

DOCUMENT OF THE INTER-AMERICAN DEVELOPMENT BANK

COLOMBIA

**PROGRAM TO SUPPORT REFORMS FOR THE SOCIAL AND ECONOMIC
INCLUSION OF THE VENEZUELAN MIGRANT POPULATION IN COLOMBIA**

(CO-L1272; CO-J0014)

LOAN AND GRANT PROPOSAL

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ABBREVIATIONS

Col\$	Colombian peso
DANE	National Administrative Statistics Department
DNP	National Planning Department
ETPMV	Estatuto Temporal de Protección para Migrantes Venezolanos [Temporary Protection Statute for Venezuelan Migrants]
GCFF	Global Concessional Financing Facility
GIFMM	Grupo Interagencial de Flujos Migratorios Mixtos [Interagency Group on Mixed Migration Flows]
ICBF	Instituto Colombiano de Bienestar Familiar [Colombian Family Welfare Institute]
ILO	International Labour Organization
IOM	International Organization for Migration
MHyCP	Ministry of Finance
MTFF	Medium-term Fiscal Framework
OC	Ordinary Capital
PPT	Permiso de Protección Temporal [Temporary Protection Permit]
R4V	Plataforma de Coordinación Inter agencial para Refugiados y Migrantes Venezolanos [Inter-Agency Coordination Platform for Refugees and Migrants from Venezuela]
RUMV	Registro Único de Migrantes Venezolanos [Consolidated Registry of Venezuelan Migrants]
SENA	National Training Service
SGSSS	Sistema General de Seguridad Social en Salud [General System of Social Security in Health]
UNHCR	Office of the United Nations High Commissioner for Refugees
USAID	United States Agency for International Development

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Financial Terms and Conditions			
Borrower/Beneficiary		Flexible Financing Facility ^(a)	GCFF grant funding
Republic of Colombia		Amortization period:	18 years
Executing agency		Disbursement period:	12 months
Ministry of Finance (MHyCP)		Grace period:	6.5 years ^(b)
Source	Amount	Interest rate:	LIBOR-based ^(c)
IDB (OC):	US\$300,000,000	Credit fee:	^(d)
		Inspection and supervision fee:	^(d)
GCFF: ^(f)	US\$17,589,000	Weighted average life:	12.2 years
Total:	US\$317,589,000	Approval currency:	U.S. dollars
Project at a Glance			
<p>Program objective/description: The general objective of the program is to contribute to the effective socioeconomic integration of Venezuelan migrants. The specific objectives are: (i) to expand the regularization of Venezuelan migrants and management of the information about them; (ii) to expand access to social services and protection from human trafficking for Venezuelan migrants; and (iii) to promote recognition of the job skills of Venezuelan migrants. This is the first of two consecutive operations that are connected technically but financed independently under the programmatic policy-based loan (PBL) modality.</p> <p>Special contractual conditions precedent to the first and only disbursement of the loan: The first and only disbursement will be subject to fulfillment of the policy reform conditions set forth in the Policy Matrix (Annex II) and the Policy Letter and the other conditions established in the loan contract (paragraph 3.2).</p> <p>Exceptions to Bank policies: None</p>			
Strategic Alignment			
Challenges: ^(e)	SI <input checked="" type="checkbox"/>	PI <input checked="" type="checkbox"/>	EI <input type="checkbox"/>
Crosscutting themes: ^(f)	GE <input checked="" type="checkbox"/> and DI <input checked="" type="checkbox"/>	CC <input type="checkbox"/> and ES <input type="checkbox"/>	IC <input checked="" type="checkbox"/>

- (a) Under the terms of the Flexible Financing Facility (document FN-655-1), the borrower has the option of requesting changes to the amortization schedule, as well as currency, interest rate, commodity, and catastrophe protection conversions. The Bank will take operational and risk management considerations into account when reviewing such requests.
- (b) Under the flexible repayment options of the Flexible Financing Facility, changes to the grace period are permitted provided that they do not entail any extension of the original weighted average life of the loan or the last payment date as documented in the loan contract.
- (c) In keeping with document FN-729 (Strategy and Operational Readiness for the Execution of the LIBOR Transition for the IDB Balance Sheet) and document CF-257-1 (Base Rate Replacement for Sovereign Guaranteed LIBOR-based Loans), this loan will be subject to the SOFR-based interest rate, upon notification to the borrower by the Bank, pursuant to the provisions of the loan contract.
- (d) The credit fee and the inspection and supervision fee will be established periodically by the Board of Executive Directors as part of its review of the Bank's lending charges, in accordance with applicable policies.
- (d) SI (Social Inclusion and Equality); PI (Productivity and Innovation); and EI (Economic Integration).
- (e) GE (Gender Equality) and DI (Diversity); CC (Climate Change) and ES (Environmental Sustainability); and IC (Institutional Capacity and Rule of Law).
- (f) On 28 July 2021, the IDB signed a Financial Procedures Agreement with the International Bank for Reconstruction and Development (IBRD) on the Global Concessional Financing Facility (GCFF), and became, as of that date, a GCFF Implementation Support Agency. This operation will be cofinanced with GCFF resources as part of that agreement. The availability of the GCFF resources will be subject to signature of the pertinent documents by the IDB and the IBRD.

I. DESCRIPTION AND RESULTS MONITORING

A. Background, problem to be addressed, and rationale

- 1.1 **Macroeconomic situation.** The COVID-19 crisis has had a major economic and social impact. In 2020, Colombia's economy contracted by 6.8%,¹ the largest drop in GDP in its history. Poverty increased from 35.7% in 2019 to 42.5% in 2021, while extreme poverty rose from 9.6% to 15.1%.² Households in the first income quintile experienced a 25% decrease in real per-capita income compared to 2019. Unemployment peaked in May 2020 (21.4%), with gender and age gaps growing wider. In 2020, the unemployment rate was 12.7% for men and 20.4% for women,³ and 24.2% for young people. In this context, the number of employed migrants dropped by 6.0%. Although employment has been recovering, 48.6% of jobs are in the informal sector.⁴ Nevertheless, for 2021 the government anticipates growth of 6.0% or more, which would contribute to the recovery of the main social indicators.
- 1.2 While the exigencies of the pandemic and the slower pace of economic growth complicated Colombia's fiscal position in 2020 and worsened how its risk is perceived, the country still has access to international finance. In 2020, suspension of the fiscal rule facilitated an increase in fiscal deficit to 7.8% of GDP, while the debt increased to 64.8% of GDP. For 2021, the government projects a deficit of 8.6% of GDP and debt of 65.1% of GDP, anticipating higher spending to address the emergency and support the economic recovery.⁵ Given the complex fiscal position and withdrawal of the fiscal reform bill presented to Congress in May, both Standard & Poor's and Fitch Ratings downgraded the sovereign rating in foreign currency from BBB- to BB+ with a stable outlook, and the country lost its investment grade ratings. However, Colombia's unrestricted access to the International Monetary Fund's Flexible Credit Line was ratified.
- 1.3 Congress recently approved a fiscal reform bill known as the Social Investment Act (Law 2155), which seeks to: (i) protect the most vulnerable population; (ii) stabilize public finances without harming the middle class; and (iii) reactivate the economy. Through adjustments in public expenditures and corporate taxes, and efforts to combat tax evasion, the reform legislation is expected to generate additional revenue equal to 1.4% of GDP, beyond the current level. It is also intended to expand the technical capacity and independence of the Fiscal Rule Committee and modify the "debt anchor" and borrowing targets. The government expects the deficit of the national central government to converge to an average of 2.7% of GDP between 2026 and 2032, and the debt to decrease from 67.0% to 61.1% of GDP between 2022 and 2032.
- 1.4 **The challenge of immigration from Venezuela.** Since 2015, Colombia has been the primary destination country for one of the largest migratory exoduses in the

¹ National Administrative Statistics Department (DANE), 2021. National Accounts.

² Poverty Report, DANE, 2021.

³ MHyCP, 2021: 2021 Medium-Term Fiscal Framework; and DANE, 2021: Comprehensive Survey of Households.

⁴ DANE (2021). Informal employment and social security. Percentage of informal jobs in 23 cities and metropolitan areas during the rolling quarter March-May 2021.

⁵ MHyCP 2021: 2021 Medium-Term Fiscal Framework.

history of the world. It has received more than 1.74 million Venezuelan migrants, which accounts for 37.4% of the total flow of migrants out of Venezuela.⁶ Every department in the country has taken in migrants.⁷ The 10 top host cities are: (i) Bogotá, 340,711 (4.4% of its population); (ii) Barranquilla, 97,494 (7.6% of its population); (iii) Cúcuta, 94,847 (12% of its population); (iv) Medellín, 90,100 (3.5% of its population); (v) Cali, 59,571 (2.6% of its population); (vi) Cartagena, 51,589 (5% of its population); (vii) Maicao, 51,361 (27% of its population); (viii) Riohacha, 47,172 (23% of its population); (ix) Santa Marta, 41,693 (7.7% of its population); and (x) Bucaramanga, 41,132 (6.7% of its population). In the 2020 Medium-term Fiscal Framework, estimates attributable to the migration shock show a fiscal cost of 0.5% of GDP for 2019. For the 2017–2019 period, health care expenditures for the migrant population were 0.06% of GDP, while education and early childhood expenditures were 0.04% (Banco de la República).

- 1.5 **Institutional context and measures adopted.** Since 2015, the Colombian government has implemented measures to manage migration flows by:⁸ (i) preparing public policy guidelines to address the mass migration of Venezuelan citizens to Colombia ([CONPES-3950](#)), with strategies proposed to create favorable conditions in order to provide them assistance, care, and inclusion, issuing management guidelines for various government sectors and institutions; (ii) adopting the [Special Stay Permit](#) as a mechanism to regularize Venezuelans who entered the country in a regular manner, which enables them to perform any legal activity or occupation in Colombia and obtain access to financial services, the healthcare system, etc., for two years; (iii) naturalizing minors born in Colombia to Venezuelan parents; and, recently, (iv) enacting the [Temporary Protection Statute for Venezuelan Migrants](#) (ETPMV), which established a 10-year legal temporary protection mechanism for Venezuelan migrants living in Colombia, regardless of their immigration status. It also established information records, creating the Consolidated Registry of Venezuelan Migrants (RUMV).⁹
- 1.6 **Governance.** In 2011, the special administrative unit [Migración Colombia](#) was established, attached to the Ministry of Foreign Affairs. It focuses on public service, human rights, and security, which facilitate alignment between foreign affairs policy and migration. In 2018, the Gerencia de Fronteras [Border Management Office]¹⁰ was established within the Office of the President of the Republic. This team is responsible for leading strategic planning by the government and ensuring coordination between national and subnational government agencies, international cooperation agencies, and the Interagency Group on Mixed Migration Flows

⁶ <https://r4v.info/es/situations/platform>.

⁷ <https://www.migracioncolombia.gov.co/infografias/distribucion-de-venezolanos-en-colombia-corte-31-de-enero-de-2021>.

⁸ The Bank has supported this process gradually, through specific advice provided to the Border Management Office. This strengthened coordination between the national government and local entities, sector ministries, and other institutions to develop measures that lay the foundations for Colombia's migration policy.

⁹ As of 17 June 2021, 837,321 Venezuelans had registered, with 813,167 of them completing the characterization survey.

¹⁰ The IDB is supporting the Border Management Office with technical and multisector-coordination advice for policy implementation and dialogue.

(GIFMM).¹¹ Migración Colombia is responsible for putting into operation the ETPMV and the RUMV; the Border Management Office coordinates government policies and ensures multisector coordination. Moreover, territorial migration management workgroups were established through the Border Management Office, the Ministry of Foreign Affairs, and Migración Colombia. These are intended to coordinate national and subnational government agencies and international cooperation agencies on specific actions to respond to migration throughout Colombian territory.

- 1.7 **Social and economic integration of the Venezuelan migrant population.** According to the official policy of the Government of Colombia¹² ([optional link 3](#)), integrating Venezuelan migrants means: “ensuring they have access to basic social services that guarantee their well-being. These services focus on granting immigrants official status, access to health services, family welfare and early childhood support services, education, and specialized care for vulnerable populations. Emphasis was given to populations that recognize themselves as indigenous and immigrants who arrived on foot.” In addition, economic integration is a fundamental priority to ensure the well-being of Venezuelan migrants and their contributions to the development of host communities. This requires joining forces with the private sector, cooperation organizations, and civil-society organizations.
- 1.8 **Positive impacts of migration for the destination country and its host communities.** International evidence shows that the economic integration of migrant populations can generate positive economic impacts for the destination country,^{13 14} as a result of a larger workforce, higher aggregate demand, more tax revenues, and positive impacts on productivity. For Colombia, some estimates point in this direction.¹⁵ Because of increases in production, consumption, and employment, estimates show that migration would generate additional revenue from indirect taxes¹⁶ ([optional link 5](#)). This would reduce the fiscal pressure resulting from increased demand for public and social services for migrants.¹⁷ The Ministry of Finance (MHyCP) estimates¹⁸ that with migration, fiscal revenues for

¹¹ The group is co-led by the International Organization for Migration and the United Nations High Commissioner for Refugees and comprised of 61 members, including United Nations agencies, domestic and international nongovernmental organizations, and Red Cross Movement members.

¹² [Welcome, Integrate, and Grow: Colombia's policies regarding migration from Venezuela](#). Government of Colombia, 2020.

¹³ For example, see evidence summaries in [Banerjee and Duflo \(2019\)](#); [Hunt and Gauthier-Loiselle \(2010\)](#); and [Peri \(2007\)](#).

¹⁴ [MIGnnovación: La oportunidad del sector privado y la sociedad civil ante el desafío migratorio en América Latina y el Caribe](#).

¹⁵ According to estimates from Proyecto Migración Venezuela in its publication “Efectos positivos de la migración venezolana en la economía de Colombia,” the following increases are expected in Colombia: consumption, between 2.8% and 3.3%; investment, between 3.3% and 3.5%; exports, between 3.9% and 4.4%; and GDP, between 3% and 3.7%, compared with a scenario without migration.

¹⁶ O. Valencia, M. Angarita, J. Santaella, and M. De Castro (2020). Do Immigrants Bring Fiscal Dividends? The Case of Venezuelan Immigration in Colombia.

¹⁷ For the 2017–2019 period, health care expenditures for the migrant population were estimated at 0.06% of GDP, while education and early childhood expenditures were estimated at 0.04% (Banco de la República).

¹⁸ 2021 Medium-term Fiscal Framework.

the 2021–2030 period will grow by 2.9% of GDP, compared with the scenario without migration.

- 1.9 **Workforce participation and characteristics of the Venezuelan population in Colombia.** Among Venezuelan migrants, almost half are ages 0 to 29 and nearly half are males (48.4%).¹⁹ Among Venezuelan migrants, almost half are ages 0 to 29 and nearly half are males (48.4%). In 2020 and 2021, migrants accounted for approximately 5% of the country's economically active population.²⁰ Migrants have high rates of participation in the labor market, above the national average (74% versus 64%). However, they are unemployed at a higher rate than the national average (19% versus 10%).²¹
- 1.10 **Widening socioeconomic gaps as a result of lockdown restrictions to address the pandemic.** According to the Survey on Quality of Life and Integration for Venezuelan Migrants in Colombia, 61.7% of migrant households faced hardships during the lockdown, with the main ones being: (1) income generation: 79.6%; (2) access to food: 14.1%; and (3) eviction: 4.3%.²² The living conditions of 49% of households worsened during the lockdown. In the month of reference, 6.3% of respondents used health care services because of COVID-19 infections. Weekly working hours changed for 64% of respondents; for 79.2%, these hours decreased. During the pandemic, 41.3% of respondents felt discriminated against or rejected. Moreover, according to the 2021 Medium-term Fiscal Framework, the number of employed migrants decreased 6% nationwide, similar to the situation among Colombians.
- 1.11 Socioeconomic integration is a multisector objective that becomes a reality in various ways. In this regard, the proposed program focuses on: (i) combating the invisibility generated by an irregular migration status and limited access to information on policies for the migrant and host populations; (ii) increasing access to social services and protection from human trafficking, the lack of which can compromise the delivery of comprehensive health care, resulting in higher exposure to health risks due to factors including housing conditions, low human capital, limited access to schools for students, and health and social consequences given the increased risk of human trafficking; and (iii) combating challenges in the job market, such as unemployment and informal employment, which arise partly as a result of a limited process for recognizing the skills and degrees of migrants. These three specific objectives are described in detail below.
- 1. The challenge of addressing irregular migration status and poor access to information**
- 1.12 Despite the Colombian government's efforts to regularize the Venezuelan population (paragraph 1.5), significant challenges remain. A large percentage still have irregular status: of 1.74 million migrants, 983,000 have irregular status (310,000 because they exceeded their normal stay period and approximately

¹⁹ Data from the report "Encuesta de Calidad de Vida e Integración de los Migrantes Venezolanos en Colombia," March 2021. Proyecto Migración Venezuela, 2021.

²⁰ 2021 Medium-term Fiscal Framework. MHyCP.

²¹ Data from DANE (2019), defining migrants as people who, 12 months ago, lived in Venezuela.

²² Proyecto Migración Venezuela, 2021.

673,000 because they entered the country without authorization).²³ There is also evidence²⁴ that a sizable part of the LGBTQ+ community decided to emigrate to Colombia because of their exposure to various forms of violence. Given that their sexual orientation, gender expression, and gender identity historically have limited their job opportunities, many LGBTQ+ people avoided entering Colombia through legal means and did it informally, which increases the risk of violations of their rights.

- 1.13 An irregular status creates challenges that prevent the exercise of basic citizenship duties and rights. An impact evaluation conducted by the IDB²⁵ found that, compared to nonregularized migrants, regularized migrants in Colombia have higher perceptions of well-being,²⁶ get paid more per hour, and have more access to formal jobs (10.1% versus 0.2%) and health care services. Besides determining factors related to individual matters, such as the lack of documents or fear of deportation, during holistic analysis and diagnostic exercises on this subject, challenges were identified as mainly attributable to the lack of policies that enable the orderly registration and regularization of Venezuelan migrants who have decided to remain in Colombia permanently or temporarily for a period of up to 10 years.
- 1.14 The Colombian government faces **constraints because of the lack of characterized information about the migrant population**, which hinders planning and decision-making for policy formulation. These constraints also reduce the sector capacity to plan assistance for socioeconomic integration. The main determining factors, in addition to the different individual capacity levels to interoperate with institutions, are partly due to the lack of information exchange policies and mechanisms.

2. The challenge of access to social and protection services for the migrant population

- 1.15 **Access to health care services for the migrant population.** While 70% of Colombians with a health condition in capital cities²⁷ turn to a medical provider for treatment, a majority of the migrant population—approximately 60% of the cases—resort to self-medication or home remedies (USAID and Profamilia, 2020). **This difference in access to health care services is mainly due to the high cost for migrants who are not members of the General System of Social Security in Health (SGSSS).**²⁸ Without health insurance, migrants have to pay for all individual services without the contributions of insurance companies and health care providers. Therefore, while medical services for a migrant pregnant woman

²³ Migración Colombia. Statistics portal. <https://www.migracioncolombia.gov.co/planeacion/estadisticas>.

²⁴ According to a study by [Caribe Afirmativo](#) (2019), which also presents testimony about physical and verbal aggression from civil society and the State toward LGBT+ people in Venezuela.

²⁵ “Salir de la sombra, impactos de una regularización masiva en la vida de los migrantes,” 2021. Ibañez, Ortega, and Rodríguez Chatruc.

²⁶ PCA Bienestar: index of main components for (i) mobility; (ii) anxiety and depression; (iii) daily activities; (iv) self-care; (v) pain and discomfort; and (vi) perception of health.

²⁷ According to 2018 census data for Barranquilla, Bogotá, Cartagena, Cúcuta, Riohacha, and Santa Marta.

²⁸ In 2019, 115,928 (approximately 7%) migrant beneficiaries had a Special Stay Permit, according to the Membership System.

who belongs to the SGSSS cost approximately Col\$850,000, for a nonmember the cost is Col\$1,590,599 or more (DNP et al., 2018: 48]. **This access problem is particularly detrimental for migrant women and children, since they are vulnerable to health risks.**²⁹ A rapid analysis on gender regarding the regional Venezuelan crisis prepared by [CARE](#) (June 2020) found that the lack of access to comprehensive health care services affects women and girls, who face particular unmet needs with respect to sexual and reproductive health. This has resulted in high rates of maternal mortality, teen pregnancy, and lack of access to pregnancy tests and prenatal care. Key barriers were identified regarding the enrollment process in the SGSSS, in addition to having an irregular immigration status, which also impacts that process. These include lack of enforcement of regulations by health promotion agencies, health promotion institutions, and local entities; high transaction costs for the migrant population; and insufficient awareness among the migrant population about obtaining insurance. Therefore, promoting the enforcement of regulations and coordinating a clear path to enrollment among key participating actors is an essential requirement for improving access to comprehensive health care services for this population.

- 1.16 **Access to adequate housing for the migrant population.** Migrants must overcome barriers in order to access quality housing because of their irregular status or low income stability.³⁰ In Maicao, the United Nations High Commissioner for Refugees identified that 50% of the 3,500 migrants interviewed are homeless or living in informal settlements. In Barranquilla, migrants built an informal settlement known as Villa Caracas, without basic sanitation, water, or sewer services. Estimates show that nearly 4,000 people live there. **For Venezuelan migrants, access to housing is generally under uncertain and vulnerable conditions.** This was demonstrated in a study from the Interagency Group on Mixed Migration Flows and the Inter-Agency Coordination Platform for Refugees and Migrants from Venezuela (R4V) (2020). Of 3,100 migrant households surveyed in Colombia, 92.7% are renting or subleasing, and 49% are uncertain about remaining in that housing in the short term because of lack of economic resources. Moreover, based on the Regional Survey of Eviction of Refugees and Migrants from Venezuela, during the pandemic 69.5% of the Venezuelans surveyed received eviction notices (R4V, 2021:35). In addition, 80% of respondents reported that the main impact if they were evicted would be to become homeless (R4V, 2021:23). Separately, **migrants who are able to access housing live in precarious conditions.** According to a report from the 2018 National Population and Housing Census, more than 50,000 households of Venezuelan citizens in Colombia were overcrowded, which accounted for nearly 86% of Venezuelan households with information available on that date, compared with 36% of Colombian households. The main factors that hinder access to housing are lack of the documentation needed to access formal, adequate housing and the limited supply of mechanisms to provide access to livable conditions (e.g., family housing subsidies). For private payments, the latter includes the need to provide proof of income and/or to have a guarantor who owns property in the

²⁹ M. D. Piérola and M. Rodríguez Chatruc (2020). Migrants in Latin America: Disparities in Health Status and in Access to Healthcare. Discussion Paper IDB-DP-00784.

³⁰ Migración desde Venezuela a Colombia: Impactos y Estrategia de Respuesta en el Corto y Mediano Plazo, World Bank Group, 2018.

country. These requirements were developed to provide security to owners, but are difficult to meet for people with low income and without formal jobs or qualified guarantors, which is generally the case for Venezuelan migrants. Therefore, **migrant women are highly vulnerable to migration dynamics that are usually associated with conditions of risk in the workplace and housing**, as well as xenophobia, discrimination, and more (USAID and Profamilia, 2020). The lack of livable conditions and overcrowding, in addition to limited access to sexual and reproductive health services, increase the risk for them to experience “sexual and gender violence, unwanted pregnancies, early pregnancies (ages 10 to 14), sexually transmitted diseases, unsafe abortions, severe maternal morbidity, etc.” (USAID and Profamilia, 2020: 49). For example, an IDB study³¹ (2021) ([optional link 4](#)) showed that Colombian authorities have seen a growing trend in gender violence in recent years: 187 cases in 2017, 463 in 2018, and 691 in 2019. These incidents occur mainly in family environments, and in 92% of the cases, the victims are women (Ministry of Health, 2020). Moreover, from 2020 to the first quarter of 2021 in Antioquia, Venezuelan migrant women accounted for 23.4% of gestational syphilis cases, 14.8% of severe maternal morbidity, and 12.7% of HIV/AIDS cases (Gallego, 2021). Therefore, creating conditions for the migrant population to have alternate mechanisms available to access livable housing, such as the government program [Semillero de Propietarios](#), is a key factor in addressing the housing issue.

- 1.17 **Access to education for the migrant population.** Colombia’s government has undertaken significant regulatory and public policy³² efforts to enable access to education and to ensure the well-being, continuity, and protection of the educational path for Venezuelan migrant students. This is demonstrated by the increase in student enrollment, from 34,030 students in 2018 to 364,523 in 2020 (Ministry of Education). Despite these efforts, according to a UNESCO report, as of May 2020, nearly 260,000 students remained outside the education system. **Several studies identify the main obstacle as the lack of knowledge about the regulations to be applied.** According to a 2021 report from Plan International, “Adolescent Girls in Crisis: Voices from the Venezuelan Migration in Colombia, Ecuador, and Peru,” 28% of young and teenage girls surveyed said they are not studying. One of the main barriers in access to education was identified as the documentation required to formalize registration or enrollment (20%), which in most cases is unnecessary. A UNESCO report³³ (2020) highlights the difficulties involved in understanding the regulations.
- 1.18 Guidelines or operational plans to support the interpretation and implementation of regulations locally, where enforcement often depends on decisions from municipal authorities or school principals, are still needed (UNICEF, 2019). Therefore, the lack of access to correct and updated information about the paths that migrants should follow to integrate into the education system is the most

³¹ Granada, et al. (2021). [“La migración desde una perspectiva de género: ideas operativas para su integración en proyectos de desarrollo.”](#)

³² Of note, Migración Colombia and the Ministry of Education issued [Joint Circular 16](#), a regulatory notice for Colombian educational facilities to serve boys, girls, and adolescents from Venezuela.

³³ [Derecho a la educación bajo presión. Principales desafíos y acciones transformadoras en la respuesta educativa al flujo migratorio mixto de población venezolana en Colombia.](#)

significant obstacle preventing compliance with regulations (UNICEF and Dejusticia, 2020).

- 1.19 **Access to protection from human trafficking.** The population of Venezuelan migrants and refugees in Colombia is one of the most vulnerable to human trafficking.³⁴ According to the International Organization for Migration (2020), from 2013 to 2020, 686 cases of human trafficking were recorded in the country, 82% of them involving women. Incidence is also much higher among migrants: while 5 of 100,000 migrants reported cases, the rate for Colombians is 1 of 100,000. **Migrant women are particularly vulnerable to human trafficking**, because sexual exploitation is one of the prevalent modes. Of the total number of women engaged in prostitution in Bogota, the percentage of migrant women rose from 35% in 2017 to 60% in 2020. Many women who began engaging in prostitution during this period are victims of human trafficking networks (Observatorio de Venezuela and Fundación Konrad Adenauer, 2020). A study prepared by the [Migration](#) and [Gender and Diversity](#) sectors of the IDB (2021)²⁸ demonstrated that among migrant women, the risk of sexual exploitation is higher. Also, because of their irregular status and lack of a support network, they are less willing to report any type of abuse by an attacker, for fear of being arrested and/or deported. Women and girls who are victims of sexual exploitation can have more health problems. Exposure to sexual exploitation is a risk factor for sexually transmitted diseases, such as HIV/AIDS and viral hepatitis. Also, abuse that is part of sexual exploitation creates a situation of vulnerability to sexual assault for women (Profamilia and USAID, 2020).
- 1.20 Migrant boys and girls are highly vulnerable to human trafficking networks, given the high risk of neglect associated with family separations and poverty conditions that occur in the migration process (IDB and ILO, 2020). In early 2018, the Colombian Family Welfare Institute (ICBF) had under its protection 418 Venezuelan migrant minors who had been victims of sexual and other abuse, malnutrition, neglect, and human trafficking for sexual exploitation (ICBF, 2018 in World Bank, 2018). Conflict in rural areas also increases the risk for Venezuelan migrants of becoming victims of human trafficking and forced recruitment to undertake illegal activities. This can have a particular impact on the instability of border areas (World Bank, 2018: 21).
- 1.21 In this context, there is a need for a regulatory framework that ensures the coordination, formulation, and sustainability of interagency actions to address human trafficking through prevention, assistance, and protection of victims, as well as knowledge management and generation. This programmatic operation, through policy measures, is intended to address these issues, with an emphasis on preventive actions.

3. The challenge of the economic integration of the migrant population

- 1.22 Migrants have high rates of participation in the job market, above the national average (74% versus 64%). However, they experience higher unemployment rates

³⁴ It is difficult to know the exact scope of the problem because in contexts of high human mobility, there is a high level of underreporting of human trafficking cases. According to the International Organization for Migration (2020: 7), "in the case of Venezuelan migration in the region, a significant deficit persists with respect to the visibility and information on the incidence of these crimes."

than the country's average (19% versus 10%).³⁵ Informal status, defined in terms of not making social security contributions, is prevalent (93%).^{36, 37} An informal status is associated with the types of occupations in which migrants find jobs. In cities like Bogota, many Venezuelan migrants work in informal services or jobs that lack conditions such as risk and health insurance and pensions, for example home deliveries, bike-cabs, and street vending (Observatorio de Venezuela et al., 2020).

- 1.23 As indicated in several of the government's diagnostic assessments of this issue, the difficulties that migrants experience accessing quality jobs partly result from the lack of formal recognition of professional degrees and job skills.³⁸ A recent analysis with data from the DANE Household Survey about the wage gaps between Colombians and migrants with higher education offers evidence in support of this argument. For example, workers with higher, university, or technical education from Venezuela earn 67% less than Colombians with the same educational level.³⁹ Given that a probable cause is the lack of recognition of the training and education of migrants, it is necessary to develop policy and institutional coordination mechanisms for the certification of job skills and validation of professional degrees.⁴⁰
- 1.24 **Gaps in access to employment are more pronounced for migrant women.** From January to March 2021, unemployment rates were 39.2% for women and 13.2% for men, while inactivity rates were 25.6% for women and 18.3% for men. Diagnostic assessments indicate that these gaps are associated with the role that women take on as caregivers in the household. According to some studies, this is even more time-consuming than the roles that Colombian women assume. Among migrant women, 46.7% of the employed and 53.1% of the unemployed dedicate between 19.6 and 26.4 hours per week to childcare. Compared to Colombian women, these are 11.4 percentage points higher than the employed and 22.5 percentage points higher than the unemployed (Cuso International, 2020: 14). This gap is much larger between employed migrant women and men, with a difference of 24.8 percentage points (Cuso International, 2020: 22). A recent survey of Venezuelan women indicated that 55.4% are unable to look for jobs because of their family responsibilities (Cuso International, 2020: 14). The pronounced caregiving burden for migrant women is associated with the lack of services offered. According to an analysis of employment services, migrant children often are not accepted by kindergartens or preschools, which limits job opportunities for

³⁵ Data from DANE (2019), defining migrants as people who, 12 months ago, lived in Venezuela.

³⁶ [Migración desde Venezuela a Colombia. Impactos y Estrategia de Respuesta en el Corto y Mediano Plazo. World Bank Group \(2018\).](#)

³⁷ Government of Colombia (2019). Estrategia de generación de ingresos para la población migrante proveniente de Venezuela y las comunidades de acogida. Tables 10, 11, and 20.

³⁸ See for example: Government of Colombia (2019). Estrategia de generación de ingresos para la población migrante proveniente de Venezuela y las comunidades de acogida (Tables 10, 11, and 20); National Council on Economic and Social Policy (2018). Document CONPES 3950. Estrategia para la Atención de la Migración desde Venezuela; Government of Colombia (2020). Welcome, Integrate, and Grow: Colombia's policies regarding migration from Venezuela.

³⁹ Lora (2019). La absorción laboral de los inmigrantes venezolanos. [Focoeconómico.](#)

⁴⁰ An impact evaluation from the DNP and Econometría (2012) shows that in Colombia, job-skills certification has a positive impact on employability. For every additional month after certification is obtained, the hourly wage for workers increases by 0.5% and the probability of finding a job with better pay increases by 0.4%.

women (Fupad and Ecoanalítica, 2019). Also, migrant women frequently lack support networks (relatives or friends) to help them with caregiving tasks in order to have more flexible schedules that provide increased possibilities to enter the job market (Cuso International, 2020). This calls for the development of a policy mechanism that enables childcare for the migrant population.

- 1.25 **Rationale and summary of reforms.** The Colombian government is requesting a programmatic policy-based loan to contribute to the effective socioeconomic integration of Venezuelan migrants in the country and provide continuity to the Bank's comprehensive support for a joint initiative with Colombia to address the migration crisis. This involves combining loan operations and resources from the grant facility and from donors⁴¹ ([optional link 2](#)), with the objective of strengthening employment policies, the health system's sustainability, the sociourban integration of the migrant population, and the delivery of basic and social services. This assistance also responds to the government's appeal to the international community for support of the work that the country has been undertaking to address this issue, as the Government of Colombia indicated during the [Donors' Conference](#) held in June 2020.
- 1.26 The main factors limiting the integration of migrants are their irregular migration status, limited access to social and protection services, and lack of recognition of skills and professional degrees. In that context, this program proposes a set of policy reforms to register and regularize Venezuelan migrants, promote access to social services and protection from human trafficking, and recognize their job skills. This regularization, according to estimates from the Ministry of Finance,⁴² would increase fiscal revenues for the 2021–2030 period by 2.9% of GDP, compared with a scenario without migration. However, pending challenges that the programmatic operation does not address remain, including the integration of migrants into the financial system, the identification of mechanisms to address nutrition and childcare, specifically in early childhood, and services for migrants at the border through social programs.
- 1.27 Therefore, the reforms envisaged under Component 2 contribute to regularizing the migrant population through the implementation of the Temporary Protection Statute for Venezuelan Migrants (ETPMV), under the principle of shared responsibility, in order to guarantee the rights of Venezuelan migrants in Colombia. This means that the entire Colombian State is responsible for the implementation. Based on this, government entities should develop their own internal regulatory guidelines of an administrative nature, aimed at incorporating the provisions of the ETPMV and making them viable, so that Venezuelan migrants, as members of the larger population, benefit individually from the various plans, programs, and projects that each entity administers, advancing the socioeconomic integration of migrants and closing gaps. The reform will also promote the Consolidated Registry of Venezuelan Migrants (RUMV), including the preferred gender identity, so that

⁴¹ The Bank supported the Ministry of Health through technical cooperation funding ATN/OC-17517-CO (2019) to design strategic frameworks and methodologies that have contributed to a sector dialogue, enabling the promulgation of Ministerial Decree 064. Moreover, preparation funds for this loan financed work to strengthen coordination actions between the national central government and Migración Colombia, sector ministries, and other relevant actors for implementation of the ETPMV.

⁴² 2021 Medium-term Fiscal Framework.

the information recorded, along with socioeconomic characterization, enables and expands access to information in order to plan, design, and implement public policies, plans, programs, and projects that directly target the migrant and host populations. This will be supported with the generation of institutional mechanisms that ensure information exchange and interoperability between government and State entities and the RUMV and generate affirmative integration processes. Likewise, the program acknowledges that the problem of access to social and protection services requires a coordinated multisector effort. This vision is addressed in Component 3, which includes measures to promote the migrant population's access to social services such as health care, housing, education, and protection from human trafficking. In addition, Component 4 promotes a policy for the economic integration of the migrant population by recognizing their skills, knowledge, and education. This will increase the size of the workforce and their impact on the economy's productivity factors, providing support to women through access to childcare services. The programmatic series strikes a balance between policy formulation actions under the first operation and milestone implementation under the second operation.

- 1.28 **Complementarity with other operations.** This programmatic series is supported by several instruments for the design and/or implementation of its policy conditions, specifically by a results-based loan to improve the sustainability of Colombia's health system with an inclusive approach, contributing to the inclusion of migrants in the health system (5170/OC-CO) with support from grant funding (GRT/CF-18408-CO, 5172/GR-CO, and ATN/OC-17517-CO),⁴³ and with an investment loan to improve employment policies (4934/OC-CO), intended to increase the coverage and effectiveness of these policies, which will strengthen and expand the scope of skills-based certification, which is expected to benefit Venezuelan migrants and the country's population, and which is also supported by grant funding (4935/GR-CO and GRT/CF-17823-CO). In addition, it is complemented by one investment grant operation (GRT/ER-17925-CO) and two nonreimbursable technical-cooperation operations (ATN/JO-17931-CO and ATN/KK-17960-CO) that are furthering the sociourban integration of Venezuelan migrants, promoting access to housing with rental options, and supporting efforts to start adapting urban development policies to the country's new migration profile. Lastly, through resources from a nonreimbursable technical-cooperation funding (ATN/CF-18346-CO and ATN/EE-18584-CO), it complements an initiative that increases learning opportunities for boys and girls and their families, facilitating access to high-quality, age-appropriate educational content, including materials for the prevention of COVID-19 for migrant children and their caregivers in border cities.
- 1.29 **Sector knowledge, lessons learned, and value added by the Bank.** The Bank's ongoing support for the country to address the challenges of migration flows takes place through: (i) strategic dialogue, through the IDB Country Strategy with Colombia and its update (document GN-2972), and support to the Border Management Office; (ii) the combination of various instruments available to the country to support the challenges it faces, which promote and support the

⁴³ Under this support mechanism, resources of €3.98 million from the European Commission will be channeled to expand the enrollment of Venezuelan migrants in the SGSSS.

development of technical and operational capacities ([optional link 2](#)) as well as the generation of knowledge, which support the policy measures of this programmatic series; and (iii) the Bank's capacity as a liaison to leverage concessional resources, which demonstrates its value added and turns it into a strategic partner for Colombia with respect to this challenge. The most important lessons learned during this process are: (i) a multidimensional problem needs to be addressed with a multisector approach to achieve established integration targets, which involves complex coordination levels that need robust structures and support from international donors, such as those demonstrated in operations focused on health (5170/OC-CO) and labor markets (4934/OC-CO), a lesson incorporated into Component 3; (ii) coordination processes are important to generate the consensus and institutional coordination needed to implement a public policy nationwide and with local entities (GRT/ER-17925-CO), a lesson incorporated into Components 2 and 3; and (iii) it is important to generate knowledge to make informed decisions and help adjust and obtain feedback on policies, such as those resulting from the implementation of the ETPMV, based on an IDB impact evaluation of mass regularization in Colombia.⁴⁴ These highlight the need to improve the transmission of information and mechanisms to reduce xenophobia, to increase the benefits of a mass regularization process, a lesson incorporated into Component 2.

- 1.30 **Donor coordination.** In the context of implementing the mechanisms to regularize and integrate migrants into social services, there is a joint effort with the Spanish Agency for International Development Cooperation (AECID) to earmark donor resources for the implementation of the ETPMV in Barranquilla and actions for the social and economic integration of migrants (in the design stage). Moreover, in coordination with the European Union's Latin American Investment Facility, the Bank will use specific resources to expand technical assistance and provide insurance to the migrant population through the SGSSS at a national level. Also, support is being provided with the Swiss State Secretariat for Economic Affairs for a program to strengthen the coverage and effectiveness of employment policies, which will expand coverage to both Colombian and migrant populations and advance skills-based certification, with childcare services also provided to facilitate the participation of migrant women in the program. With resources from the Japan Fund for Poverty Reduction, support is being provided to the highly vulnerable population of Villa Caracas in Barranquilla and for the establishment of creative industries for inclusion of Venezuelan migrants. Resources from the Early Childhood Development Innovation Fund are being used to increase learning opportunities for boys and girls and their families, by facilitating access to high-quality educational content. Also, contributions from the Knowledge Partnership Korea Fund for Technology and Innovation and the European Commission's modified framework agreement are promoting mechanisms to access rental housing subsidies in Colombia.
- 1.31 **Coordination with other multilateral organizations.** This loan is part of a complementary credit mechanism between the IDB and the World Bank, using policy-based disbursement instruments with the objective of effectively integrating Venezuelan migrants. Both programs are mutually complementary, are the first at

⁴⁴ "Salir de la sombra, impactos de una regularización masiva en la vida de los migrantes," 2021. Ibañez, Ortega, and Rodríguez Chatruc.

each institution to address this issue and are expected to be approved in parallel, and are meant to strengthen socioeconomic inclusion processes, provide access to basic and social services, reduce vulnerability, and promote the economic integration of migrants in Colombia. Policy measures for both programs address mutually complementary areas and respond to a request from the client.

- 1.32 **Global Concessional Financing Facility (GCFF).** The GCFF is an innovative multidonor concessional lending mechanism that helps overcome challenges in financing to provide aid and manage refugees and migrants in the countries affected. In 2019, as a result of the Venezuelan crisis, Colombia and Ecuador became potential beneficiaries of this mechanism. In the same context, the IDB applied for and was accepted as an Implementation Support Agency⁴⁵ for the GCFF—whose objective is to provide grant resources that will be combined with loan operation resources.
- 1.33 The Government of Colombia, through the IDB as an Implementation Support Agency, submitted a funding request to the mechanism, to benefit from grant cofinancing associated with this operation. Operationally, the IDB will have the authority to approve, execute, and administer GCFF resources, subject to its applicable fiduciary, safeguard, integrity, procurement, financial, and operational policies and procedures. The GCFF will transfer US\$17,589,000 to the IDB, which will be responsible for disbursing these funds *pari passu* with the loan. In that context, this operation will be considered for approval by the Board of Executive Directors, as well as for specific authorization to accept resources from the GCFF before any specific commitments are made to the trustee.
- 1.34 When the contribution is received, the IDB will charge an administrative fee. The Board of Executive Directors will be asked to consider a proposal for the resources from the administrative fee to be distributed among the relevant departments supporting this operation, in order to cover the costs of execution.
- 1.35 **Strategic alignment.** The program is consistent with the Update to the Institutional Strategy (document AB-3190-2). Development challenges: (i) social inclusion and equality, by promoting equal access to a formal source of jobs and social services for the migrant population; and (ii) productivity and innovation, by reducing informality and promoting better adaptation to the job market for migrant workers based on skills certification and recognition of their academic degrees. Crosscutting issues: (i) gender equality, by strengthening the National Strategy to Combat Human Trafficking, promoting more job opportunities for women through skills certification and access to childcare services, and increasing access to sexual and reproductive health care through membership in the SGSSS; (ii) diversity, by promoting gender identity through the RUMV; and (iii) institutional capacity and rule of law, by strengthening the government's institutional capacity and the governance of migration services, by fostering the modernization of administrative processes and services such as the identification system for

⁴⁵ This enables the IDB to access grant funding from the GCFF to increase its financial and technical support to Colombia and Ecuador. It is consistent with enhancing mobilization from traditional and nontraditional partners, including partnerships with multilateral organizations, to strengthen the IDB Group's financial response capacity and value proposition, as indicated in this organization's Vision 2025, and to help address the immigration challenges that host countries are facing (document AB-3266, paragraph 4.19.b.i and Box 2).

migrants, which will enhance the State's capacity to deliver social and public services, and by promoting a fiscal sustainability policy. In addition, the program will contribute to the Corporate Results Framework 2020-2023 (document GN-2727-12) through the following indicators: "beneficiaries of initiatives that support migrants and their host communities," "beneficiaries of employment support initiatives," and "countries with strengthened gender equality and diversity policy frameworks." The operation is included in the Update of the Annex III of the 2021 Operational Program Report (document GN-3034-2).

- 1.36 Moreover, the program aligns with the strategic objective of reducing barriers to social integration included in the results matrix of the IDB Group Country Strategy with Colombia (document GN-2972), under the crosscutting theme of immigration. The expected outcomes under the strategy are greater access to health and education services for the migrant population. It also aligns with the Update to the Gender Action Plan for Operations 2020-2021 (document GN-2531-19).⁴⁶ The operation is also consistent with the following Bank frameworks: (i) Migration Action Framework (document GN-3021); (ii) Labor Sector Framework Document (document GN-2741-12), by promoting policy measures to increase formal employment and social security for the migrant population; (iii) Health Sector Framework Document (document GN-2735-12), by strengthening instruments to expand access to universal coverage; (iv) Early Childhood Development Sector Framework Document (document GN-2708-5), by seeking to help migrant boys, girls, and adolescents develop skills to become productive citizens; and (v) Gender and Diversity Sector Framework Document (document GN-2800-8), by enabling access to information that increases knowledge and communication about the intersection between gender and migration issues, and promoting the collection and analysis of gender-disaggregated data to support migration policies and projects through the Consolidated Registry of Venezuelan Migrants (RUMV).

B. Objectives, components, and cost

- 1.37 The general objective of the program is to contribute to the effective socioeconomic integration of Venezuelan migrants. The specific objectives are: (i) to expand the regularization of Venezuelan migrants and management of the information about them; (ii) to expand access to social services and protection from human trafficking for Venezuelan migrants; and (iii) to promote recognition of the job skills of Venezuelan migrants.
- 1.38 **Component 1. Macroeconomic stability.** This component is aimed at maintaining an economic framework consistent with program objectives, pursuant to the Policy Matrix (Annex II) and the principal points of the [Policy Letter](#).
- 1.39 **Component 2. Institutional strengthening for the effective management of migration toward inclusion processes.** The development objective for this component is to expand the regularization of Venezuelan migrants and management of the information about them. In this respect, the project recognizes (condition 2.1.1) the approval and enactment of the Temporary Protection Statute

⁴⁶ Mainly by improving knowledge and communication about the intersection between gender and migration issues, and collecting and analyzing gender-disaggregated data to inform migration-related policies and projects.

for Venezuelan Migrants (ETPMV), consisting of the RUMV⁴⁷ and the Temporary Protection Permit (PPT).⁴⁸ It also establishes (conditions 2.1.2, 2.1.3, and 2.1.4) approval of guidelines for information management through general provisions for implementation of the RUMV. This will make it possible to capture the social and economic characteristics of the migrant population and their health, education, training, integration, and inclusion data in order to determine their situation in Colombia. With respect to differentiated approaches based on gender and diversity, individuals will be able to self-identify under their preferred gender and gender identity after a voluntary process before a notary public prior to or subsequent to obtaining their PPT. This includes the operating rules for the Sector Statistics Committee on Health and Social Well-being and Demographics, with participation from the Migration Sector Workgroup.⁴⁹ It also establishes institutional mechanisms to ensure information exchange between authorizing entities⁵⁰ for public policy planning. Lastly, it considers the preparation of the 2021 Medium-term Fiscal Framework (condition 2.1.5), which incorporates the fiscal impact of the medium- and long-term effects and benefits of Venezuelan migration for the fiscal balance and the economy.

- 1.40 Indicative actions for the second operation under this specific objective provide continuity to measures from the first operation in the programmatic series and include: (i) implementing the RUMV and the mechanism to issue the PPT, which will enable the regularization of the migration status of eligible Venezuelan migrants (conditions 2.2.1 and 2.2.2); (ii) operationalizing information management between authorizing entities and Migración Colombia, for public policy planning and formulation (condition 2.2.3); (iii) launching the Migration Statistics Workgroup as part of the Sector Statistics Committee on Health and Social Well-being and Demographics (condition 2.2.4); and (iv) strengthening budget planning mechanisms at the Ministry of Finance by estimating the net financial-fiscal requirements to integrate the migrant population (condition 2.2.5).
- 1.41 **Component 3. Institutional coordination for access to social services and protection from human trafficking.** The objective of this component is to expand access to social services and protection from human trafficking for Venezuelan migrants. Under this objective, the following are recognized: (i) approval of the legal framework (condition 3.1.1) and the institutional framework to provide access for the migrant population to comprehensive health care services and social protection systems, with the possibility of enrolling in the General System of Social

⁴⁷ The RUMV is of an individual nature and is intended to collect and update information as inputs for public policy formulation and design, and to identify migrants who are Venezuelan citizens.

⁴⁸ The PPT authorizes Venezuelan migrants to remain in Colombia under a special migration status, and to perform any legal activity or occupation in the country while their permit is valid.

⁴⁹ The objective of this workgroup is to strengthen coordination between entities that produce statistical information and ensure the availability of relevant, timely information for decision-making and public policy evaluation.

⁵⁰ Legal agreements will ensure the cross-sector exchange of the information that the RUMV and the PPT generate between public authorizing entities, in order to develop affirmative integration and planning processes. The authorizing entities with which agreements are expected to be signed or confirmed are the National Planning Department (DNP) and the Ministry of Health.

- Security in Health (SGSSS);⁵¹ (ii) modification of the regulations (condition 3.1.2) to enable implementation of the model providing mechanisms for inclusion and access to livable conditions for Venezuelan migrants, under a rent subsidy program within the “Semillero de Propietarios” program;⁵² (iii) creation of sector and territorial workgroups to define regulatory and technical modifications (condition 3.1.3) based on application of the ETPMV, in order to ensure access to the education system for Venezuelan migrant students; and (iv) promotion of the protection of victims of human trafficking (condition 3.1.4) by approving the National Strategy to Combat Human Trafficking 2020-2024, which includes, among 10 approaches, a border migration approach that considers the humanitarian crisis arising from the mass migration of foreign citizens from Venezuela.
- 1.42 Indicative actions for the second operation under this specific objective provide continuity to measures from the first operation in the programmatic series and include: (i) coordinating and implementing a path for the migrant population, from registration in the RUMV to enrollment in the SGSSS, providing them comprehensive health care services as of their enrollment date (condition 3.2.1); (ii) launching and continuing implementation of the rent subsidy program for Venezuelan migrants (condition 3.2.2); (iii) facilitating access for boys and girls to administrative processes for restoration of rights and the participation of Venezuelan boys, girls, and adolescents in the education system (condition 3.2.3); and (iv) establishing the guidelines for implementation of the National Prevention Plan “Zero Complicity With Human Trafficking,” with a focus on vulnerable and migrant populations (condition 3.2.4).
- 1.43 **Component 4. Promotion of economic integration of the migrant population through skills recognition.** The specific objective of this component is to promote recognition of the job skills of Venezuelan migrants, in order to facilitate their entry into Colombia’s job market. To this end, the matrix recognizes important measures such as agreements to validate higher education degrees for the migrant population (condition 4.1.1), approval of the execution mechanism for a Ministry of Labor program that coordinates the provision of job-skills certification by the National Training Service (SENA) to migrants in host communities (condition 4.1.2), and steps to support access to childcare services for migrant women that enable them to participate and complete certification (condition 4.1.3).
- 1.44 Indicative policy actions for the second operation (conditions 4.2.1 and 4.2.2) will provide continuity to implement regulations and are intended to launch actions for the effective validation in Colombia of the professional degrees of Venezuelan migrants who need this and are eligible. Also, these actions will promote the services of the Ministry of Labor program coordinating the job-skills certification provided by SENA to migrants in host communities. In addition, regulations and a road map to conduct the SISBEN IV survey among the migrant population are

⁵¹ Under this legal framework, the Bank is supporting, through a results-based loan operation and with technical assistance resources, the enrollment of more than 309,000 Venezuelan migrants, which includes increasing access to sexual and reproductive health care for migrant women.

⁵² As part of expanding this regulatory framework, the intent is to improve the living conditions of 3,900 Venezuelan migrant households under a rent subsidy mechanism, with support from a grant funding operation with resources from the Latin American Investment Facility.

being proposed, in order to provide access to childcare programs and make it easier for Venezuelan migrant women to participate in certification programs (condition 4.2.3).

- 1.45 **Beneficiaries.** The program is intended to benefit 1.74 million Venezuelan migrants, particularly the most vulnerable groups who need to regularize their migration status in Colombia, estimated at 983,000 people. This will provide them access to social and protection services and job-skills certification. According to an evaluation study conducted by the Bank,⁵³ this will help improve their incomes and access to formal jobs, reducing the probability of them remaining poor or falling into poverty, as well as additional risks.⁵⁴ Other beneficiaries are host populations, through policies to strengthen the government's institutional framework with respect to this challenge, and therefore its coordination and information-sharing mechanisms.

C. Key results indicators

- 1.46 The impact of reforms, based on the general development objective, will be measured with an indicator represented by a multidimensional index measuring the social and economic integration of migrants in Colombia. With respect to the specific objectives, the outcome indicators are as follows:
- (i) Associated with the first specific objective: the number of Venezuelan migrants using the RUMV system; Venezuelan migrants who obtain their PPT under ETPMV guidelines; the number of authorizing public entities agreeing to exchange information to verify the data and summary evidence of migrants with Migración Colombia or related to the PPT.
 - (ii) Associated with the second specific objective: the number of migrants enrolling in the SGSSS; the migrant population benefiting from the rental housing subsidy program; and the migrant student population enrolling in the Colombian education system. Lastly, the budget allocation by the Ministry of the Interior for the plan to prevent human trafficking, part of the National Strategy to Combat Human Trafficking 2020-2024.
 - (iii) Associated with the third specific objective: the number of migrants with degrees validated; the number of migrants evaluated on job skills for their certification; and the number of women migrants benefiting from childcare programs at the time their skills are certified.
- 1.47 **Economic analysis.** Based on the recommendations of the Office of Evaluation and Oversight in its 2011 Evaluability Review of Bank Projects⁵⁵ and on the findings

⁵³ "Salir de la sombra, impactos de una regularización masiva en la vida de los migrantes," 2021. Ibañez, Ortega, and Rodríguez Chatruc.

⁵⁴ The implementation of these policies is expected to foster programs such as "Saber Hacer Vale," targeting vulnerable migrant populations from households classified as SISBEN A, B, or C, which respectively represent populations living in extreme poverty, living in poverty, and at risk of falling into poverty.

⁵⁵ Document RE-397-1: "Currently, the Economic Analysis section is computed as the maximum between the cost-benefit analysis and the cost-effectiveness analysis. Yet neither a cost-benefit analysis nor a cost-effectiveness analysis is applicable to policy-based loans and programmatic policy-based loans."

of the review of evaluation practices and standards for policy-based loans conducted by the Evaluation Cooperation Group (ECG, comprised of the Independent Evaluation Offices of the Multilateral Development Banks),⁵⁶ pursuant to paragraph 1.3 of document GN-2489-5 (Review of the Development Effectiveness Matrix for Sovereign Guaranteed and Non-Sovereign Guaranteed Operations), which indicates that an analysis of efficiency in the use of financial resources is unnecessary,⁵⁷ it was determined that an economic analysis would not be performed for this type of loan, as reported to the Board of Executive Directors. Accordingly, this loan operation does not include an economic analysis and no such analysis is considered for purposes of measuring the evaluability score in the program's Development Effectiveness Matrix.

II. FINANCING STRUCTURE AND MAIN RISKS

A. Financing instruments

- 2.1 This policy-based loan operation is structured under the programmatic modality (PBP) and intended to support Colombia's national government in the effective socioeconomic integration of Venezuelan migrants. This is the first of two operations that are connected technically but financed independently, pursuant to Policy-Based Loans: Guidelines for Preparation and Implementation (document CS-3633-2). This structure and instrument are justified, since the operation: (i) promotes an ongoing multisector dialogue on policy with the country, for the sustainable management of migration flows; and (ii) facilitates monitoring of the reform implementation strategy, since some strategies involve complex implementation, are time-consuming, and demand complex coordination between government agencies and levels. The instrument also offers flexibility to adapt to new knowledge acquired during the execution of agreed upon measures. To consolidate reforms, the Bank will continue to support the country in implementing the programmatic series and will be available to start preparing the second operation with the incoming administration.
- 2.2 **Dimensioning.** This first operation is for US\$317,589,000, financed with resources from the Bank's Ordinary Capital (US\$300,000,000) and from the GCFF (US\$17,589,000). There will be a single disbursement for both amounts, justified by the country's broad fiscal resource needs, although they are not directly related to the reform-associated costs, pursuant to paragraph 3.27(b) of document CS-3633-2. This operation represents 1.57% of the gross financing requirements of the public sector for 2021 and 1.47% of financing from multilateral organizations.

B. Environmental and social risks

- 2.3 Based on Directive B.13 of the Environment and Safeguards Compliance Policy (Operational Policy OP-703), this program does not require ex ante impact classification. The operation supports the development of policies, standards,

⁵⁶ *Good Practice Standards for the Evaluation of Public Sector Operations. Evaluation Cooperation Group, Working Group on Public Sector Evaluation, 2012 Revised Edition. February 2012.*

⁵⁷ According to the Evaluation Cooperation Group (ECG), policy-based loans should be evaluated based on relevance, effectiveness, and sustainability. Efficiency was not included as a criterion, since the dimensioning of policy-based loans is associated with a country's financing gap, regardless of the benefits of the operation.

management tools, and other institutional strengthening actions. Therefore, no direct significant effects on environmental and natural resources are anticipated.

C. Fiduciary risks

- 2.4 No fiduciary risks were identified. The operation's proceeds will go directly to the Treasury account in order to meet the Colombian government's financing needs. To that end, the executing agency has the necessary financial management tools and control systems.

D. Other key issues and risks

- 2.5 **Public management and governance.** There is a high risk that difficulties may arise in the coordination between the central government and local entities for application of the ETPMV, because of increased migration flows from Venezuela. To address this, the Bank will continue supporting the Border Management Office and Migración Colombia through technical assistance to strengthen their capacities to coordinate with the subnational level, and the implementation of policy measures planned for this operation through various instruments.
- 2.6 **Sustainability.** A decrease in the resources available to the government and fiscal difficulties may pose a medium-high risk, impacting the sustainability over time of some of the proposed reforms. The government's commitment is reflected in the priority it has placed on designing policies to address the effects of the migration flow, and particularly for temporary protection. These have earned global recognition because of their level of inclusion and innovation. As a mitigation measure, the Bank will support coordinating public policy with the Medium-Term Fiscal Framework and the budget agenda of the Ministry of Finance. Moreover, multilateral support, which deepens dialogue and keeps the intervention mechanism fluid, will strengthen the government's efforts and ensure their continuity over time.

III. IMPLEMENTATION AND MANAGEMENT PLAN

A. Summary of implementation arrangements

- 3.1 The borrower and beneficiary is the Republic of Colombia. The executing agency is the Ministry of Finance (MHyCP), which will execute the program with the National Planning Department (DNP). The DNP will undertake technical coordination with the government entities responsible for implementing each policy action (Ministry of Health, ICBF, Ministry of Education, Migración Colombia, Ministry of Labor, and Ministry of the Interior). The DNP and the Border Management Office, through periodic meetings with participating entities, will be responsible for fulfilling programmatic commitments and consolidating the sector reform actions described. The executing agency and the DNP will be responsible for: (i) promoting the actions associated with achieving policy objectives; (ii) providing evidence that the agreed-upon policy conditions have been met; and (iii) compiling and submitting to the Bank all information with which the borrower and the Bank can monitor, measure, and evaluate program results.
- 3.2 **Special contractual conditions precedent to the first and only disbursement of the loan.** The first and only disbursement will be subject to fulfillment of policy

reform conditions, as set forth in the Policy Matrix (Annex II), the [Policy Letter](#), and the other conditions of the loan contract.

B. Summary of arrangements for monitoring results

- 3.3 **Monitoring.** Given the nature of the operation, its monitoring will focus on: (i) verifying the fulfillment of policy actions for the first operation, as described in the Policy Matrix (Annex II) and the means of verification matrix; and (ii) monitoring the implementation of indicative policy actions for a second operation. After the disbursement is made, the executing agency will be responsible for submitting to the Bank a semiannual report on the implementation of indicative policy actions for a second operation (see [required link 3](#)).
- 3.4 **Evaluation.** Program outcomes and impacts will be evaluated with nonexperimental before-and-after methodologies. Impacts will be measured with a multidimensional index that uses as main inputs information from Household Surveys, which will have two components: a social inclusion component comprised of indicators grouped into the following three dimensions: (i) education, (ii) health care services, and (iii) housing and public services; and an economic inclusion component comprised of indicators grouped into two dimensions: (i) income, and (ii) access to formal jobs.
- 3.5 For indicators measured at the aggregate level, the evaluation will be reflexive, comparing the situation before and after (see [required link 3](#)).

IV. POLICY LETTER

- 4.1 The Bank and the Government of Colombia have agreed on the macroeconomic and sector policies included in the [policy letter](#) submitted by the Ministry of Finance, which describes the main components of the government's strategy for this program, reaffirming its commitment to implement the agreed upon activities.

Development Effectiveness Matrix		
Summary		CO-L1272
I. Corporate and Country Priorities		
Section 1. IDB Group Strategic Priorities and CRF Indicators		
Development Challenges & Cross-cutting Issues	-Social Inclusion and Equality -Productivity and Innovation -Gender Equality and Diversity -Institutional Capacity and the Rule of Law	
CRF Level 2 Indicators: IDB Group Contributions to Development Results	-Beneficiaries of initiatives that support migrants and their host communities (#) -Beneficiaries of employment support initiatives (#) -Countries with strengthened gender equality and diversity policy frameworks (#)	
2. Country Development Objectives		
Country Strategy Results Matrix	GN-2972	Reducing barriers to social integration Reduce the informality of the economy Consolidate a sustainable and inclusive health and pension system.
Country Program Results Matrix	GN-3034-2	The project is included in the 2021 programming update.
Relevance of this project to country development challenges (If not aligned to country strategy or country program)		
II. Development Outcomes - Evaluability		Evaluable
3. Evidence-based Assessment & Solution		7.5
3.1 Program Diagnosis		1.9
3.2 Proposed Interventions or Solutions		1.6
3.3 Results Matrix Quality		4.0
4. Ex ante Economic Analysis		N/A
5. Monitoring and Evaluation		9.5
5.1 Monitoring Mechanisms		4.0
5.2 Evaluation Plan		5.5
III. Risks & Mitigation Monitoring Matrix		
Overall risks rate = magnitude of risks*likelihood		Low
Environmental & social risk classification		B.13
IV. IDB's Role - Additionality		
The project relies on the use of country systems		
Fiduciary (VPC/FMP Criteria)		
Non-Fiduciary	Yes	Strategic Planning National System, Monitoring and Evaluation National System, Statistics National System.
The IDB's involvement promotes additional improvements of the intended beneficiaries and/or public sector entity in the following dimensions:		
Additional (to project preparation) technical assistance was provided to the public sector entity prior to approval to increase the likelihood of success of the project	Yes	Integral support to the policies proposed by the program, through the combination of instruments of investment credit operations, non-reimbursable technical cooperation and non-reimbursable facility resources. (POD ¶1.28)

The "Program to support policy reforms for the social and economic inclusion of the Venezuelan migrant population in Colombia (CO-L1272)", for an amount of USD317,020,000, has the general objective of contributing to the effective socioeconomic integration of Venezuelan migrants. To achieve this, the proposal defines three specific objectives that seek to (i) expand the regularization and information management of the Venezuelan migrant population, (ii) expand the access of Venezuelan migrants to social services and protection against human trafficking, and (iii) promote the recognition of labor competencies of the Venezuelan migrant population.

The project proposal diagnosis describes that since 2015 Colombia has been the main host country for the Venezuelan migratory flow, having received more than 1.74 million migrants (37% of the total). Given this situation, the proposal describes that mainly due to policy challenges and the lack of mechanisms for institutional exchange of information and operational coordination, the effective socioeconomic integration of this migrant population in the country has been facing challenges. In addition, the proposal points out that these challenges are especially connected to issues related to the regularization of the migrant population, their access to social and protection services, and their ability to obtain official recognition of their job skills. Finally, the proposal argues that several of these issues have important interrelationships to gender and diversity matters. In this sense, the Project offers a clear general description of the problems faced, as well as of the proposed solutions, although the determinants of the problems are not fully quantified and evidence on the effectiveness of the proposed interventions is not presented.

The Results Matrix reflects the vertical logic of the Program and has SMART indicators to measure the achievement of the specific objectives of the operation, as well as to monitor the implementation of the products that will be generated during the program. The general objective of the operation will be measured through a synthetic indicator that is under construction and therefore its baseline and target are yet to be defined. The evaluation plan does not include an impact evaluation, indicating that a before and after strategy will be used to access the effectiveness of the Program at closure. Monitoring and evaluation activities will be carried out by the executing agency.

POLICY MATRIX

Objective: The general objective of the program is to contribute to the effective socioeconomic integration of Venezuelan migrants. The specific objectives are: (i) to expand the regularization of Venezuelan migrants and management of the information about them; (ii) to expand access to social services and protection from human trafficking for Venezuelan migrants; and (iii) to promote recognition of the job skills of Venezuelan migrants.

Components / Policy objectives	Policy conditions Programmatic loan I	Status of fulfillment of policy conditions Programmatic loan I	Policy conditions Programmatic loan II
Component 1. Macroeconomic stability			
To maintain the stability of the general macroeconomic policy framework, in line with program objectives	1.1.1 The economic framework is consistent with program objectives and the guidelines set out in the sector policy letter.	Fulfilled (Q2 2021)	1.2.1 The economic framework is consistent with program objectives and the guidelines set out in the sector policy letter.
Component 2. Institutional strengthening to facilitate the effective management of migration toward inclusion processes			
To expand the regularization of Venezuelan migrants and management of the information about them	2.1.1 Policy guidelines for the registration, description, and temporary regularization (10 years) of Venezuelan citizens with regular or irregular migration status in Colombia have been approved and enacted, through the Temporary Protection Statute for Venezuelan Migrants (ETPMV) and its implementing regulations.	Fulfilled (Q1 2021)	2.2.1 The mechanism to issue Temporary Protection Permits (PPT) to eligible migrants, authorizing Venezuelan migrants to remain in Colombia under a special migration status, has been initiated.
	2.1.2 The guidelines of the Consolidated Registry of Venezuelan Migrants (RUMV) to implement assisted virtual preregistration, nationwide biometric records, and issuance of identification documents to registered Venezuelan migrants	Fulfilled (Q2 2021)	2.2.2 Assisted virtual preregistration, nationwide biometric records, and issuance of identification documents to Venezuelan migrants registered through the RUMV system have been implemented, with the potential for a gender-differentiated approach.

Components / Policy objectives	Policy conditions Programmatic loan I	Status of fulfillment of policy conditions Programmatic loan I	Policy conditions Programmatic loan II
	have been approved. This includes the ability to capture socioeconomic characteristics related to health, education, training, integration, inclusion, etc. in order to determine their situation in Colombia. In terms of a gender-differentiated approach, individuals will be able to self-identify under their preferred gender.		
	2.1.3 Institutional mechanisms between Migración Colombia and the authorizing entities—the National Planning Department and the Ministry of Health—have been implemented. These enable the proper use and transfer of information captured through the RUMV and the PPT, for planning and application of sector policies to address migration.	Fulfilled (Q3 2021)	2.2.3 The exchange of information between authorizing public entities for planning and application of sector policies to address Venezuelan migration into Colombia has been operationalized.
	2.1.4 The rules for the Sector Statistics Committee on Health and Social Well-being and Demographics have been prepared, with participation from the Migration Statistics Workgroup and others.	Fulfilled (Q4 2020)	2.2.4 The Migration Statistics Workgroup has been put into operation. Its responsibilities include establishing an annual work plan; monitoring the action plans prepared by the Sector Statistics Committee on Health and Social Well-being and Demographics; raising issues of national interest; describing users of statistical information; reviewing the National Statistics Plan and proposing adjustments; and presenting semiannual reports.
	2.1.5 The 2021 Medium-Term Fiscal Framework—including the fiscal impact of the medium- and long-term effects and benefits of	Fulfilled (Q2 2021)	2.2.5 Budget planning mechanisms in the Ministry of Finance (MHyCP) have been strengthened, estimating the net

Components / Policy objectives	Policy conditions Programmatic loan I	Status of fulfillment of policy conditions Programmatic loan I	Policy conditions Programmatic loan II
	Venezuelan migration for the fiscal balance and the economy—has been prepared.		financial-fiscal requirements to integrate the migrant population.
Component 3. Institutional coordination for access to social services and protection from human trafficking			
To expand access to social services and protection from human trafficking for Venezuelan migrants	3.1.1 The legal and sector framework enabling the migrant population to access health care services through the General System of Social Security in Health (SGSSS) has been approved. Measures include Venezuelan migrants using their PPT as a valid identification document for the information systems of the Social Protection System, which encompasses the SGSSS.	Fulfilled (Q3 2021)	3.2.1 Implementation of a road map for the migrant population has been coordinated with the entities involved in the registration process, from registration in the RUMV to enrollment in the SGSSS, so that they benefit from comprehensive health care services.
	3.1.2 Decree 1077 of 2015, which establishes the conditions for allocation of family housing subsidies for renting, has been amended, expanding its scope to include Venezuelan migrants in its mechanisms for access to livable conditions.	Fulfilled (Q1 2021)	3.2.2 Coordination and dissemination meetings with local entities to implement a rent subsidy program for Venezuelan migrants within the Semillero de Propietarios program have taken place.
	3.1.3 The Ministry of Education has established sector and territorial workgroups to define the regulatory and technical modifications needed to apply the ETPMV, to ensure access to the education system for Venezuelan migrant boys, girls, and adolescents based on an education road map.	Pending (Q3 2021)	3.2.3 The Ministry of Education, in coordination with Migración Colombia, has updated the notice to provide services to boys, girls, and adolescents from Venezuela in Colombian educational facilities (Circular 16 of 2018). This is based on the provisions of Decree 216 of 2021 (ETPMV), with modifications to the SIMAT registration system and the sector and territorial guidelines issued by the Ministry of Education to provide education services to migrants of Venezuelan origin.

Components / Policy objectives	Policy conditions Programmatic loan I	Status of fulfillment of policy conditions Programmatic loan I	Policy conditions Programmatic loan II
	3.1.4 The National Strategy to Combat Human Trafficking 2020-2024 has been approved, including, among 10 approaches, a border migration approach that considers the humanitarian crisis arising from the mass migration of foreign citizens.	Fulfilled (Q4 2020)	3.2.4 The awareness, information, and communication plans for populations in vulnerable situations has been prepared, as part of the National Prevention Plan "Zero Complicity With Human Trafficking," under the prevention portion of the National Strategy to Combat Human Trafficking 2020-2024.
Component 4. Promotion of economic integration of the migrant population through skills recognition			
To promote the recognition of the job skills of Venezuelan migrants	4.1.1 A bilateral agreement has been reached, to facilitate the recognition and validation of the higher education degrees of Venezuelan migrants in Colombia.	Fulfilled (Q1 2021)	4.2.1 Actions to validate the professional degrees of Venezuelan migrants in Colombia have been implemented.
	4.1.2 The Ministry of Labor's program execution mechanism to coordinate the provision of job-skills certification by the National Training Service (SENA) to migrants in host communities has been approved. It promotes childcare to support migrant women, enabling them to access the certification program.	Fulfilled (Q3 2021)	4.2.2 The services offered through the Ministry of Labor program coordinating the provision of job-skills certification for migrants in host communities by SENA have been implemented.
	4.1.3 The Institutional Resolution including migration status as a focus criterion for the inclusion of vulnerable migrant boys and girls ages 0 to 5 in the early childhood services of the Colombian Family Welfare Institute (ICBF) has been adopted.	Fulfilled (Q2 2021)	4.2.3 A joint circular from the ICBF and Migración Colombia to implement the first phase of the ETPMV, benefiting boys and girls with active administrative processes for restoration of rights, has been prepared.

RESULTS MATRIX

Project objective:	The specific objectives are: (i) to expand the regularization of Venezuelan migrants and management of the information about them; (ii) to expand access to social services and protection from human trafficking for Venezuelan migrants; and (iii) to promote recognition of the job skills of Venezuelan migrants. Achieving these objectives will contribute to the general objective of contributing to the effective socioeconomic integration of Venezuelan migrants.
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GENERAL DEVELOPMENT OBJECTIVE

Indicators	Unit of measure	Baseline value	Baseline year	Expected year achieved	Final target (2024)	Means of verification
General development objective: To contribute to the effective socioeconomic integration of Venezuelan migrants						
Social and economic inclusion of migrants in Colombia	Multidimensional index	Men: TBD Women: TBD	2020	2024	Men: TBD Women: TBD	Status report on the social and economic inclusion of Venezuelan migrants in Colombia. The variables to be used in the index are being developed. The main input will be the Household Survey. The social inclusion component will be comprised of indicators grouped into three dimensions: (i) education; (ii) health care services; and (iii) housing and public services. The economic inclusion component will be comprised of indicators grouped into two dimensions: (i) income; and (ii) access to formal jobs.

SPECIFIC DEVELOPMENT OBJECTIVES

Indicators	Unit of measure	Baseline	Year Baseline	End of operation (2024)	Means of verification	Comments
Development objective 1: To expand the regularization of Venezuelan migrants and management of the information about them						
Venezuelan migrants registered in the Consolidated Registry of Venezuelan Migrants (RUMV) system, considering the entire program period ¹	People	0	2020	1,500,000	Annual report from the RUMV system. Source and responsibility: Migración Colombia.	The indicator will measure the number of Venezuelan migrants registered after the approval of the Temporary Protection Statute for Venezuelan Migrants (ETPMV) (March 2021). This indicator will be disaggregated by gender, and it is a pro-diversity indicator. The target was established based on estimates from the Special Administrative Unit of Migración Colombia.

¹ The registry will make it possible to capture information about the social and economic characteristics of the migrant population. It will also enable individuals to self-identify under their preferred gender and gender identity, after a voluntary process before a notary public prior to or subsequent to obtaining their Temporary Protection Permit (PPT).

Indicators	Unit of measure	Baseline	Year Baseline	End of operation (2024)	Means of verification	Comments
Venezuelan migrants obtaining their PPT under the guidelines of the ETPMV, considering the entire program period	People	0	2020	1,100,000	Annual report. Source and responsibility: Migración Colombia.	The indicator will measure the number of Venezuelan migrants benefiting from the PPT after approval of the ETPMV (March 2021). This indicator will be disaggregated by gender. The target was established based on estimates from Migración Colombia.
The authorizing public entities that agree to exchange information to verify the data and summary evidence of migrants with Migración Colombia or related to the PPT, considering the entire program period	Resolutions or legal agreements	0	2020	2	Resolution, legal agreement, or other. Source and responsibility: Migración Colombia.	The target was established based on the number of authorizing entities accessing mechanisms for information exchange or use with Migración Colombia.
Development objective 2: To expand access to social services and protection from human trafficking for Venezuelan migrants						
Venezuelan migrants enrolled in the General System of Social Security in Health (SGSSS), considering the entire program period	People	115,908	2020	530,000	Report from the Social Protection Integrated Information System (SISPRO). Source: Consolidated Member Database from the Ministry of Health. Responsibility: Ministry of Health.	The indicator will measure Venezuelan migrants enrolled in the SGSSS. The target was calculated based on estimates from the Consolidated Member Database from the Ministry of Health and comprises the cumulative target from operation CO-L1248, plus the additionality generated as a result of implementation of the policies under this operation. This indicator will be disaggregated by gender, and it is a pro-gender indicator.
Venezuelan migrant beneficiaries of the rental housing subsidy program, considering the entire program period	People	0	2020	5,950	Monitoring and evaluation reports from the Semillero de Propietarios [Developing Homeowners] program. Source and responsibility: Ministry of Housing, Cities, and Territory.	The indicator will measure Venezuelan migrant beneficiaries of rental housing subsidies. This indicator will be disaggregated by gender. The target was calculated based on estimates from the Ministry of Housing and comprises the cumulative target from operation CO-G1015, plus the additionality generated as a result of implementation of the policies under this operation.
Venezuelan migrant students from all educational levels ² enrolling in Colombia's	People	364,523	2020	475,000	School enrollment reports. Source and responsibility: Ministry of Education.	The indicator will measure the number of Venezuelan migrant students enrolling in Colombia's education system. This indicator will be disaggregated by gender. The target

² The educational levels include daycare, prekindergarten, kindergarten, elementary, lower secondary, and upper secondary.

Indicators	Unit of measure	Baseline	Year Baseline	End of operation (2024)	Means of verification	Comments
education system, considering the entire program period						was calculated based on estimates from the Ministry of Education and school enrollment projections.
Average budget allocated to the implementation of public policies to prevent, provide assistance, and combat human trafficking crimes nationwide (2021-2024)	Colombian pesos (Col\$)	550,000,000	2019	650,000,000	Budget execution reports. Source: DNP and Ministry of Finance. Responsibility: Ministry of the Interior.	The indicator will measure the government's prioritization of the National Strategy to Combat Human Trafficking, which includes public policies to prevent, provide assistance, and combat human trafficking crimes nationwide. The target was calculated based on projections for future fiscal years. This is a pro-gender indicator.
Development objective 3: To promote recognition of the job skills of the Venezuelan migrant population						
Venezuelan migrants with recognized job skills, considering the entire program period	People	0	2018	3,000	Monitoring and evaluation reports, "Saber Hacer Vale" program. Source: Ministry of Labor. Responsibility: SENA.	The indicator will measure the migrant population whose skills are certified. The target was calculated based on Ministry of Labor estimates. This indicator will be disaggregated by gender.
Venezuelan migrant women with recognized job skills, benefiting from childcare programs at the time that their skills are certified, considering the entire program period	People	0	2020	1,971	Monitoring and evaluation reports, "Saber Hacer Vale" program. Source: Ministry of Labor. Responsibility: SENA.	The indicator will measure the population of migrant women whose skills are certified and who benefit from childcare programs. The target was calculated based on Ministry of Labor estimates. This is a pro-gender indicator.
Venezuelan migrants validating their professional degrees, considering the entire program period	People	0	2019	7,151	Ministry of Foreign Affairs reports. Source: Ministry of Foreign Affairs. Responsibility: Ministry of Education.	The indicator will measure the migrants whose professional degrees are validated. The target was calculated based on Ministry of Foreign Affairs estimates. This indicator will be disaggregated by gender.

OUTPUTS

Indicators	Unit of measure	Baseline	Baseline year	End of project (2021)	Means of verification
Component 2. Institutional strengthening for the effective management of migration toward inclusion processes					
Temporary Protection Statute for Venezuelan Migrants (ETPMV) approved ³ and enacted	Decree	0	2020	1	Decree 216 of 2021, which adopted the ETPMV.
Consolidated Registry of Venezuelan Migrants (RUMV) created and enacted, making it possible to capture the social and economic characteristics of the migrant population and enabling individuals to self-identify under their preferred gender and gender identity	Decree	0	2020	1	Resolution 0971 of 2021, which implements the ETPMV and creates the RUMV, adopted pursuant to Decree 216 of 2021. This is a pro-diversity indicator.
Institutional mechanisms approved for the use and exchange of information between authorizing public entities ⁴	Agreement / Resolution	0	2020	2	Interadministrative agreement for information exchange DNP-854-2021 between the DNP and Migración Colombia. Resolution 001178 of 2021, establishing the management of database modifications within the Social Protection System with information provided by Migración Colombia, for information exchange and analysis.
Policy guidelines approved for the management of the statistical information on migration contained in the regulations	Resolution	0	2020	1	Resolution 1372 of 2020, through which the National Administrative Statistics Department (DANE) regulates the operations of sector statistics committees and sector statistics workgroups.
2021 Medium-term Fiscal Framework (MTFF), including the fiscal analysis of the effects of migration, published	Publication	0	2021	1	2021 MTFF, detailing guidelines for the fiscal environment and the country's growth for the next few years.
Component 3. Institutional coordination for access to social services and protection from human trafficking					
Policy guidelines approved, to increase access to health care services for the migrant population	Decree / Resolution	0	2020	2	Decree 064 of 2020, amending the provisions regarding subsidized membership in the system, automatic enrollment, and other provisions to enable access to the SGSSS for Venezuelan migrants. Resolution 001178 of 2021, under which the PPT is included as a valid identification document for Venezuelan migrants for the information systems of the Social Protection System, which encompasses the SGSSS.

³ Throughout the document, the word "approved" is understood as the process through which, using constitutional, legal, judicial, administrative, and other powers, public institutions adopt certain laws, regulations, resolutions, structures, etc., and in some cases, their implementing regulations and enforcement.

⁴ The authorizing public entities that require agreements are the Ministry of Health and the National Planning Department (DNP).

Indicators	Unit of measure	Baseline	Baseline year	End of project (2021)	Means of verification
Mechanisms approved to assign family housing subsidies for renting to Venezuelan migrants	Decree	0	2020	1	Decree 057 of 2020, expanding the conditions for the assignment of family housing subsidies for rentals to Venezuelan migrants.
Territorial coordination workgroups established in the education sector	Official notice / Minutes	0	2020	1	Official notice from the Ministry of Education and/or minutes, showing the establishment of sector and territorial workgroups to define the regulatory and technical modifications needed to apply the ETPMV, to ensure access to the education system for Venezuelan migrant boys, girls, and adolescents.
National Strategy to Combat Human Trafficking 2020-2024 approved, including a border migration approach	Decree	0	2020	1	Decree 1818 of 2020, adopting the National Strategy to Combat Human Trafficking 2020-2024. This is a pro-gender indicator.
Component 4: Promotion of economic integration of the migrant population through skills recognition					
Bilateral agreement to facilitate the recognition and validation of the higher education degrees of Venezuelan migrants in Colombia, undertaken through an exchange of notes between the Ministry of Foreign Affairs of Colombia and the Embassy of Venezuela in Colombia	Exchange of notes	0	2020	1	Exchange of notes RBV-DE-336-2020 and S-DVRE-20-001532, through which the Government of Colombia reached an agreement with the Embassy of the Bolivarian Republic of Venezuela in Colombia to facilitate the authentication (apostille) and validation of higher education degrees.
Program execution mechanism from the Ministry of Labor to coordinate the provision of job-skills certification by the National Training Service (SENA) to migrants in host communities and promoting childcare to support migrant women, approved by the Ministry of Labor	Regulations	0	2020	1	Official notice attaching the executing regulations for the "Saber Hacer Vale" program from the Ministry of Labor, coordinating the provision of job-skills certification by SENA to migrants in host communities. Their content promotes childcare to support migrant women, enabling them to access the certification program. This is a pro-gender indicator.
Institutional Resolution approved, including migration status as a focus criterion for the inclusion of children ages 0 to 5 in the early childhood programs of the Colombian Family Welfare Institute (ICBF)	Resolution	0	2020	1	Resolution 2082 of 2021 from the ICBF, adopting the groups and levels of the SISBEN IV survey for entry into ICBF programs, which includes under population focus criteria migrants or migrant families. This is a pro-gender indicator.

DOCUMENT OF THE INTER-AMERICAN DEVELOPMENT BANK

PROPOSED RESOLUTION DE-___/21

Colombia. Loan ____/OC-CO to the Republic of Colombia
Program to Support Reforms for the Social and Economic
Inclusion of the Venezuelan Migrant
Population in Colombia

The Board of Executive Directors

RESOLVES:

That the President of the Bank, or such representative as he shall designate, is authorized, in the name and on behalf of the Bank, to enter into such contract or contracts as may be necessary with the Republic of Colombia, as borrower, for the purpose of granting it a financing to cooperate in the execution of the Program to Support Reforms for the Social and Economic Inclusion of the Venezuelan Migrant Population in Colombia. Such financing will be for the amount of up to US\$300,000,000 from the resources of the Bank's Ordinary Capital, and will be subject to the Financial Terms and Conditions and the Special Contractual Conditions of the Project Summary of the Loan Proposal.

(Adopted on ____ 2021)

DOCUMENT OF THE INTER-AMERICAN DEVELOPMENT BANK

PROPOSED RESOLUTION DE-___/21

Colombia. Nonreimbursable Financing GRT/FF-____-CO
Program to Support Reforms for the Social and
Economic Inclusion of the Venezuelan
Migrant Population in Colombia

The Board of Executive Directors

RESOLVES:

1. That the President of the Bank, or such representative as he shall designate, is authorized, in the name and on behalf of the Bank, to enter into such agreement or agreements as may be necessary with the Republic of Colombia, for the purpose of granting it a nonreimbursable financing to support the execution of the Program to Support Reforms for the Social and Economic Inclusion of the Venezuelan Migrant Population in Colombia (the "Program") for a sum of up to US\$17,589,000 chargeable to the resources to be granted by the International Bank for Reconstruction and Development from the Global Concessional Financing Facility (GCFF), pursuant to the agreement or agreements specified in paragraph 2 of this Resolution, and to adopt any other measures as may be pertinent for the execution of the Program described in document PR-_____.

2. That the President of the Bank, or such representative as he shall designate, is authorized, in the name and on behalf of the Bank, to enter into such agreement or agreements with the International Bank for Reconstruction and Development as may be necessary to receive and administer resources for the purposes described in the project proposal specified in paragraph 1 above, and to adopt any other measures as may be pertinent for the execution of said agreement or agreements.

3. That the authorization granted in paragraph 1 above will be effective once the Bank and the International Bank for Reconstruction and Development have entered into the corresponding agreement or agreements to which reference is made in paragraph 2 above.

(Adopted on ____ 2021)

**PROGRAM TO SUPPORT POLICY REFORMS FOR THE SOCIAL AND ECONOMIC INCLUSION OF
THE VENEZUELAN MIGRANT POPULATION IN COLOMBIA**

CO-J0014

CERTIFICATION

The Grants and Co-Financing Management Unit (ORP/GCM) certifies that the referenced operation will be financed through:

Funding Source	Fund Code	Currency	Amount Up to
Canadian Climate Fund for the Private Sector in the Americas – Phase II	CFF	USD	17,589,000

For operations financed by funds where the Inter-American Development Bank (IDB) does not control liquidity, the availability of resources is contingent upon the request and the receipt of the resources from the donors. Additionally, in case of operations financed by funds that require a post-approval agreement with the donor, the availability of resources is contingent upon the signature of the agreement between the Donor and the IDB. (i.e.: Project Specific Grants (PSG), Financial Intermediary Funds (FIF), and single donor trust funds).

Certified by:

Maria Fernanda Garcia
Chief
Grants and Co-Financing Management Unit
ORP/GCM

Date