



The World Bank

SPF Colombia: Emergency COVID-19 Response for Migrants and Refugees from Venezuela and Host communities (P175111)

Concept Environmental and Social Review Summary

Concept Stage

(ESRS Concept Stage)

Date Prepared/Updated: 09/18/2020 | Report No: ESRSC01612



BASIC INFORMATION

A. Basic Project Data

Country	Region	Project ID	Parent Project ID (if any)
Colombia	LATIN AMERICA AND CARIBBEAN	P175111	
Project Name	SPF Colombia: Emergency COVID-19 Response for Migrants and Refugees from Venezuela and Host communities		
Practice Area (Lead)	Financing Instrument	Estimated Appraisal Date	Estimated Board Date
Social Sustainability & Inclusion	Investment Project Financing		10/30/2020
Borrower(s)	Implementing Agency(ies)		

Proposed Development Objective

To provide emergency support to mitigate the impact of the COVID-19 pandemic on vulnerable migrants and refugees while avoiding potential migration-related conflicts with host communities in Colombia.

Financing (in USD Million)	Amount
Total Project Cost	3.70

B. Is the project being prepared in a Situation of Urgent Need of Assistance or Capacity Constraints, as per Bank IPF Policy, para. 12?

Yes

C. Summary Description of Proposed Project [including overview of Country, Sectoral & Institutional Contexts and Relationship to CPF]

Grant’s objective is to provide emergency support to mitigate the impact of the COVID-19 pandemic on vulnerable migrants and refugees while avoiding potential migration-related conflicts with host communities in Colombia. In particular, the grant will: (i) provide emergency cash transfers to vulnerable migrants and refugees in Colombia who have been negatively affected by the measures taken to contain and mitigate the spread of COVID-19 and who have not been covered by social protection emergency programs; and (ii) contribute to strengthening the institutional framework for the COVID-19 emergency response in Colombia, mitigating exclusion and xenophobia. By providing



urgent assistance in response to the pandemic - in partnership with UN agencies, national and local governments - this project aims to reduce the humanitarian-development gap, which results in the inequitable treatment of migrants as compared to the local vulnerable communities, generally caused by inadequate and imperfect information, the nomadic behavior of migrant communities, and the lack of adequate public services for migrants.

The activities will be concentrated in four key municipalities with heightened pressure due to migration: Bogotá, Soacha, Cali and Bucaramanga. From 2015 Colombia has welcomed 1.8 million refugee-like Venezuelans, becoming the main host of this population in the world. Migrants and refugees from Venezuela are among the most vulnerable groups to the COVID-19. To respond to the COVID-19 pandemic, the Government of Colombia deployed a comprehensive social response to protect the poor and vulnerable Colombians, these include an increase or create another cash transfer through social assistance programs. Despite this, emergency measures are targeted to Colombian citizens and therefore do not cover Venezuelan migrants and refugees.

Migración Colombia (MC) is the branch of the Colombian Ministry of Foreign Affairs in charge of the control and management of the Venezuelan migration. MC is the entity that manages the administrative registry of Venezuelan migrants (Registro Administrativo de Migrantes Venezolanos RAMV), the special stay permit (permiso especial de permanencia PEP) and the border mobility card (Tarjeta de movilidad fronteriza TMF) for migrants. The Ministry of Foreign Affairs, on the other hand, has been mobilizing the support of bilateral, multilateral, and humanitarian partners to respond to this crisis, and, to mitigate the impacts among Venezuelan migrants and refugees, with limited success given the global nature of the crisis. The Office of the Border Management (GERENCIA de FRONTERA) of the Presidency of the Republic is providing care to Venezuelans within the framework of the measures given by the National Government for the coronavirus.

The World Food Program (WFP) is currently working in close collaboration with the Government of Colombia, subnational governments, United Nations agencies, and civil society organizations, offering a comprehensive portfolio of adaptive humanitarian responses for many different types of crises and emergencies. For the migration crisis specifically, the WFP has been expanding its operations, principally through two channels: first, the delivery of canteens, food baskets in areas with nonfunctional markets, kits for walkers, and emergency school meals, to cope with migrant food insecurity; and second, the provision of cash-based transfers to migrants and recipient communities, mainly through value vouchers, with total coverage of more than 300,000 persons per month until February 2020.

The proposed project closely resonates with the objectives postulated in the Country Partnership Framework for FY16 to FY21 between the Government of Colombia and the World Bank Group. It must be highlighted that resonance with CPF is despite the project responding to two specific junctures that have unfolded after the CPF was developed in 2016— the surge in Venezuelan migration in 2018 and the spread of Covid-19 in Colombia since March 2020. Specifically, the project is closely linked to Objective 3 (Improved Access to and Quality of Service Delivery in Target Areas) under Pillar II (Enhancing Social Inclusion and Mobility through Improved Service Delivery), as it seeks to prevent that particularly disadvantaged groups are disproportionately affected in the context of the pandemic and are further submerged in poverty.



The grant has two main components, Component 1 will be a Recipient Execute (RETF) through the UN World Food Program (WFP) and Component 2 that will be Bank Execute (BETF).

Component 1 (RETF): Emergency Cash Transfers to Migrants from Venezuela that will be implemented by the UN World Food Program (WFP). This component aims to mitigate the impact of the COVID-19 pandemic on migrants from Venezuela in Colombia by providing one round lump sum cash transfers of COP 480,000 (USD 129 approx.) to up to 18,890 migrant households (75,560 people) who have lost their ability to earn a living due to the COVID-19 lockdown and who are not receiving emergency response cash transfers from the Colombian government, other subnational authorities or other development partners. The benefit amount is aligned with the initial transfer provided by the Ingreso Solidario Program to vulnerable Colombian households, which was designed to cover some of the more pressing basic needs, including food and shelter. Geographical areas of intervention are Bogotá, Soacha, Cali, and Bucaramanga. Cash transfers are expected to be delivered in a 4 months period. The criteria for targeting this families include: pregnant/lactating women, children under 5 years, adolescents and young people (including those who have been separated from their families or parents), adults over 60 years, persons with disabilities or chronic /degenerative diseases, victims of the armed conflict and persons who recognize themselves as belonging to an ethnic group or to a LGBTIQ+ population.

Component 2 (BETF): Strengthened response coordination, policymaking and antixenophobia, and project supervision: This component will support the Colombian Government in its ability to timely and effectively respond to COVID 19 challenges targeting migrants and refugees. The aim is to provide technical assistance and capacity strengthening to the Gerencia de Frontera, especially given that Colombia is facing a large influx of migrants and refugees displaced by the effects of the COVID-19 pandemic in Venezuela. The component will include the following activities: (i) Address unconscious bias among decisionmakers by creating spaces for positive intergroup interactions through (virtual) between-group activities; (ii) Mitigate rising xenophobia in the context of the emergency, through the implementation of a campaign, and stakeholder sensibilization for creating the political space for continued social and economic integration of migrants. Strategic communications will be used to highlight the contributions of migrants and refugees to host communities to support successful integration; For activities (i) and (ii) the team will monitor perception changes over time, measuring the impact of these activities rigorously and recommending options for future scale-up. The decision on which specific perceptions/indicators will be monitored will be defined at a later stage, and (iii) this component will support the supervision of the grant.

For the purpose of the AIN processing and as a request from the SPF, the AIN includes both components the RETF for Component 1 and BETF for Component 2. For the purpose of the ESF ESRS, ESF only applies to Component 1 that is RETF.

D. Environmental and Social Overview

D.1. Detailed project location(s) and salient physical characteristics relevant to the E&S assessment [geographic, environmental, social]

Direct beneficiaries for the emergency and unconditional cash transfers are approximately 18,890 vulnerable migrant and refugee households and will be focused in four regions of Colombia: Bogotá, Soacha, Cali y Bucaramanga. These regions are prioritized as some of the major cities/urban areas are located here, with heightened pressure due to



migration and the relatively low levels of response from local governments and other development partners. To attend to the money transfers to the beneficiaries, the World Food Program (WFP) will be the implementer. WFP has previous experience rolling out similar interventions in these territories, which represents an advantage to quickly initiate the intervention. To assess the eligibility of households, the WFP will apply an automatized targeting tool that provides a specific score for each household, built from information collected around five main categories. Also, WFP will establish with local authorities, Interagency Group on Mixed Migration Flows (GIFMM by its acronym in Spanish), and the Cash Working Group (CWG) if the potential beneficiaries have or will receive assistance from other actors aiming to reduce the risk of inclusion and exclusion errors, and mitigating any additional risks that could lead to misallocation or non-delivery of the transfers. Two registries will also be built: a) a primary registry of beneficiaries that will be validated with local authorities and other benefit programs, and b) Registration in SCOPE and Transfer Delivery (SCOPE is WFP's beneficiary and transfer management platform that supports the WFP, is a web-based application used for beneficiary registrations, intervention setups, distribution planning, transfers and distribution reporting). To ensure timely delivery, WFP will work with "implementing partners" for the cash transfers will be delivered by WFP contracted financial service providers, which for the time being is Western Union – with whom WFP has a global agreement.

Under the Covid 19 crisis, vulnerabilities and gender inequalities have increased in refugee households and host communities. For this project, every household will have the choice to define the main recipient of the cash transfer, and WFP will share messages directed to promote gender equality, shared power and decision-making between all household members. WFP will also reinforce the Prevention of Violence Based in Gender (VBG) and Sexual Exploitation and Abuse (PSEA) with the implementing partners and recipients, to avoid that form of abuse of power during the assistance.

The proposed period of implementation is four (4) months.

D. 2. Borrower's Institutional Capacity

The project will consist of two components. Component 1: Emergency Cash Transfers to Migrants from Venezuela-Recipient Executed Trust Funded (RETF) (Implementing Partner: WFP). This component aims to mitigate the impact of the COVID-19 pandemic on migrants from Venezuela in Colombia by providing one round of lump sum cash transfers. Component 2: Strengthened response coordination, policy-making and antixenophobia, and project supervision (Bank Executed TF): The lack of experience dealing with massive displacement and overstretched operational capacity due to the COVID-19 emergency, is hindering coordination roles at all levels. This component will support the Colombian Government in its ability to timely and effectively respond to COVID 19 challenges targeting migrants and refugees. The aim is to provide technical assistance and capacity strengthening to the Gerencia de Frontera, especially given that Colombia probably has to face a large incoming influx of migrants and refugees displaced by the effects of the COVID-19 pandemic in Venezuela. The ESF does not apply to the implementation of Component 2. Nonetheless, the World Bank team will work with Gerencia de Frontera to strengthen their institutional capacities by supporting the development of a consolidated framework for the recovery of the Venezuelan migrants and their integration in the host areas that represents the principles embodied in the ESF.

Implementation of Component 1 will be undertaken by the World Food Program (WFP). WFP has worldwide experience assisting in emergency settings and has been distributing humanitarian assistance in Colombia since 1969. WFP Colombia recently engaged in the direct distribution of cash-based social assistance in support of the national Social Protection Scheme. Such stream of work ensures an adequate capacity of WFP to engage in implementing the



grant’s migrant component. Since March 2020, WFP’s operation has been changed due to the mobility and agglomeration bans of COVID19. Since May 2020, WFP is assisting more than 170,000 migrants with cash and vouchers.

WFP is a signatory of the World Bank and United Nations fiduciary principles accord for crisis and emergencies; has similar principles as that of the Bank’s ESF and where gaps exist, the better standard towards beneficiaries will prevail. The management of social risks will be defined with the accompaniment of the World Bank and a PMA will be assigned a team responsible.

II. SCREENING OF POTENTIAL ENVIRONMENTAL AND SOCIAL (ES) RISKS AND IMPACTS

A. Environmental and Social Risk Classification (ESRC)

Moderate

Environmental Risk Rating

Low

Environmental risk is considered Low. The activities supported by this project are not expected to have any negative environmental impacts. No rehabilitation or construction of infrastructure or other actions having an impact on the environment will be financed through the project. The project will be implemented in four regions (Bogotá, Soacha, Cali y Bucaramanga). Like any other activity during this pandemic, this project presents risks of exposure of project personnel to COVID-19. To mitigate this risk, the project proposes implementation alternatives that minimize exposure. Cash transfers will be delivered by WFP contracted financial service providers, which for the time being is Western Union – with whom WFP has a global agreement. Exposure of personnel to COVID-19 contagion: to mitigate this risk the project proposes implementation arrangements with WFP and WU (Western Union) to minimize exposure and agglomerations, provision of necessary personal protective equipment and training on their use and disposal, and implementation of proper prevention strategies in alignment with WHO and Ministry of Health guidelines. These mitigation measures will be described and integrated into Labor Management Procedures under ESS 2.

Social Risk Rating

Moderate

Social risk is considered Moderate. Resistance from local authorities to give support to migrant, to mitigate this risk, the grant builds upon partnerships developed by the National Government with local authorities, sensitizing them on the benefits for the local community of supporting migrants and refugees.

Also, to minimize the risk of social conflict between migrants and host communities -aiming to champion a close collaboration with the Local Governments in the targeted areas- up to 10% of the beneficiary vulnerable families could belong to host communities that currently do not receive any other type of cash transfers or social assistance. In this case, the selection of local vulnerable beneficiary families will use the Colombian traditional targeting tool SISBEN (Social Programme Beneficiary Selection System), using the same scores applied for targeting the Ingreso Solidario Program. The team will coordinate with the National Government on this topic to ensure the utmost equity in the distribution of the benefits in host communities.

Public Disclosure



Negative perceptions towards migrants from Venezuela have sharply raised during the pandemic and any effort to support this population could exacerbate this trend. To mitigate this risk, all targeting approaches are aligned with the accountability to affected populations, protection and gender policies, messages and sensitization campaigns. Also, the project includes antixenophobia efforts through communications campaigns and technical assistance to the Government of Colombia in strategic messaging.

The process to identify potential beneficiaries is conceived as a three-steps process, aiming to reduce the risk of inclusion and exclusion errors, and mitigating any additional risks that could lead to misallocation or non-delivery of the transfers: i) Definition of targeting criteria. The WFP will apply an automatized targeting tool that provides a specific score for each household, built from information collected about five main categories: geographic domain (urban or rural), sociodemographic typology - based on the most affected population impacted by the crisis (dependency rate, elderly, disabilities, chronic disease, unaccompanied minors, school aged children, and indigenous populations, mono-parental households), food security, access to goods and services (living conditions, access to water, sanitation, stoves, cooking-fuel), and Income (living on the streets, income sources);ii)Definition of valid primary and replacement beneficiary registry. To build the primary beneficiary registry, WFP will work with local governments to request an initial beneficiary list and will verify the compliance of potential beneficiary households with the targeting criteria; iii) Registration and Transfer Delivery. Using the valid primary list of beneficiaries, WFP will use a registration platform and financial service providers to transfer the benefits. To ensure that delivery is timely, the WFP will work with ‘implementing partners’(non-profit organizations such as NGOs and institutions of the civil society (church, universities) that work with WFP in in various geographical areas where WFP is intervening).

WFP will apply stringent monitoring trough CATI (Computer Assisted Telephone Interview) tools like WhatsApp or other remote strategies with beneficiaries, implementing partners and financial service providers to follow up cash transfers doesn’t go only to the men in the family.

B. Environment and Social Standards (ESSs) that Apply to the Activities Being Considered

B.1. General Assessment

ESS1 Assessment and Management of Environmental and Social Risks and Impacts

Overview of the relevance of the Standard for the Project:

This standard is relevant, although the project’s components are not expected to have any negative environmental and social impacts. The project will neither finance nor support any civil works activities, therefore, a specific Environmental and Social Assessment is not needed. As of August 24, Colombia is the fifth country most affected by the COVID-19 pandemic in the American continent. From 2015 Colombia has welcomed 1.8 million refugee-like Venezuelans, becoming the main host of this population in the world. Colombia has been facing COVID-19, with impacts on the health system, and significant economic stress caused by in-migration.

Informal and low-skilled workers are at higher risk, both because of the nature of the economic activities they perform, and because of limited social protection coverage. Migrants and refugees from Venezuela are among the most vulnerable groups to the COVID-19. Many of them not only fall below the poverty line but are also highly dependent on informal jobs.



The Pandemic is creating additional pressures on hospitals and health centers that limit migrants' access to health services. Shelters are also facing operation restrictions due to inherent risks for increasing contagion, causing a higher prevalence of homelessness among migrants. Also, border areas infrastructure is extremely limited, hindering the re-entry of migrants to Venezuela and creating higher health risks in both countries. The health emergency has deepened the feelings of rejection and xenophobia towards migrants from Venezuelan, adding significant pressures on the local Government. While the Colombian informal poor workers will benefit from at least one of the Government emergency cash transfer program (Ingreso Solidario Program); Venezuelans will not receive emergency transfers, leaving them with no means to mitigate the impact of the pandemic. This would increase the overall vulnerability of the country to surmount the crisis, as migrants and refugees will be less likely to enforce social distancing measures, increasing the chances of new outbreaks.

The proposed transfer scheme will contribute to the mitigation of the impact of COVID 19 on migrants by means of giving support to cover some of the more pressing basic needs. WFP will work with local governments to request an initial beneficiary list and will verify the compliance of potential beneficiary households with the targeting criteria. If local authorities cannot provide lists of beneficiaries, WFP will carry out the full targeting process, through its cooperating partners, applying the same targeting tool to all the potential beneficiaries. To minimize the risk of social conflict between migrants and non-migrants living in the targeted areas, up to 10% of the beneficiary vulnerable families could belong to host communities that currently do not receive any other type of social assistance.

In addition, the project will provide the necessary personal protective equipment (PPE) and training on its use and disposal and implement appropriate prevention strategies in line with the WB, WHO and Ministry of Health guidelines. Details on these protocols will be described in the LMP.

Areas where “Use of Borrower Framework” is being considered:

None

ESS10 Stakeholder Engagement and Information Disclosure

This standard is relevant. This grant is related to the response of the Government, the World Bank and other IFIs, UN agencies and other development partners to the COVID-19 pandemic in Colombia, and, to the response for Venezuelan migrants and refugees. The Colombian Government has been actively working towards the social and economic integration of migrants and refugees from Venezuela for the last three years. It issued and National Policy to this end, in addition to several sectoral strategies and policies aiming for the integration of refugees and migrants and host communities, and has been working with UN agencies, NGOs, local governments, international donors, the private sector and civil society to support refugees and migrants

WFP will prepare a Draft Stakeholder Engagement Plan (SEP) by appraisal, proportionate to the risk of the project, and will be ready within five (5) days of project effectiveness, document to be updated during lifetime of the project (as needed). The SEP includes a formal GRM aligned with ESS10 to ensure that beneficiaries freely express their concerns, complaints or grievances about the project. The GRM operates with accessible, effective and timely procedures for any person or group, especially most vulnerable, with different mechanisms such as telephone lines, WhatsApp and email and will be regularly socialized among the beneficiary families and other stakeholders.



The GRM could be used any time or if any complaint resulted from project activities. WFP will be addressed these complaints within a period of no more than five (5) days, depending on the nature and complexity of the claim or complaint raised. All technical information and ESF compliance requirements will be disclosed in an on-going manner and in a way that is satisfactory to the Bank.

B.2. Specific Risks and Impacts

A brief description of the potential environmental and social risks and impacts relevant to the Project.

ESS2 Labor and Working Conditions

This standard is relevant. No children under 18 will be employed in any of the activities supported by the Project. WFP will develop a health security protocol due to COVID 19 and equip their staff with protection equipment and training to respect the preventive measures recommended by WHO, like social distance and avoiding agglomeration. These mitigation measures will be included the Labor Management Procedures (LMP) and in contracts with all private service providers, proportionate to the risk of the project and will be ready and disclosed by appraisal. To ensure the safety and security of beneficiaries, WFP staff will guide service providers on the importance and necessity of purchasing PPE and will have additional face masks and alcohol gel available at all distribution points.

WFP will include a code of conduct (in accordance to protection and humanitarian principles) within LMP for all types of project workers. Also, an independent GRM for workers will be available during project implementation.

ESS3 Resource Efficiency and Pollution Prevention and Management

Not Relevant.

ESS4 Community Health and Safety

This standard is relevant. To ensure the safety and security of beneficiaries, WFP staff will guide service providers on the importance and necessity of purchasing PPE and will have additional face masks and alcohol gel at all distribution points.

Also, WFP will develop a health security protocol due to COVID-19 and equip their staff with protection equipment and training to respect the preventive measures recommended by WHO, like social distance and avoiding crowds. For example: mention beneficiaries by final document number, by sectors of residence, by age, among others, to avoid crowds gathering on any one particular day.

Also, WFP will also reinforce the Prevention of Violence Based in Gender (VBG) and Sexual Exploitation and Abuse (PSEA) with the implementing partners and beneficiaries through the following activities: data on beneficiaries will be available disaggregated by gender once registration is completed; continuous monitoring remote or face to face (as needed) strategies of women’s safety conditions and messages and sensitization campaigns about VBG and PSEA in households refugees and host communities.



ESS5 Land Acquisition, Restrictions on Land Use and Involuntary Resettlement

Not Relevant.

ESS6 Biodiversity Conservation and Sustainable Management of Living Natural Resources

Not Relevant.

ESS7 Indigenous Peoples/Sub-Saharan African Historically Underserved Traditional Local Communities

This standard is relevant. In the four cities chosen for the implementation of the project, there are no indigenous territories or indigenous peoples with the characteristics referred to the ESS7; however, there is the possibility of finding Venezuelan migrants who are members of indigenous peoples. For these cases, a socialization of the project in their language should be considered in case they do not speak Spanish and documents must be translated. WFP will define moments for meaningful consultation with individuals or families belonging to indigenous peoples that allow them to participate effectively in implementation of the project activities in which they are involved, to ensure respect for their integrity and cultural identity.

ESS8 Cultural Heritage

Not Relevant.

ESS9 Financial Intermediaries

Not Relevant.

C. Legal Operational Policies that Apply

OP 7.50 Projects on International Waterways No

OP 7.60 Projects in Disputed Areas No

III. WORLD BANK ENVIRONMENTAL AND SOCIAL DUE DILIGENCE

A. Is a common approach being considered? No

Financing Partners

None

B. Proposed Measures, Actions and Timing (Borrower’s commitments)

Public Disclosure



Actions to be completed prior to Bank Board Approval:

Based on the available information, the team has prepared the following list of the different studies and instruments to be developed by the Borrower prior to the specified milestones:

- (i) Draft Stakeholder Engagement Plan (SEP) that will accompany the project’s implementation will be prepared and disclosed by appraisal. The SEP will be consistent with ESS 10 and will include a Grievance Redress Mechanism (GRM).
- (ii) Draft Labor Management Procedures (LMP) that will accompany the project’s implementation will be prepared and disclosed by appraisal. The LMP will be consistent with ESS 2.

Possible issues to be addressed in the Borrower Environmental and Social Commitment Plan (ESCP):

The ESCP will be prepared by SFP during the preparation state of the project, prior to appraisal. Final SEP to be completed within five days of project effectiveness.

C. Timing

Tentative target date for preparing the Appraisal Stage ESRS

30-Sep-2020

IV. CONTACT POINTS

World Bank

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V. FOR MORE INFORMATION CONTACT

Public Disclosure



The World Bank

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VI. APPROVAL



The World Bank

SPF Colombia: Emergency COVID-19 Response for Migrants and Refugees from Venezuela and Host communities (P175111)

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Practice Manager (ENR/Social) Valerie Hickey Recommended on 18-Sep-2020 at 09:39:40 EDT