to education and specialized care for vulnerable populations, with an emphasis on populations that identify themselves as indigenous people and migrants in transit on foot. It also establishes that economic integration is a fundamental priority to guarantee the well-being of Venezuelan migrants and ensure that they contribute to the development of their host communities.
- 2.5 According to the recommendations of the report "Situation analysis of Venezuelan refugee and migrant early childhood in Colombia" by Sesame Workshop (2020), the eco-systemic approach makes it possible to understand the needs of refugee and migrant children and their families. In turn, the analysis proposes three articulated and integrated dimensions that structure the pedagogical recommendations: (1) adequate environments for the development of children; (2) resilience; and (3) children's identity structure.
- 2.6 The Sesame Workshop report points out that the pedagogical proposal should not only be limited to the educational environment, but also can be oriented in a way that interactions and experiences become part of the services offered at home, in the public and community environment and in public health. For the above described reasons and to develop these recommendations, it has been identified the need to build a new itinerant early childhood educational model that is relevant for migrant early childhood and their families.
- 2.7 According to nutritional screening data from ICBF early childhood care programs, of the total number of children under 5 years of age with Venezuelan nationality attended during 2022, 1.0% (392) present moderate or severe acute malnutrition, higher than the prevalence presented in Colombian children (0.8%); 7.9% (3,187) present risk of acute malnutrition, higher than the prevalence in Colombian children (6.1%). In relation to pregnant women of Venezuelan nationality attended in these services, the

prevalence of low weight for gestational age was 15.8% (417), higher than the prevalence in Colombian pregnant women (12.1%).

- 2.8 As part of the actions implemented for the care of this population, the ICBF designed the *Nutriendo Futuros* project that contributes to ameliorate the malnutrition faced by the migrant population (both the pendular and transitory population and those with a vocation for permanence), through multidisciplinary teams that carry out an active search for the population subject to care.
- 2.9 **Itinerant and flexible early childhood education for migrant children under 5 years old and their families.** During 2021, the ICBF attended 111.077 Venezuelan migrants in its prevention services. Of this total, 90.276 were children between 0 and 5 years. According to calculations by the ICBF Planning Department, for 2022, there is a gap of 10.726 Venezuelans in early childhood who require access to early education services, especially due to an increase in the expected demand for care coming from the implementation of the Temporary Protection Statute for Venezuelan Migrants (Presidential Decree 216 of June 1st, 2021). In this context, a proposal that offers flexible early childhood care for the migrant children, in accordance with the territorial and population characteristics and their migratory dynamics will be designed and implemented.
- 2.10 **Strategic alignment.** The TC is consistent with the updated Institutional Strategy (UIS) (AB-3190-2) and is aligned with the development challenge of *Social Inclusion and Equality* by promoting equal access by the migrant population to social services. The TC is also aligned to cross-cutting issues of: (i) *Gender Equality*, by strengthening the national strategy for promoting increased job opportunities to women, with support for access to childcare services; and promoting actions against malnutrition in pregnant women, and (ii) *Institutional Capacity and Rule of Law* by strengthening the government's institutional capacity and governance of migration services, promoting new methodologies for childcare support in migrants. Additionally, the program will contribute to the Corporate Results Framework (CRF) 2020-2023 (GN-2727-12) through the indicators of beneficiaries of initiatives that support migrant and host populations. The TC is also aligned with the strategic objective of reducing barriers to social integration in the results matrix of the IDB Group's Country Strategy with Colombia (GN-2972), under the cross-cutting area of migration, and is included in the 2022 Country Program Document. Lately, this TC is also consistent with the Health Sector Framework Document (GN-2735-12); Early Childhood Development Sector Framework Document (GN-2708-5) and the Migration Action Framework (GN-3021).
- 2.11 **Complementarity with other operations.** This TC complements the efforts of public policy reforms for the social and economic inclusion of the Venezuelan migrant population in Colombia, which were supported by loan operation CO-L1272. It also complements non-reimbursable technical cooperation resources (ATN/CF-18346-CO and ATN/EE-18584-CO) that are increasing learning opportunities for children and their families by facilitating access to quality, age-appropriate educational content.
- 2.12 **Most important lessons learned in this process:** (i) establishing coordination processes are important for generating consensus and institutional articulation that respond to the implementation of national public policy and with territorial entities (GRT/ER-17925-CO); and (ii) it is important to generate knowledge to make informed decisions that help adjust and provide feedback on policies, such as those derived for the implementation of the ETPMV in childcare.

### III. Description of activities/components and budget.

- 3.1 **Component I: Knitting paths for the migrant early childhood care.** The objective of this component is to provide an itinerant and flexible education model for children under 5 years old, that is relevant and innovative that:
- 3.1.1 The design and implementation of an educational model that includes the pedagogical component, psychosocial support, and family strengthening. It also includes supplementary food ration and nutritional screening. The model will be developed according to the territorial and population characteristics as well as the specific migratory dynamics.
  - 3.1.2 The model will be implemented through itinerant care and interdisciplinary mobile teams.<sup>1</sup> This allows children who cannot access the ICBF's current offer, because of the geographical location of their families or other barriers. Children will benefit from a tailor-made scheme of care that includes team interactions, family strengthening strategies and that reaches the places where they are located.
  - 3.1.3 **Matching supply to achieve childhood care.** The knitting paths model will promote coordination within different state actors. In that sense, this interagency management should promote articulated actions with other sectors at the national and local level, as Health, Education, Culture, Sports, among others, as well as to identify territorial scenarios to achieve the realization of the rights of migrant children.
  - 3.1.4 The activities to be carried out will consider the contracting of operators who will provide the services in accordance with the terms of reference. It is expected that within these services, they will acquire goods to perform the work, within the limits established by the Bank's TC Policy (GN-2470-2), such as the acquisition of didactic materials and others.
- 3.2 **Component II: Nurturing futures. Prevention and attention of acute malnutrition in children under 5 years of age and underweight pregnant migrant women.** The objective of this component is to implement technically and operationally the Qualified Active Search Units -UBAC of the ICBF, for the care of migrant children under five years of age at risk of malnutrition and migrant pregnant women with underweight for gestational age in four (4) departments. To this end, it is expected to:
- 3.2.1 Identify children under five years old with malnutrition risk and underweight migrant pregnant women.
  - 3.2.2 Provide supplementary food rations to migrant children under five years of age at risk of acute malnutrition and underweight migrant pregnant. This activity will contemplate the purchase of goods, under the threshold of the Bank's TC Policy (GN-2470-2). Any modification will follow the Bank's procedures.
  - 3.2.3 Activate referrals to health services for migrant children under five years old identified with acute malnutrition.

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<sup>1</sup> Pedagogues, psychologists, social workers, nutritionists, food handlers and pedagogical assistants. The implementation of the model will require the acquisition of goods, within the limits established by the Bank's policies.

- 3.3 **Project administration.** The TC will fund activities related to administrative purposes, like audit.
- 3.4 **Expected results.** With respect to the development objective, the outcome indicators are: (i) associated with the first Component I: # of quotas [1] served in the "Knitting Paths" model; (ii) associated with Component II: # Children with or at risk of malnutrition and pregnant woman with underweight identified by the mobile units whom benefit from reference processes; % of children under 5 years old identified with malnutrition that were transferred to the health system; # of food supplement rations delivered to children under 5 years of age identified in risk of malnutrition and underweight pregnant women.
- 3.5 **Indicative budget.** The project's total cost is US\$1,290,531.00 of which the Japan Special Fund (JPS) will finance US\$1,131,000. The balance US\$159,131 will come from local counterpart in-kind funded by the Executing Agency.

**Table: Indicative Budget**

Activity/Component	IDB/JSF	Local Counterpart	Total Funding
Component I. Knitting paths for the comprehensive care of migrant early childhood.	US\$558,218	--	US\$558,218
Component II. Attention to and prevention of acute malnutrition and improvement of nutritional conditions in children under 5 years of age and pregnant migrants.	US\$542,782	--	US\$542,782
Audit // Monitoring Activities	US\$30.000	--	US\$30.000
Local counterpart in-kind (management, staff, and nutritional components)	--	US\$159,531	US\$159,531
<b>Total</b>	<b>US\$1,131,000</b>	<b>US\$159,131</b>	<b>US\$1,290,531</b>

#### **IV. Executing agency and execution structure**

- 4.1 The executing agency (EA) will be the Instituto Colombiano de Bienestar Familiar (ICBF). The ICBF is a governmental institution that works for the prevention and integral protection of early childhood, adolescence, and the well-being of families at the national and regional level, giving special attention to those in conditions of threat, non-observance, or violation of their rights. They reach more than 2,6 million of Colombians with their programs, strategies, and care services with 33 departmental directorates and 215 zonal offices throughout the country. Major areas of work include Early Childhood; Childhood; Protection; Adolescence and Youth; Families and Communities; Nutrition; and general coordination of the national family welfare system. In addition, the ICBF has a national scope and a solid structure through which it delivers social protection services to the entire eligible population, both nationals and migrants. Generally, it does so by outsourcing services through operators, who are selected in a rigorous and competitive process.
- 4.2 The Institute has extensive experience working with international organizations and donors due to the nature of their work. They have experience and presence at the local level, supported by different operators that contribute to making the services

offered available in Colombia.<sup>2</sup> The ICBF is currently executing a US\$50 million IDB loan operation named: "Program for the Development of 21st Century Skills in Colombian Adolescents and Youth" (CO-L1261), whose general objective is to support Colombian adolescents and youth in developing the skills needed to formulate and promote their life projects and become agents of social and economic change. The operation currently has a 26% disbursement and satisfactory performance according to the Bank's Progress Monitoring System.

- 4.3 Within the ICBF, program execution will be the responsibility of the Early Childhood Direction and the Nutrition Direction. The Deputy General Direction will oversee implementation of both components at a technical level and will be responsible for the TC program management.
- 4.4 The operation builds on the lessons learned from the current early childhood program, as well as interagency coordination mechanisms at all levels (national, subnational).
- 4.5 In addition, the program will have the support of the ICBF's General Deputy Direction, as a mechanism aimed at increasing control, improving coordination, and ensuring timely decision-making during implementation, in coordination with the sector department responsible for executing the program. This team will convene a meeting of division heads and coordinators once per month to make tactical decisions regarding the following: technical, financial, and administrative issues; positioning and relationships with interest groups; monitoring of execution and results achieved; and knowledge management.
- 4.6 The ICBF will make available to the JSF/IDB all the monitoring arrangements used to supervise the proper implementation of the activities. ICBF will be responsible for preparing and sending the required reports, within the guidelines established by the Japan Special Fund (JSF).
- 4.7 **Procurement and Financial Management.** In accordance with the Bank's procurement policies (GN-2350-15 and GN-2349-15), with respect to procurement, this TC will be executed according to the Colombian National Procurement System validated by the Bank. Among the competitive procedures to ensure objective selection, and the subscription of Contribution Contracts. The disbursement period will be 22 months.
- 4.8 **Conditions prior to the first disbursement.** The EA must present evidence of: (i) approval of the Operations Manual for the project in accordance with the terms previously agreed with the Bank; (ii) the EA shall have demonstrated to the Bank that it has an adequate financial information system and internal control structure; and (iii) designation of the staff that will manage the day-to-day operations and the formal communications with the Bank. Integrity clauses and special intellectual property agreements that need to be included in TC agreement, if any, should be specified
- 4.9 The Bank and the EA will agree on a proposed Procurement Plan (PP) suggested by the EA. The EA will update the PP annually or whenever there are substantial modifications. All the project's procurement and contracting processes will be subject to an ex-post review and supervision by the Bank. The EA will designate a bank

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<sup>2</sup> In 2020, the Bank conducted an analysis of ICBF's current institutional capacity to execute a US\$50 million loan program known as "Sacúdete". The same institutional analysis is valid for this operation. The analysis determined that the level of fiduciary risk is medium, consisting of probable delays in execution due to both the lack of timely allocation of budgetary funds and difficulties in carrying out procurement processes in a timely manner.

account at a financial institution acceptable to the Bank for the management, exclusively, of the contribution and will request funds, based on a cash flow projection to be utilized within a maximum period of twelve months.

- 4.10 The EA will record project financial transactions in accordance with local accounting standards in the SIIF II financial system, generate financial reports for the Bank on a cash basis, and present the justification of expenditures and the project's financial statements using the effective exchange rate on the date of conversion of the disbursement currency to Colombian Pesos (monetization rate). The equivalence of expenses incurred as part of the local contribution will be calculated using the exchange rate of the payment date.
- 4.11 The EA shall contract an independent auditor acceptable to the Bank to carry out one final audit of the project's financial statements. The audit report will be submitted to the IDB within 120 days of the contractual date of last disbursement. Ex post fiduciary reviews may be performed by the IDB at any time and include a review of accounting and financial records relating to both the contribution and counterpart funds. The Bank may require additional reports should this be deemed necessary in accordance with its standards and procedures. The audit cost will be paid by the project.
- 4.12 The EA will be responsible for presenting Project Status Reports within 30 days after the end of each semester. It will also be required to report on progress made in the achievement of outcomes, the delivery of outputs, and findings and recommendations on an annual basis. The EA will oversee the project monitoring and reporting process, and this will be paid by the project. This process will be carried out according to the Bank policies and procedures.

## **V. Exceptions to Bank policy**

- 5.1 There are no exceptions to any Bank policy.

## **VI. Projects Risks and Issues**

- 6.1 Risk 1: Changes in government authorities due to electoral process in 2022 could change the priorities at the national level, including those of ICBF. Mitigating measure: promote program ownership by local authorities and host communities through early socialization of the activities and expected results.
- 6.2 Risk 2: The increased migratory flow from Venezuela may exceed the institutional capacity of ICBF, which could lead to greater needs for financing and technical assistance. Mitigating measure: focus on targeted areas that become pilots for future interventions of the program in other regions/cities and identify economies of scale to reduce costs when replicating the program on a larger scale.

## **VII. Environmental and Social Strategy**

- 7.1 This TC will not finance feasibility or pre-feasibility studies of investment projects or associated environmental and social studies and therefore does not meet the applicable requirements of the Bank's Environmental and Social Policy Framework.

### **Required Annexes:**

[Request from the Client - CO-T1650](#)

[Results Matrix - CO-T1650](#)

[Terms of Reference - CO-T1650](#)

[Procurement Plan - CO-T1650](#)