

DOCUMENT OF THE INTER-AMERICAN DEVELOPMENT BANK

**COSTA RICA**

**COMPREHENSIVE CITIZEN SECURITY AND VIOLENCE PREVENTION  
PROGRAM FOR THE INCLUSION OF VULNERABLE MIGRANT GROUPS**

**(CR-J0002)**

**NONREIMBURSABLE FINANCING PROPOSAL**

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3.	<a href="#">Procurement plan</a>
4.	<a href="#">Environmental and social management report</a>

OPTIONAL LINKS	
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## ABBREVIATIONS

CCP	Civic Center for Peace
CNM	Consejo Nacional de Migración [National Migration Council]
CQS	Selection based on consultant's qualifications
DGME	Dirección General de Migración y Extranjería (Department of Migration and Foreign Nationals)
ERM	Eligibility Review Meeting
ESA	Environmental and social assessment
ESMP	Environmental and social management plan
ESPF	Environmental and Social Policy Framework
ICB	International competitive bidding
IT	Information technology
MJP	Ministry of Justice and Peace
N/A	Not applicable
NCB	National competitive bidding
PCU	Program coordination unit
SICOP	Sistema Integrado de Compras Públicas (Integrated Public Procurement System)
SINIRUBE	Sistema Nacional de Información y Registro Único de Beneficiarios del Estado (National State Beneficiary Information and Single Registry System)
SRIM	Sistema de Registro de Información Migratoria (Migration Information Registration System)

**PROGRAM SUMMARY**  
**COSTA RICA**  
**COMPREHENSIVE CITIZEN SECURITY AND VIOLENCE PREVENTION PROGRAM**  
**FOR THE INCLUSION OF VULNERABLE MIGRANT GROUPS**  
**(CR-J0002)**

Financial Terms and Conditions				
<b>Beneficiary:</b>			<b>Nonreimbursable financing (GRF)<sup>(a)</sup></b>	
Republic of Costa Rica			<b>Amortization period:</b>	N/A
<b>Executing agency:</b>			<b>Disbursement period:</b>	3.5 years
Ministry of Justice and Peace, through the program coordination unit of program 4871-OC/CR.			<b>Grace period:</b>	N/A
<b>Source</b>	<b>Amount (US\$)</b>	<b>%</b>	<b>Interest rate:</b>	N/A
			<b>Facility lending fee:</b>	N/A
			<b>Credit fee:</b>	N/A
<b>IDB (GRF):</b>	20 million	100	<b>Inspection and supervision fee:</b>	N/A
			<b>Weighted average life:</b>	N/A
<b>Total:</b>	20 million	100	<b>Approval currency:</b>	United States dollar
Program at a Glance				
<b>Program objective/description:</b> The general development objective of this operation, as in the related operation (Citizen Security and Violence Prevention Program, loan 4871/OC-CR), is to help reduce the number of homicides and assaults in Costa Rica. The program's specific development objective is to reduce the vulnerability of the migrant population to violence, marginalization, and discrimination.				
<b>Special contractual clauses precedent to the first disbursement of the grant:</b> (i) subject to the Bank's prior no objection, selection of a technical manager who will work exclusively on activities to support the inclusion of vulnerable migrant groups; and (ii) approval of an updated <a href="#">program Operating Manual</a> of loan 4871/OC-CR that includes a section on the activities under this investment grant, in accordance with the terms previously agreed on with the Bank (paragraph 3.5).				
<b>Special contractual clauses relating to execution:</b> Prior to the launch of planned activities under Component 2, the executing agency will provide evidence, to the Bank's satisfaction, of: (i) approval of a resolution by the Department for Migration and Foreign Nationals establishing a mechanism for migratory regularization; and (ii) signing of an interagency agreement governing the execution of this component (paragraph 3.6). For special contractual clauses of a socioenvironmental nature, see Annex B of the <a href="#">environmental and social management report</a> .				
<b>Exceptions to Bank policies:</b> None.				
Strategic Alignment				
<b>Challenges:<sup>(b)</sup></b> SI <input checked="" type="checkbox"/> PI <input type="checkbox"/> EI <input type="checkbox"/>				
<b>Crosscutting themes:<sup>(c)</sup></b> GE <input checked="" type="checkbox"/> and DI <input type="checkbox"/> CC <input checked="" type="checkbox"/> and ES <input type="checkbox"/> IC <input checked="" type="checkbox"/>				

<sup>(a)</sup> Grant financing. The GRF, or IDB Grant Facility, is the IDB's nonreimbursable facility. In accordance with document GN-2947-6, nonreimbursable financing under this operation complements loan 4871/OC-CR, and together, these operations combine the maximum 20% in GRF resources and 80% in reimbursable resources from the Ordinary Capital, respectively. The GRF resources will be disbursed simultaneously and in proportion to financing under loan 4871/OC-CR.

<sup>(b)</sup> SI (Social Inclusion and Equality); PI (Productivity and Innovation); and EI (Economic Integration).

<sup>(c)</sup> GE (Gender Equity) and DI (Diversity); CC (Climate Change) and ES (Environmental Sustainability); and IC (Institutional Capacity and Rule of Law).

## I. DESCRIPTION AND RESULTS MONITORING

### A. Background, problem addressed, and rationale

- 1.1 In 2019, the Costa Rican government requested IDB support in the area of citizen security, through a Citizen Security And Violence Prevention Program for US\$100 million (loan [4871/OC-CR](#)). The general objective of that program is to help reduce homicides and assaults in Costa Rica, addressing challenges such as: (i) a low level of institutional effectiveness, which fails to prevent crime in priority districts where there is a high incidence of violent crime; and (ii) the onset of criminal behavior among children and adolescents from highly socially disadvantaged districts. The program became eligible in May 2021 and US\$5.9 million has been disbursed to date,<sup>1</sup> with progress in areas such as: (i) criminal analysis training plans for agents of the Fuerza Pública (National Police); (ii) the development of information technology (IT) and equipment procurement to strengthen the technological capabilities and interoperability of the National Police; (iii) design and construction contracts for two police stations; and (iv) design contracts for 14 additional police stations and two new Civic Centers for Peace (CCPs).<sup>2</sup>
- 1.2 **Recent migration flows in Costa Rica.** Costa Rica is primarily a migrant destination country, although the number of migrants transiting through Costa Rica to the United States has recently increased. The country has a long tradition of inclusiveness, reflected in open policies toward migrants and refugees (paragraph 1.22). Migration levels from Latin American and Caribbean countries remain high, at 610,240 migrants<sup>3</sup> or 9% of the total population—one of the highest in the region. Most intraregional migrants are from Nicaragua (70%), Venezuela (8%), Central America (9%), and other countries of the region (13%). This operation provides additional resources to complement program 4871/OC-CR, given the new challenges the country is facing due to recent migration flows that had been identified since the loan was approved.
- 1.3 **The problem.** The new challenges identified include: (i) migrants in the country are at high risk of becoming victims and/or perpetrators of crime and violence (paragraph 1.15); (ii) limited institutional capacity for meeting the needs of migrants exacerbate their marginalization (paragraph 1.8); and (iii) increasingly negative attitudes toward migration expose the migrant population to greater risks of insecurity (paragraph 1.19). Against this backdrop, it is clear that the migration situation presents additional challenges that warrant special attention. This new operation aims to

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<sup>1</sup> This represents disbursement of 5.9% and is consistent with the program's financial planning, which anticipates the construction of a considerable number of infrastructure works (35 police stations and 8 CCPs), including the associated period for preliminary studies. Based on program planning, the most significant percentages of the loan proceeds are projected for disbursement in 2023 (11%), 2024 (41%), and 2025 (43%).

<sup>2</sup> CCPs are community spaces created to strengthen the coexistence capacity of children and adolescents, their personal development opportunities, and the constructive use of free time through technology, culture, and sports.

<sup>3</sup> Includes the estimated number of migrants with irregular status. Department for Migration and Foreign Nationals (DGME) (2020). National State Beneficiary Information and Single Registry System (SINIRUBE) (2019).

address these challenges, thereby supplementing crime and violence prevention initiatives already under way.

- 1.4 **Request for support.** To address these challenges, the Costa Rican government submitted a request to the IDB to access resources from its Grant Facility (GRF) to support countries with large and sudden intraregional migration inflows. In response, preparation of this investment grant began, consisting of a nonreimbursable financing operation that will complement loan [4871/OC-CR](#) by strengthening the scope of its components and implementing actions focused on the migrant population and recipient communities. The request has been listed as eligible for GRF resources, consistent with document GN-2947-6 ([optional link 2](#)).
- 1.5 **Women account for an increasingly large share of the migrant population.** Women represent an estimated 46% of Costa Rica's migrant population and mainly come from Nicaragua (68.8%).<sup>4</sup> In most cases, women migrate in search of work opportunities, or to escape violence in their countries of origin. Situations of sexual or gender-based violence can be an important factor in the decision of many women and girls to migrate.<sup>5</sup>
- 1.6 **Many migrant women are inherently vulnerable.** The situation is particularly precarious for women with irregular migration status in their host countries, as they may face work exploitation, living in constant fear of being deported to their home countries and returning to situations that place their lives at risk. Irregular migration also forces women to seek alternative means of entering their destination country, exposing them to violence by the organizers of irregular cross-border transportation.<sup>6</sup>
- 1.7 **Extraordinary flow of immigrants and asylum seekers.** An increase in the number of immigrants seeking to stay in Costa Rica has translated into exceptional growth in the volume of asylum applications. Most migrants arriving in the country use the asylum system as their main channel for remaining, leading to a significant overburdening of the system. Applying for asylum allows migrants to receive a temporary residence permit from the very start of the process, making this an attractive option for migrants with limited resources. In fact, Between 2018 and 2021, around 75% of residence applications were submitted in the asylum category. Due to the considerable backlog, however, the time from application to interview stands at approximately nine years. Data from the Asylum Unit of the Department for Migration and Foreign Nationals (DGME) indicate that around 16,000 asylum applications were received between 2012 and 2017,

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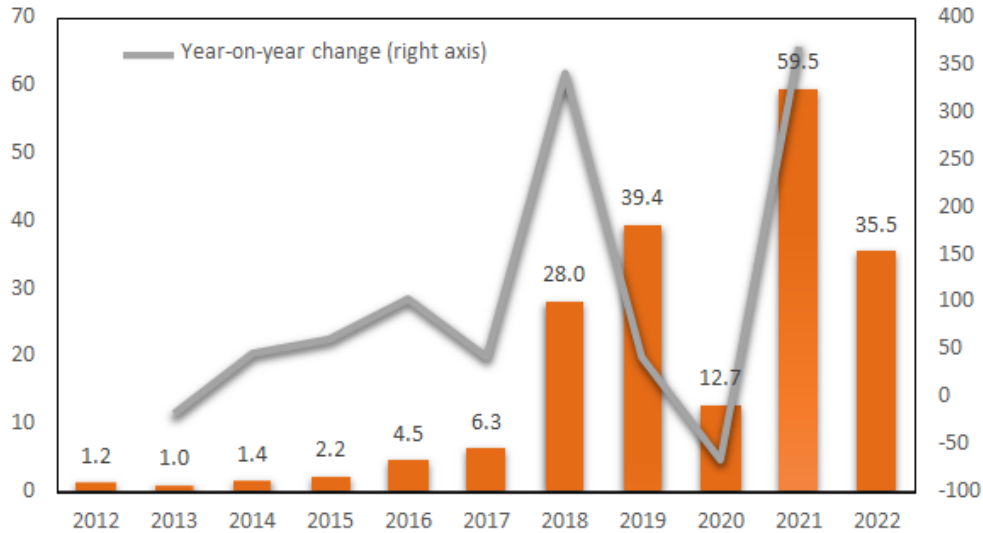
<sup>4</sup> International Labor Organization (2022). [Género, Migración y Empleo en Mesoamérica 2022 \(Gender, Migration, and Employment in Mesoamerica 2022\)](#).

<sup>5</sup> National Commission for the Improvement of Justice Administration (CONMAJ) (2015). [Modelo de actuación para orientar, asistir y proteger a las mujeres migrantes, transfronterizas y refugiadas víctimas de violencia en el cantón de Upala \(Model approach for the provision of guidance, assistance, and protection in the Canton of Upala to migrant and cross-border women and women refugees who are victims of violence\)](#).

<sup>6</sup> Loría Cabronero, María Paula (2021). Mujeres migrantes centroamericanas y el reto de la violencia de género (Central American Migrant Women and the Challenge of Gender-based Violence). [Revista Estudios](#) (42).

while 245,941 were received from 2018 to 2022.<sup>7</sup> This represented an increase of more than 1,000% for the current four-year period (2018-2022) (Figure 1).

**Figure 1. Asylum applications received annually (thousands)**



Source: DGME.

- 1.8 An overloaded system has exceeded the DGME's operating capacity, hindering its regular operation and contributing to growth in the migrant population with irregular status. To address these extraordinary flows, the DGME has also been forced to lease a building for the Asylum Unit, and this needs to be upgraded to serve the high volume of users. In addition to this overburdening, measures to contain the pandemic that were in force between March 2020 and May 2022 led to a slowdown in processing activities by the DGME, at the same time as extraordinary flows continued to rise, with even steeper increases in 2021 and 2022. As a result, there was a backlog of 200,860 pending asylum applications in June 2022, with applicants waiting—on average—nine years for the eligibility interview. The DGME expects the number of pending asylum applications to grow to around 220,000 by year-end 2022. According to estimates, around 57% of applications do not meet the requirements for refugee status.
- 1.9 **The DGME's information technology systems are an additional hurdle to managing migration flows, including asylum applications and the regularization of thousands of people.** Data handling and production has become one of the most significant challenges, not only for the internal processing of applications by the DGME, but also, in the wider sense, for the production of data and statistics to inform policy design aimed at protecting the rights of migrants and asylum seekers and their access to public and social services. The DGME's current platform has been operating for 20 years and has not been updated to any significant extent; as a result, it lacks the necessary robustness and complexity to meet current needs. DGME processes operate within a structure that lacks standardization and interoperability with other government systems, and is not

<sup>7</sup> Includes applications formalized as of 30 June 2022, applications for which appointments have yet to be formalized, and pending appeals.



capable of processing or capturing the volume of information required for effective information management.

- 1.10 **Other barriers to regularization.** Many of the migrants who meet regularization requirements lack the financial capacity to pay the administrative fees required under law, which range from US\$150 to US\$250. This is important for asylum seekers who could potentially benefit from an extraordinary regularization process, but are in situations of vulnerability and poverty (paragraph 1.12).
- 1.11 **Costa Rica also receives a high volume of transit migration.** There has also been a steady increase over the last year in the number of migrants transiting Costa Rica on their way to the United States. In April 2022, 5,136 people transited through the country, representing a 30% increase compared with December 2021. Most of these people do not intend to remain in Costa Rica (74% remain in the country for less than 24 hours in the country, while 22% stay less than 6 days). The composition and proportion of the different nationalities varies. In recent years, transit migrants have included Venezuelans, Ecuadorians, Haitians, Cubans, and Colombians, as well as migrants from outside the region. The two temporary migrant care centers (CATEMs) located on the northern and southern borders are a key element of the protection provided by Costa Rica to this group of travelers, through the provision of medical care, lodging, and food. A lack of adequate infrastructure means that the northern CATEM faces constraints in providing services to meet the basic needs of the migrant population, asylum seekers, and refugees.<sup>8</sup>
- 1.12 **A significant proportion of the immigrant population are in situations of vulnerability.** According to official data (DGME and the National State Beneficiary Information and Single Registry System (SINIRUBE)), approximately 36% of migrants live in conditions of poverty or extreme poverty, while 17% lack access to social protection due to their migration status.<sup>9</sup> Most of the migrant population faces challenges in accessing basic and social services. For example, 36% of migrants lack access to decent housing and 36.1% have no insurance.<sup>10</sup> The economic crisis created by the pandemic led to a 4.5% contraction in GDP,<sup>11</sup> with a disproportionate impact on this population. Chronic inequality and social exclusion also widen gaps that lead to crime and violence, and the lack of a permanent migration status creates additional vulnerabilities due to the risk of becoming irregular.
- 1.13 **The most vulnerable migrant populations include different groups with different needs.** The most vulnerable migrant populations include children and adolescents (unaccompanied and separated minors who require greater support to protect their rights and their access to health, education, and the family unit); children, pregnant women, and women at risk of sexual exploitation, human

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<sup>8</sup> [Hacia la implementación del Marco Integral Regional para la Protección y Soluciones \(MIRPS\) en Centroamérica y México. Notas conceptuales sobre compromisos selectos](#) (Toward the Implementation of the Comprehensive Regional Protection and Solutions Framework (MIRPS) in Central America and Mexico. Conceptual Notes on Select Commitments).

<sup>9</sup> Mora Román and Guzmán (2018). Aspectos de la migración nicaragüense hacia Costa Rica e impacto en el mercado laboral (Features of Nicaraguan Migration to Costa Rica and Impact on the Labor Market). IDB.

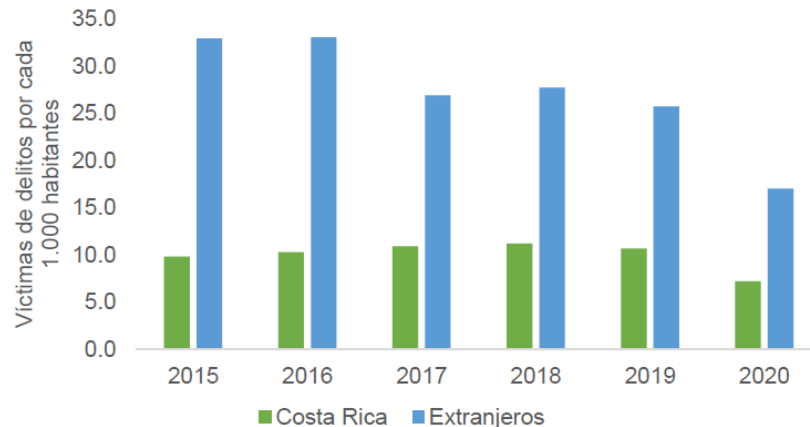
<sup>10</sup> Abuelafia, Emmanuel (2020), [Migración en la región andina: Impacto de la crisis y expectativas en el mediano plazo](#) (Migration in the Andean region: Impact of the crisis and medium-term expectations). IDB.

<sup>11</sup> Central Bank of Costa Rica (2021).

trafficking, and rights violations; individuals with urgent medical and food security needs (including malnutrition and communicable and chronic diseases); those living in the street; and older adults experiencing greater vulnerability due to their age or other factors. In all of these cases, an irregular migration status represents an additional vulnerability, particularly where it precludes access to basic services and formal employment.<sup>12</sup>

- 1.14 **Regular migration status is a defining factor for the socioeconomic integration of migrants, and it reduces the vulnerabilities that they face in their host communities.**<sup>13</sup> Regularization and policies to improve integration of the migrant population into labor markets in host countries also help to prevent migrant participation in crime and criminal networks.<sup>14</sup> Studies from Europe have demonstrated a variable correlation between immigration and crime rates that is often insignificant. In cases where the correlation is positive, this is frequently due to the poor integration of migrants into labor markets, which in turn is the result of irregular migration status.<sup>15</sup>
- 1.15 **Migrants in Costa Rica tend to be the main victims of insecurity.** The proportion of foreign nationals who are victims of crime in Costa Rica is double that of the native population. Official data can be used to analyze the incidence of crime by nationality, showing that migrants have a greater probability of becoming victims of crime than Costa Ricans (27.2 per 1,000 foreign nationals in the 2015-2020 period, versus 10 per 1,000 population) (Figure 2).

**Figure 2. Crime victims per 1,000 population, 2015-2020**



Source: Authors' calculations based on data from the Costa Rican Judicial Branch.

- <sup>12</sup> Espinoza, Ana Yancy et al. (2022), [Acceso a Derechos Esenciales, Regularización Migratoria, Salud, Trabajo y Educación \(Access to Basic Rights, Migratory Regularization, Health, Work, and Education\)](#). Pan American Development Foundation and Fundación Arias para la Paz; and Chaves-González, Diego and Mora, Jesús (2021), [The State of Costa Rican Migration and Immigrant Integration Policy](#). Migration Policy Institute.
- <sup>13</sup> Kossoudji, S. A. and D. A. Cobb-Clark (2002). [Coming Out of the Shadows: Learning about Legal Status and Wages from the Legalized Population](#). Journal of Labor Economics 20 (3), 598–628.
- <sup>14</sup> Bahar, Dany et al. (2020). [Venezuelan Migration, Crime, and Misperceptions: A Review of Data From Colombia, Peru, and Chile](#). Migration Policy Institute.
- <sup>15</sup> Fasani, Francesco et al. (2019). Does Immigration Increase Crime? Migration Policy and the Creation of the Criminal Immigrant. Cambridge University Press.

- 1.16 **Migrant populations are also particularly vulnerable to gender-based violence.** Women and girls from the Dominican Republic, Nicaragua, and other Latin American countries have been the victims of sex trafficking and domestic exploitation in Costa Rica.<sup>16</sup> Migrant and cross-border women and women refugees who are victims of violence therefore find themselves in situations of high vulnerability.<sup>17</sup>
- 1.17 **Crime and violence in Costa Rica occur due to risk factors that mainly affect vulnerable populations, and migrant individuals in particular.** The causes of criminal behavior by young people and adolescents in situations of vulnerability include: (i) structural factors such as a lack of access to health and education services; (ii) family disintegration and a lack of family supervision, exacerbated by migration (which often forces the adults in charge to leave the home); (iii) exposure to negative peers, combined with socioemotional skills that are too weak to resist such influence; and (iv) early exposure to risky behaviors and crime in their communities. Although Costa Rica provides health and education services and support for workforce integration, an estimated 25% of the migrant population lack proper migration documents, hindering their access to these services and leaving them more vulnerable to risk factors for crime and violence.<sup>18</sup>
- 1.18 **Limited effectiveness of attempts to combat risk factors in vulnerable communities with migrant populations.** The range of programs available for fostering conflict resolution and socioemotional skills among children and adolescents has been inadequate. With Bank support, Costa Rica has been implementing interventions through the CCPs to promote peace, social inclusion, and community strengthening. Until now, however, this model of prevention has been limited in terms of its geographic scope, and the associated programs and services have not therefore been received by sufficient numbers of vulnerable migrants.<sup>19,20</sup>
- 1.19 **The deterioration of public opinion with regard to migrants can fuel prejudice and foster exclusionary behaviors that hinder the integration of these populations and intensify their vulnerability.** The Costa Rican population generally overestimates the number of migrants present in the country. More than half the population believes that there are more than 1 million immigrants (compared with the actual figure of around 600,000) and that 75% have regular migration status.<sup>21</sup> Latinobarómetro data (2020) reveal that Costa Rican society is divided in its perceptions of migration.<sup>22</sup> In terms of perceptions that reflect a negative attitude to the migrant population, Costa Rica's population is above the regional average. While 62% of the Costa Rican population believe that migrants lead to an increase in crime (versus 56% in Latin America), 65% also agree that the migrant population

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<sup>16</sup> International Organization for Migration. (2020). [What Makes Migrants Vulnerable to Gender-based Violence?](#)

<sup>17</sup> Idem.

<sup>18</sup> International Organization for Migration (2019). Guía de servicios para la población migrante (Guide to Services for the Migrant Population).

<sup>19</sup> Although CCP programs are inclusive and take migration status into account as a work-related variable in the methodology, the services lack sufficient financial and human resources to meet demand in any desired way (interview with the Vice Minister for Peace, February 2022).

<sup>20</sup> In La Carpio, for example—one of the largest migrant settlements in Central America—the beneficiaries of social violence prevention services account for 3% of the population.

<sup>21</sup> DGME (2020); SINIRUBE (2019).

<sup>22</sup> Latinobarómetro (2020). For further detail, see [Latinobarómetro](#).

is a burden for the State (compared with 59% in the region) and 51% believe that inflows of migrants are harmful to them and their families (versus 57% in the region). Despite these negative perceptions, more than half believe that migrants are good for the country's economy (only 44% of Costa Ricans disagree, compared with 57% in the region). Nonetheless, Costa Ricans have stronger opinions regarding irregular migration, and they perceive high levels of conflict between foreign nationals and the national population. The proportion of Costa Rican nationals who believe that the government should immediately deport migrants entering the country without authorization is the highest in the region (66% versus 46% in the region), while 68% of Costa Ricans believe that there is a strong conflict between foreign nationals and the national population (compared with 57% in the region overall).<sup>23</sup> The Costa Rican office of the UN Refugee Agency, UNHCR, has highlighted the spread of false news as one of the causes of rising xenophobia in the country since 2018. UNHCR monitoring has shown that new false information is published about migrant populations and refugees in different formats every month.<sup>24</sup>

- 1.20 **Recent years have seen a worsening of public opinion in Costa Rica and an increase in xenophobia.** The average prevalence of xenophobia in social network conversations has increased in recent years from 3.1% in 2017 to 9.3% in the first quarter of 2023.<sup>25</sup> These figures, however, are below the regional average (23% of conversations have been identified as xenophobic across Latin America and the Caribbean as a whole). Similarly, most conversations on social networks remain neutral in Costa Rica, and positive comments outstrip xenophobic ones. In 2022, social network conversations were shaped by issues relating to gender (21%), migration policy (18%), and security (15%) and were focused on San José. Conversations regarding migration policy have intensified in the first few months of 2023, accounting for 22% of the total.
- 1.21 **Institutional and strategic framework for migration.** In accordance with the [Migration and Foreign Nationals Act \(Law 8,764\)](#), the National Migration Council (CNM) makes recommendations to the Executive Branch regarding the country's migration policies. The Ministry of the Interior and Police leads the CNM, which also comprises the ministries of External Relations, Social Security, Planning, Health, and Education; the Costa Rican Tourism Institute; and the Costa Rican Social Security Fund. In 2013, the CNM issued the Comprehensive Policy for Costa Rica 2013-2023, which has five pillars: protection of human rights, integration, inclusion, and sustainable human development; diversity and gender; human security; and differentiated services for specific population groups. Meanwhile, the DGME (an agency of the Ministry of the Interior and Police) is responsible for executing migration policy, including the possible creation of new migration categories for extraordinary regularization processes ([optional link 6](#)).
- 1.22 By way of background, in 2020 the DGME issued Resolution DJUR-0190-12-2020-JM establishing a “special temporary category of supplementary protection for persons of Venezuelan, Nicaraguan, and Cuban

<sup>23</sup> IDB (2023). [Un mundo mejor para la población migrante en América Latina y el Caribe \(A Better World for the Migrant Population in Latin America and the Caribbean\)](#).

<sup>24</sup> UNHCR (2020). [ACNUR lanza laboratorio para combatir la xenofobia en Costa Rica \(UNHCR Launches Laboratory to Combat Xenophobia in Costa Rica\)](#).

<sup>25</sup> Citizen Perception Laboratory on Migration (IDB, 2022).

nationality.” This constituted an extraordinary system for the regularization of cases that did not qualify for asylum. The system was in place for 14 months and was implemented by the DGME’s Asylum Unit, with an approval rate of 99%. Costa Rica has introduced a mobile assistance program known as “Migramóvil,” in which a bus travels to specific areas (primarily to the borders) to provide information to vulnerable migrants in these areas on migration-related issues and access to services. Migramóvil’s effectiveness is hindered, however, by the complexity of administrative processes and the absence of a one-stop shop that would allow migrants to apply for access to social services provided by different institutions.

- 1.23 **Operation strategy.** Reasons for the greater vulnerability of migrant populations in Costa Rica include a lack of institutional capacity for addressing migration flows, which curtails access to services for migrant populations (including migratory regularization and access to health, education, and job opportunities) (paragraph 1.8); the limited coverage of programs to prevent criminal behavior by young people belonging to migrant populations in situations of vulnerability (paragraph 1.18); and a lack of population awareness of the benefits of migration and the negative myths that surround it (paragraph 1.19). The operation’s theory of change assumes that improvements in institutional capacity, an expansion in access to preventive services, and actions to combat disinformation and xenophobia will help the migrant population reduce its vulnerability to violence and discrimination.
- 1.24 **Relevant evidence and experiences.** A study in Colombia found that the opening of borders with Venezuela and subsequent migration flows increased victimization rates for migrants without affecting rates for locals.<sup>26</sup> An IDB study also found that the regularization process carried out in Colombia in 2019 (PEP-RAMV) improved the lives of migrants and helped accelerate their integration.<sup>27</sup> Regularization leads to higher incomes and consumption capacity. Regularized migrants also say that they feel more comfortable when applying for government services, approaching the authorities to claim their rights, and negotiating improved work conditions. Evidence from Italy shows that regularization reduces rates of criminality among migrants (as compared with migrants lacking regular status).<sup>28</sup> At the same time, studies carried out in the region find that migratory regularization helps to reduce overall crime levels.<sup>29</sup> Regularization also increases the rate at which sexual violence is reported by the migrant population, particularly by women. This is because regular migration status allows migrant women to report these situations without fear of deportation. Similarly, another study has found that granting asylum to refugee women improves their economic integration, increases the likelihood of

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<sup>26</sup> Knight, Brian and Ana Tribin (2020). Immigration and Violent Crime: Evidence from the Colombia-Venezuela Border. NBER Working Papers.

<sup>27</sup> Ibáñez, Ana María. et. al. (2022). Salir de la sombra: cómo un programa de regularización mejoró la vida de los migrantes venezolanos en Colombia (Coming Out From the Shadows: How a Regularization Program Improved the Lives of Venezuelan Migrants in Colombia), IDB.

<sup>28</sup> Pinotti, Paolo (2017). Clicking on Heaven’s Door: The Effect of Immigrant Legalization on Crime. American Economic Review.

<sup>29</sup> Ibáñez, Ana María, et al. (2020). Empowering Migrants: Impacts of a Migrant’s Amnesty on Crime Reports. IZA Institute of Labor Economics.

obtaining divorce where desired, and reduces the risk of experiencing intimate partner violence.<sup>30</sup>

- 1.25 In the Dominican Republic, seven information desks have been created to provide free guidance to irregular Venezuelan migrants on the steps they need to take to regularize their situation. Supported by the United States, these desks also operate in Belize, El Salvador, Guatemala, Honduras, Mexico, Nicaragua, and Costa Rica. In addition to providing information on the paperwork that needs to be completed to regularize migration status, the desks also refer people to different migrant support programs or services, such as health and employment services. They gather and share information on migration flows and trends in the areas where they operate and provide information to users regarding the risks of irregular migration. To further extend their reach, these information desks occasionally relocate to public spaces, border areas, or specific communities.
- 1.26 A number of initiatives are currently being implemented in the region to improve the interoperability of institutions in the area of migration management. With Bank support, Peru's National Migration Authority has designed and implemented a migration information registration system (SRIM),<sup>31</sup> which has become a vehicle for registering the personal data of Peruvians and foreign nationals. The SRIM is the largest interoperable registry that has been developed in that country in recent years. Nonetheless, obstacles have been identified to satisfactory migration management in Peru, and the country therefore proposes to develop more structured approaches to sharing data, optimizing processes, and generating data for evidence-based policy decisions. Meanwhile, the Colombian government is attempting to improve the efficiency and effectiveness of services for the migrant population by means of an interoperable system that will facilitate the efficient, responsible management and use of the data needed to ensure that migrants have full access to public services, social assistance, financial services, and better workforce participation tools.
- 1.27 **The Bank's experience in the region and in the country.** The design of this investment grant incorporates lessons learned by the Bank in the region, covering areas such as: (i) the importance of including activities to strengthen relations with communities and implementing effective methodologies for prevention, as applied in loans [2210/OC-AR](#) (2009), [3137/OC-BR](#) (2013), [3241/OC-BR](#) (2014), and [2584/OC-EC](#) (2011) (paragraph 1.34(a)); (ii) developing strategies to build awareness of the benefits of preventive activities so as to improve the engagement of vulnerable populations with program facilities (loan [3191/OC-JA](#), 2014) (paragraph 1.34(a)); and (iii) the creation of an execution mechanism that incorporates lessons learned from earlier projects (including the need for a deconcentrated program coordination unit, strengthening of the unit with key individual consultants, and consultations with key community actors for the

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<sup>30</sup> Linea Hasager, et al. (2022). The Role of Labor Market Institutions in the Impact of Immigration on Wages and Employment, *The Scandinavian Journal of Economics*, 124 (1).

<sup>31</sup> This registry is of a collaborative nature, consisting of frequent data exchanges between several Peruvian government agencies that seek and control the entry, exit, duration of stay, and residence of Peruvians and foreign nationals. In the case of both foreign nationals and residents, this facilitates insertion and allows people to develop a plan for their life in the country.



projects) (loan [2526/OC-CR](#), precursor operation for loan [4871/OC-CR](#))<sup>32</sup> (paragraph 3.2).

1.28 In the specific case of Costa Rica, the Bank's experience under the Violence Prevention and Social Inclusion Promotion Program (loan [2526/OC-CR](#), approved in 2011 for US\$187.8 million, which is fully disbursed) is of particular note. This program supported the implementation of a comprehensive preventive approach in the area of security, combining measures to improve infrastructure for policing and social prevention, supporting deployment of the social crime prevention model in seven CCPs. The effects of this program included the involvement of communities in CCP activities, leading to a reduction in the number of juvenile offenders and a drop in assault rates in targeted cantons compared with the national average ([optional link 4](#)). A client technical support operation, "Strengthening of Regional Capacity for the Integration and Social Inclusion of Migrant Populations" ([ATN/OC-17724-RG](#)), was also approved in 2019 for US\$800,000 under the Regional Public Goods Initiative, and is currently being executed with the participation of four countries, including Costa Rica. Through the program, a mapping exercise was conducted of social services and the main processes for delivering these to migrant individuals. Implementation of the manuals is expected to occur before execution of the operation begins. As part of execution, recommendations will be formulated for the creation of a one-stop shop to simplify migration-related administrative procedures and service processes, and this will be implemented as part of this operation (paragraph 1.35(c)).<sup>33</sup>

1.29 **Lessons learned.** Extraordinary regularization is the most commonly used tool to respond to extraordinary migration flows in the region.<sup>34</sup> However, no evidence exists regarding the best way to implement it. To that end, the Bank is analyzing processes developed in the Dominican Republic, Ecuador, and Peru to document good practices as well as obstacles detected to their implementation (operations RG-E1830, RG-E1761, and [ATN/OC-19072-DR](#)). This research contributes knowledge to the experience of the mass regularization process supported by the Bank in Colombia ([GRT/ER-17925-CO](#), 2020), which highlights the importance of generating knowledge on these processes, so as to support informed decision-making that facilitates policy feedback, including mechanisms for reducing xenophobia to enhance the benefits of these processes. This operation will provide an additional case for applying the knowledge acquired through other regularization processes and that corroborates their positive effect on the percentage of regularized migrants. With regard to perceptions surrounding migration, a technical-cooperation operation currently in execution ([ATN/OC-17515-RG](#), approved in 2019 for US\$700,000), the Bank is also financing studies of perceptions about migrants, including attitudes on citizen security, that will be complemented by community campaigns to alter negative perceptions of migrants. These will be financed under Component 1 of this operation (paragraph 1.34).

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<sup>32</sup> See [optional link 4](#).

<sup>33</sup> IDB-IDEO.org (2020). Modelos de ventanillas únicas para brindar servicios a los migrantes (Models for one-stop shops to deliver services to migrants).

<sup>34</sup> Acosta Diego, Harris Jeremy (2022). [Migration Policy Regimes in Latin America and the Caribbean](#). Inter-American Development Bank. Retrieved on 26 July 2022.

- 1.30 **Strategic alignment.** The program is consistent with the Second Update to the Institutional Strategy (document AB-3190-2) and is aligned with the development challenge of social inclusion and equality through its support for improvements in policies to combat violence, with an emphasis on vulnerable populations. It is also aligned with the crosscutting themes of (i) gender equity, by combating the violence affecting migrant women; (ii) institutional capacity and the rule of law, by enhancing the public sector's capacity to execute violence prevention and migration policies; and (iii) climate change, through the design and construction of green buildings ([optional link 3](#)), procuring efficient equipment, and incorporating measures to promote energy efficiency, water savings, and sustainability (based on the [joint methodology of the multilateral development banks for tracking climate finance](#), 32.42% of financing under the operation will be invested in climate change mitigation and adaptation activities). The program will support the Corporate Results Framework 2020-2023 (document GN-2727-12) through the following indicators: (i) *beneficiaries of initiatives that support migrants and their host communities*; (ii) *value of investments in resilient and/or low-carbon infrastructure*; and (iii) *agencies with strengthened digital technology and managerial capacity*. It is aligned with the Sector Strategy: Institutions for Growth and Social Welfare (document GN-2587-2) through the latter's component of reducing insecurity and violence and its pillar of support for public policies through the strengthening of sector entity capacities at the subnational level. It is also consistent with the Citizen Security and Justice Sector Framework Document (document GN-2771-12), as it will improve the coverage of services aimed at preventing violence in the vulnerable migrant population.
- 1.31 With respect to the Operational Guidelines for Program Design and Execution in the Area of Civic Coexistence and Public Safety (document GN-2535-1), which highlight the importance of prevention in vulnerable populations such as migrants, the operation is aligned through the activities under Component 1, which support violence prevention (with a focus on gender), vulnerable and at-risk minors, and general activities to improve social interaction in communities (document GN-2535-1, paragraph 1.17(a), (b), and (c)). Regarding the Migration Action Framework (document GN-3021), this operation will provide support for identified challenges relating to: (i) transit countries, concerning the challenges of border management and migrant protection, with support for institutional capacity and infrastructure for the protection of migrants; and (ii) host countries, through interventions to promote access to documentation and justice, migrant integration, access to basic services, and acceptance in host communities. Similarly, the operation is aligned with the IDB Group Country Strategy with Costa Rica 2019-2022 (document GN-2977), which prioritizes human capital accumulation for inclusion and competitiveness through its strategic objective of reducing homicides in the country's 40 most affected districts. Lastly, the program is included in the 2023 Operational Program Report (document GN-3154-1).
- 1.32 Based on its registration/eligibility period, this operation does not fall within the temporary scope determined in the "IDB Group Paris Alignment Implementation Approach" (document GN-3142-1). It does not, therefore, contain any analysis of its alignment with Paris Agreement mitigation and adaptation measures.



## **B. Objectives, components, and cost**

- 1.33 The general development objective of this operation, as in the related operation (Citizen Security and Violence Prevention Program, loan [4871/OC-CR](#)), is to help reduce the number of homicides and assaults in Costa Rica. The program's specific development objective is to reduce the vulnerability of the migrant population to violence, marginalization, and discrimination.
- 1.34 **Component 1. Social violence prevention (US\$8.97 million).** This component seeks to address migrants' vulnerability to violence (paragraph 1.15) by expanding prevention services with an emphasis on the migrant population, supporting the integration of this population into host communities, and strengthening physical infrastructure for prevention services:
- a. Coverage of the community violence prevention model already applied by the Ministry of Justice and Peace (MJP) will be strengthened and expanded and adapted to local conditions (US\$1.43 million). This activity will facilitate an expansion of the services currently offered under loan [4871-OC/CR](#) to at-risk youth living in areas with significant numbers of migrants.<sup>35</sup> Community campaigns will be organized to alter negative perceptions of migrants, combat human trafficking, counter xenophobia, and foster inclusion.<sup>36</sup> Community integration activities will also be implemented to strengthen the social fabric and integrate migrants into communities.
  - b. Financing will be provided for the construction and/or upgrading of physical infrastructure for five social assistance centers in areas with a high concentration of migrants (US\$7.54 million).<sup>37</sup> These centers will address key areas for preventing risky behaviors, as well as the delivery of services to vulnerable migrant populations (including a gender-based approach to violence and work with issues related to masculinities and inclusion). A common characteristic of the centers will be the provision of services to strengthen job skills, encourage students to remain in the education system, promote healthy habits, build peaceful conflict resolution capabilities, and develop life plans; psychosocial support will also be offered.
- 1.35 **Component 2. Strengthening of institutional capacities for managing migration flows (US\$10.21 million).** This component will seek to increase the DGME's capacity to manage extraordinary migration flows (paragraph 1.8). To this end, financing will be provided for: (i) the extraordinary regularization of migrants

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<sup>35</sup> This preventive model rests on principles that include respect for human rights, intercultural and gender- and diversity-based approaches, and a focus on young people. Based on this, peaceful coexistence (deliberation, negotiation, conflict mediation) is promoted by facilitating access for young people to cultural resources (art, recreation, sports, and technology) that are integrated into educational spaces with linkages to families and communities. See "[Modelo Preventivo Centros Cívicos por la Paz \(Civic Centers for Peace Preventive Model\)](#)," MJP (2019).

<sup>36</sup> See "[Un mundo mejor para población migrante en LAC \(A Better World for the Migrant Population in Latin America and the Caribbean\)](#)" (IDB-United Nations Development Programme, 2019), which covers changing attitudes to migrants.

<sup>37</sup> Of the five centers, one will be certified as a green building according to the Leadership in Energy and Environmental Design (LEED) system, two will meet the requirements for a recognized green certification program, and three will incorporate sustainability and energy efficiency measures ([optional link 3](#)).

through a supplementary protection process, (ii) improvements in the DGME's information technology systems, and (iii) infrastructure to serve asylum seekers and migrants in transit. Specifically:

- a. Extraordinary migratory regularization (US\$2.5 million). Financing will be provided to establish a migratory regularization mechanism, consisting of consultant contracts (to support DGME staff) and procurement of the technology required to expedite processing of the backlog in applications, as part of an extraordinary regularization regime. To provide legal support for the mechanism, the DGME will issue a resolution establishing the characteristics and eligibility criteria for this migratory regularization path as a supplementary protection measure. Approval of this resolution will be a special condition for the commencement of execution of this component (paragraph 3.6). As part of the support for the mechanism, financing will be provided for the cost of the regularization process for individuals applying for supplementary protection.
- b. Computerized Migration and Foreign Nationals System for the DGME (US\$1.23 million). Financing will be provided for the design and implementation of a new IT system to meet the migration management needs created by the volume of regularization applications submitted by individuals in the country. Interoperability, cybersecurity, and sustainability criteria will be incorporated into this system, and training activities will be carried out on technology topics.
- c. Simplification of processes for a single migratory services window and support for the Migramóvil program (US\$580,000). Financing will be provided for the implementation of a digital single window system for migration services and access to social services for migrants, including protocols for the simplification of administrative procedures, based on the work carried out under operation [ATN/OC-17724-RG](#) (paragraph 1.28). Support will include the development of a website to provide information on migration processes and enable relevant paperwork to be completed online. This system will complement the Migramóvil program (paragraph 1.22), enabling it to process paperwork from wherever it is located. Information about the extraordinary regularization process will also be posted on the Migramóvil website, so as to provide timely guidance on the process and the associated paperwork requirements.<sup>38</sup>
- d. Improvements in DGME infrastructure (US\$5.9 million). Strengthening of the CATEM in the north of the country<sup>39</sup> and purchase of a building to expand the Asylum Unit's coverage and improve its service delivery.

1.36 **Program administration (US\$820,000).** This component will finance costs relating to the management, audit, monitoring, and evaluation of the grant, including the hiring of a technical manager to support execution of the investment

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<sup>38</sup> This will enhance transparency and help to eliminate information asymmetries that could undermine confidence in migration services. As seen in "[Trust: The Key to Social Cohesion and Growth in Latin America and the Caribbean](#)" (IDB 2022), the effectiveness of public policies improves as trust in institutions increases.

<sup>39</sup> Final designs are available for this project that incorporate sustainability and energy efficiency measures ([optional link 3](#)).

grant, as part of the program coordination unit (PCU) for loan [4871-OC/CR](#) (paragraph 3.2).

- 1.37 **Beneficiaries.** The program's main beneficiaries will be migrants and host communities, primarily migrant individuals with irregular status, as well as women and young people residing in priority districts.<sup>40</sup> Outputs under Component 1 will directly benefit more than 6,000 migrants in the reception centers and indirectly benefit the entire migrant population of the country through communications campaigns to combat xenophobia. Component 2, meanwhile, will benefit 200,000 migrants who will achieve regularized migration status through the migratory regularization mechanism.
- 1.38 **Eligibility.** Consistent with document GN-2947-6, the operation is eligible for GRF financing through a supplementary investment grant for the program, inasmuch as: (i) the original scope of the program components can be supplemented to directly benefit migrants and their host communities; (ii) the operation fully meets the eligibility criteria; and (iii) no more than 30% of the original amount of the eligible components has been disbursed.
- 1.39 Unprecedented migratory flows are a recent challenge in Latin America and the Caribbean, with potentially harmful effects for host communities if not addressed urgently and adequately. To contend with these exceptional circumstances, the Board of Governors of the IDB approved the use of up to US\$100 million from the GRF to support countries with large and sudden intraregional migration inflows (documents GN-2947-6 and AB-3199). The objective of this facility is to help countries design interventions that provide migrants and their host communities with access to basic services, social services, and economic opportunities. This benefits both migrants and the local population by favoring inclusive development and fostering positive relationships between these groups.
- 1.40 **Eligibility criteria for use of the grant facility (document GN-2947-6).** The program meets the five eligibility criteria for the use of grant facility resources, and the [Migration Annex](#) contains details of the fulfillment of the criteria, which are summarized as follows. First, the number of migrants received by Costa Rica between 2018 and 2020 was equivalent to 0.8% of its population. Second, the migrant population is especially vulnerable to crime and violence: (i) approximately 36% of the immigrant population is categorized as poor or extremely poor, while 17% lack access to social protection support due to their migration status, financial barriers to regularization, or the country's rules (DGME, 2020; SINIRUBE, 2019). This vulnerability increases the likelihood that migrants will be victims of human trafficking and rights violations, particularly migrant women, children, and adolescents; (ii) migrants in Costa Rica tend to be the main victims of insecurity; and (iii) perceptions of migrants among the native population create biases and prejudices that hinder their integration. The program seeks to create protection and support mechanisms that facilitate the process of social integration for migrants and their host communities, while also improving access to crime and violence prevention services in particular. Third, as this is a citizen security operation, social inclusion will be fostered through access to social services. Fourth, the

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<sup>40</sup> The priority districts will be Uruca, Desamparados, Colón, Guayabo, Tabarcía, Piedras Negras, Picagres, Jarís, and Sixaola. All of these host significant numbers of migrants.

beneficiaries of the operation are migrants and their host communities, with a focus on geographic areas with the highest concentration of migrants. Fifth, in 2021, the preparation of a grant operation to supplement loan [4871/OC-CR](#) using GRF funds was added to the country program by the IDB Country Office, with the agreement of the Ministry of Finance.

### **C. Key results indicators**

- 1.41 **Results.** The specific development objective for this operation will be to reduce the vulnerability of the migrant population to violence, marginalization, and discrimination. Achieving these objectives will support the general objective of reducing the number of homicides and assaults in Costa Rica. Outcome indicators will seek to measure reductions in the time taken to process paperwork relating to migration status, reductions in xenophobic reactions to tweets from the accounts of migration institutions, and increases in the participation of migrants in violence prevention activities.
- 1.42 **Economic analysis.** Based on a social discount rate of 12% and an evaluation horizon of five years, the program yields a net present value of US\$658,829, an internal rate of return of 19.1%, and a cost-benefit ratio of US\$1.04 per US\$1 invested. A sensitivity analysis was conducted of the economic results, using two variables considered key due to their potential impact on the program's economic outcome: (i) the effect of regularization on migrant incomes; and (ii) the rate of unemployment in the country. The sensitivity analysis with the most conservative assumptions yields an internal rate of return of 18.5%, which surpasses the thresholds for each indicator ([optional link 1](#)).

## **II. FINANCE STRUCTURE AND MAIN RISKS**

### **A. Financing instruments**

- 2.1 This operation is structured using the investment grant modality, for a total amount of US\$20 million. It will be financed using resources from the GRF to support countries with large and sudden intraregional migration inflows. Table 1 shows the indicative costs for each category.

**Table 1. Estimated program costs (US\$ millions)**

<b>Components</b>	<b>IDB (GRF)</b>	<b>%</b>
<b>Component 1. Social violence prevention</b>	<b>8.97</b>	<b>45</b>
Community violence prevention	1.43	7
Infrastructure	7.54	38
<b>Component 2. Strengthening of institutional capacities for managing migration flows</b>	<b>10.21</b>	<b>51</b>
Institutional strengthening	4.28	21
Infrastructure	5.93	30
<b>Administration or other contingent expenses</b>	<b>0.82</b>	<b>4</b>
Program administration	0.43	2
Monitoring and evaluation	0.32	1.6
Audit	0.07	0.4
<b>Total</b>	<b>20.00</b>	<b>200</b>

- 2.2 The disbursement period will be 3.5 years, and the disbursement schedule is set out in Table 2. GRF resources will be disbursed proportionally to those from loan [4871/OC-CR](#) (which complements this operation). The disbursement period was determined based on the following factors: (i) the PCU responsible for execution has already been established and now has one year of experience in executing similar activities (paragraph 3.2); and (ii) the planned infrastructure works are of lower complexity than under loan [4871/OC-CR](#), and several (three out of seven) have completed preconstruction stages.

**Table 2. Projected disbursement schedule (US\$ millions)**

<b>Year 1</b>	<b>Year 2</b>	<b>Year 3</b>	<b>Year 4</b>	<b>Total</b>
1.95	7.74	9.65	0.66	20.0
10%	39%	48%	3%	100%

## **B. Environmental and social risks**

- 2.3 In accordance with the Bank's Environment and Safeguards Compliance Policy (Operational Policy OP-703, Directive B3),<sup>41</sup> this has been classified as a Category "B" operation, since the potential adverse environmental and social impacts of the infrastructure works to be financed are localized and of moderate duration, and mitigation measures are available (see [environmental and social management report](#)).
- 2.4 An environmental and social assessment (ESA) and environmental and social management plan (ESMP) have been prepared, accompanied by significant consultations for each of the seven works (paragraph 2.8). The tools include procedures, responsibilities, and criteria for identifying, evaluating, avoiding,

<sup>41</sup> The compliance framework for this operation is comprised of the operational and environmental policies (Operational Policies OP-703 and OP-765, among others) since the operation's Eligibility Review Meeting (ERM) was held on 27 April 2021. The new [Environmental and Social Policy Framework](#) (ESPF) began to apply for operations whose ERM was programmed beginning 1 November 2021. For operations whose ERMs were programmed on or prior to 31 October 2021, as is the case for this operation, the operational and environmental policies will apply instead of the ESPF.

mitigating, and monitoring the environmental and social impacts of project activities. These documents have been published on the [Bank's website](#).

- 2.5 The seven projects supported by this investment grant are individual in nature and are located in urban surroundings; none are located in sensitive or threatened ecosystems or in officially protected forested areas. Five will be built or remodeled in urban surroundings and two in urban-rural surroundings. However, none will interfere with land use in their direct area of influence, as the surroundings are already urbanized. Most of the expected impacts of this initiative are positive, with a focus on supporting vulnerable populations through training, education, and information campaigns concerning access to migration services.
- 2.6 The works to be financed may produce negative environmental and social impacts that are localized, direct, and of moderate duration, involving dust, noise, erosion, and the movement of machinery and earth. A number of possible cumulative impacts have also been identified, linked to stormwater runoff, domestic wastewater treatment, and traffic congestion at parking areas. The ESMP contains measures and plans for preventing these.
- 2.7 The operation's environmental and social risk rating has a sound basis considering the combination of cause, contribution, context, and performance-related factors. The natural disaster risk rating is moderate due to the effect of the surroundings on the works and their potential impacts. Four will be located where the risk of natural disasters is low, and mitigation measures have been included in the ESMP.
- 2.8 In accordance with provisions of the consultation plan, seven consultations were held, all of which yielded significant results. Information was provided on the works, as well as the environmental and social assessments, the negative impacts identified, mitigation measures, and the complaints mechanism. Three of the consultations were held in person and four by virtual means. The process took place between April and May 2022. Stakeholders generally expressed support for the projects, acknowledging their importance and urgency. In at least three, the need was identified for measures to supplement the ESMPs, mainly with respect to water supplies and the need for systems to ensure sufficient supply, as well as road plans and labor. The final versions of the ESA and ESMP and the consultation report reflect the results of these consultations.
- 2.9 According to the information obtained through the ESA, no physical or economic resettlement is anticipated and no indigenous communities will be affected.

### **C. Fiduciary risks**

- 2.10 A medium-low level of fiduciary risk has been identified in relation to the expenditure ceiling stipulated in the country's fiscal rule (see Annex III).<sup>42</sup> Based on the institutional capacity analysis, the current staff complement of the MJP will be strengthened through the use of consultants (procurement, administrative, and financial) (paragraph 3.2).

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<sup>42</sup> In September 2022, the Executive Branch submitted a bill to the Legislative Assembly that would exempt grants from the provisions of the fiscal rule, among other reforms.



## D. Other key issues and risks

- 2.11 The risk assessment exercise led to the identification of two medium-high risks. The first relates to the economic and financial environment: If the cost of construction materials continues to rise due to global circumstances, the estimated budget for the construction and upgrading of buildings may be insufficient. To mitigate this risk, the PCU will review the technical specifications for the designs in order to obtain an updated budget and estimated costs for alternatives that would optimize the requirements that satisfy the needs of each of the works. The second relates to sustainability: If insufficient resources are allocated to maintenance, this would reduce the useful life of the works planned under the program. To mitigate this risk, and mirroring the practice of the executing agency in earlier works, the executing agency and the entities receiving the works will sign a memorandum of understanding governing the maintenance of the works to be completed as part of the operation (the life cycle of the buildings).
- 2.12 **Program sustainability.** At the strategic level, the support provided in the area of violence prevention under loan [4871/OC-CR](#) will continue, together with assistance for the country's migration policies, which have included recently established extraordinary regularization mechanisms (2020). At the financial level, additional revenues will be generated by (i) administrative transactions as part of the regularization process and (ii) the creation of the digital single window system for migration services and access to social services for migrants, and these will help to cover the DGME's current and capital expenditures in addition to the ordinary and extraordinary budget funds allocated by the Ministry of Finance.<sup>43</sup> The purchase of a building for the Asylum Unit will also save the DGME rent expenses, and resources that were previously allocated for this purpose can be reinvested in the maintenance (paragraph 2.11) and future upgrading of DGME infrastructure.

## III. IMPLEMENTATION AND MANAGEMENT PLAN

### A. Summary of implementation arrangements

- 3.1 **Execution and interagency coordination arrangements.** The beneficiary will be the Republic of Costa Rica and the executing agency will be the Ministry of Justice and Peace (MJP). To ensure appropriate coordination and fulfillment of the strategic objectives of the investment grant, an interagency committee will be created, made up of senior MJP and DGME officials who will be nominated by the heads of the respective portfolios.<sup>44</sup> The committee will be responsible for monitoring the fulfillment of the operation's strategic objectives, and it will facilitate coordination between the institutions participating in the program (both entities will sign an interagency agreement governing execution of this investment grant (paragraph 3.6)).

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<sup>43</sup> Ibid,<sup>44</sup> budget allocation.

<sup>44</sup> The interagency committee will follow the steering committee model that is in operation for loan 4871/OC-CR, but its responsibilities will be different. Where appropriate, the committee will convene representatives of the Ministry of Public Education and the Ministry of Health with a view to coordinating actions.

- 3.2 The PCU responsible for executing program [4871/OC-CR](#) is characterized by the maximum level of deconcentration and independent budgetary and organizational powers. It has authority to sign contracts, manage payments, and act as counterpart to the Bank, and it will be strengthened through the appointment of a technical manager responsible for coordinating activities under the investment grant (paragraph 3.5). The technical manager will be supported by a team of consultants in the areas of procurement, administration, financial management, and infrastructure. The PCU will receive feedback from a support team made up of DGME officials appointed for this purpose.<sup>45</sup>
- 3.3 The PCU will be responsible for: (i) administering the investment grant resources and performing fiduciary management (procurement and financial management); (ii) planning execution of the investment grant, including approval of the [multiyear execution plan](#), financial plans, and monitoring and updating of the [procurement plan](#); (iii) coordinating and supervising procurement processes; (iv) supervising and monitoring progress in execution through the use of results-based management mechanisms; (v) approving financial statements and disbursement requests; (vi) approving evaluations of the investment grant; and (vii) reporting to the interagency committee and the Bank on progress toward executing the grant and achieving its objectives.
- 3.4 **Program Operating Manual.** The [program Operating Manual](#) governing the execution of program [4871/OC-CR](#) will be updated to cover the operational needs of this investment grant.<sup>46</sup> The manual currently covers areas such as (i) organizational structure; (ii) technical and operational arrangements for program execution; (iii) flow diagram for output programming and monitoring processes; (iv) guidelines and flow diagrams for the processes of planning, procurement, financial management, audit, output monitoring, and results monitoring; (v) details of the functions of the PCU and other relevant parts of the ministries involved in program processes; and (vi) details of the eligibility criteria and approval mechanism for the works that will be carried out (paragraph 3.5).
- 3.5 **Special contractual clauses precedent to the first disbursement of the grant:** (i) subject to the Bank's prior no objection, selection of a technical manager who will work exclusively on activities to support the inclusion of vulnerable migrant groups (paragraph 3.2); and (ii) approval of an updated [program Operating Manual](#) that includes a section on the activities under this investment grant, in accordance with the terms previously agreed on with the Bank (paragraph 3.4). These conditions are considered essential to ensure that the executing agency is prepared to launch execution of the investment grant.

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<sup>45</sup> To ensure civil society participation, community consultation exercises will be carried out before execution of the physical works begins, so as to determine the specific needs of each locality.

<sup>46</sup> Should the fiscal rule remain applicable to donations received by public entities during the execution period for the operation, the [program Operating Manual](#) will stipulate that before 30 June each year, the PCU will submit a budget request to the MJP covering the following fiscal year, so that planned payments under the investment grant can be prioritized. The new version of the manual will include measures such as declarations of integrity and certificates of eligibility and integrity, aimed at preventing integrity incidents.



- 3.6 **Special contractual clauses relating to execution.** Prior to the launch of planned activities under Component 2, the executing agency will provide evidence, to the Bank's satisfaction, of (i) approval of a resolution by the DGME establishing a mechanism for migratory regularization (paragraph 1.35(a)); and (ii) signing of an interagency agreement governing the execution of this component. These conditions are considered necessary to ensure legal support for the regularization mechanism, as well as establishing minimum rules for coordination between the entities participating in the program.
- 3.7 **Procurement.** The executing agency, through the PCU, will be responsible for the procurement processes described in the procurement annex, in accordance with the Policies for the Procurement of Goods and Works Financed by the IDB (document GN-2349-15) and Policies for the Selection and Contracting of Consultants Financed by the IDB (document GN-2350-15), including any updates thereto.
- 3.8 **Disbursements and cash flow.** The IDB will disburse loan funds in the form of advances of funds in accordance with program liquidity needs, based on a six-month financial plan. The Bank may provide a new advance of funds once justification has been provided for at least 80% of the accumulated balance pending documentation.
- 3.9 **External audit.** The executing agency will hire a Bank-eligible external audit firm. Financial statements will be audited in accordance with international standards and will be submitted within 120 days following the end of the fiscal year, based on terms of reference agreed on with the Bank. Until the last report has been submitted to the Bank, the executing agency will ensure that funding is available and has been set aside for audit services.

## **B. Summary of arrangements for monitoring results**

- 3.10 **Monitoring.** A results matrix will be used to monitor physical and financial progress under this operation, and the following will be submitted to the Bank in consolidated form: (i) the [multiyear execution plan](#), (ii) the itemized budget, and (iii) disbursement projections. Within two months following the end of each six-month period, the executing agency will submit semiannual progress reports that include the aforementioned points. Based on these reports, the Bank will carry out administrative missions and inspection visits where it considers this appropriate. See [monitoring and evaluation plan](#).
- 3.11 **Midterm and final evaluations.** Midterm and final evaluations will be performed. The midterm evaluation will be performed two years after the grant financing agreement enters into force, or once at least 40% of the grant resources have been disbursed, whichever occurs first. It will cover progress in activities, as well as deviations from agreed arrangements and their causes, proposing corrective measures where necessary. The midterm evaluation will also verify intermediate outputs, risks that have materialized, and the application of measures to mitigate such risks. The final evaluation will be conducted once 90% of the grant resources have been disbursed. Its goal will be to verify progress in meeting the targets for each of the outcomes and output production (see [monitoring and evaluation plan](#)).

These analyses will also be included in the project completion report that will be prepared by the Bank.

Development Effectiveness Matrix		
Summary		CR-J0002
I. Corporate and Country Priorities		
Section 1. IDB Group Strategic Priorities and CRF Indicators		
Development Challenges & Cross-cutting Issues	-Social Inclusion and Equality -Gender Equality and Diversity -Climate Change -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 (#) -Value of investments in resilient and/or low-carbon infrastructure (\$) -Agencies with strengthened digital technology and managerial capacity (#)	
2. Country Development Objectives		
Country Strategy Results Matrix	GN-2977	Reduce homicides in the country's 40 most affected districts
Country Program Results Matrix	GN-3154-1	The intervention is included in the 2023 Operational Program.
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		7.3
3.1 Program Diagnosis		1.9
3.2 Proposed Interventions or Solutions		1.6
3.3 Results Matrix Quality		3.8
4. Ex ante Economic Analysis		7.5
4.1 Program has an ERR/NPV, or key outcomes identified for CEA		1.5
4.2 Identified and Quantified Benefits and Costs		3.0
4.3 Reasonable Assumptions		0.0
4.4 Sensitivity Analysis		2.0
4.5 Consistency with results matrix		1.0
5. Monitoring and Evaluation		8.8
5.1 Monitoring Mechanisms		4.0
5.2 Evaluation Plan		4.8
III. Risks & Mitigation Monitoring Matrix		
Overall risks rate = magnitude of risks*likelihood		Medium High
Environmental & social risk classification		B
IV. IDB's Role - Additionality		
The project relies on the use of country systems		
Fiduciary (VPC/FMP Criteria)	Yes	Financial Management: Budget, Treasury.
Non-Fiduciary		
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		

**Evaluability Assessment Note:** The Comprehensive Program for Citizen Security and Violence Prevention for the Inclusion of Migrant and Vulnerable Groups in Costa Rica (CR-J0002) has as its general development objective to contribute towards the reduction of homicides and robberies levels in Costa Rica. The specific objective is to reduce the vulnerability of the migrant population to violence, marginalization, and discrimination. The diagnosis of the program identifies as a problem the vulnerability of the growing number of migrants in the country and the potential risk that they have of becoming victims and/or perpetrators of crime and violence. In addition, the diagnosis identifies, as a determinant of the problem, a limited institutional capacity to meet the needs of migrants and promote their regularization, exacerbating their marginalization, and the increase in adverse attitudes towards migration. The program proposes to address the vulnerability of migrants to violence and marginalization, expanding prevention services, supporting the integration of migrants into host communities, and strengthening the physical infrastructure for prevention services. In addition, it is proposed to strengthen institutional capacities to deal with migratory flows through the establishment of a migratory regularization mechanism, the improvement of computer systems, and infrastructure to serve refugee applicants. However, evidence of the effectiveness of some of the proposed interventions is lacking.

The results matrix has SMART indicators that help measure the achievement of the objective. However, some outcome indicator targets lack support from the evidence. The economic analysis finds an IRR of 19.1%, based on estimates that indicate benefits from higher earnings among migrants who have achieved regularization. Despite this, some of the assumptions used are not evidence-based, as are some of the values chosen for the sensitivity analysis.

The monitoring and evaluation plan proposes a reflexive evaluation (before and after methodology) for the result indicators associated with the program's objectives.

## RESULTS MATRIX

<b>PROGRAM OBJECTIVE:</b>	The program's specific development objective is to reduce the vulnerability of the migrant population to violence, marginalization, and discrimination. Achieving this objective will support the general development objective of reducing the incidence of homicides and assaults in Costa Rica.
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### GENERAL DEVELOPMENT OBJECTIVE

Indicator	Unit of measure	Baseline	Baseline year	Expected year achieved	Target	Means of verification	Comments
<b>Overall development objective: Reduce the number of homicides and assaults in Costa Rica</b>							
Average homicide rate in priority districts	Number per 10,000 pop.	27.4	2022	2026	23.01	Monitoring and evaluation reports based on information from the Judicial Investigation Department	The priority districts will be Uruca, Desamparados, Colón, Guayabo, Tabarcía, Piedras Negras, Picagres, Jarís, and Sixaola. <a href="http://observatorio.mj.go.cr/recursos/publicaciones">http://observatorio.mj.go.cr/recursos/publicaciones</a>
Average rate of theft in priority districts	Number per 10,000 pop.	39.5	2022	2026	35.2		

### SPECIFIC DEVELOPMENT OBJECTIVES

Indicator	Unit of measure	Baseline	Baseline year	Year 1	Year 2	Year 3	Year 4	End of program	Means of verification	Comments
<b>Specific development objective: Reduce the vulnerability of the migrant population to violence, marginalization, and discrimination</b>										
Average time from application to interview in the process for obtaining refugee status	Years	9	2022	6	2	1	0.5	0.5		The intervention is expected to clear the system backlog so that the Department for Migration and Foreign Nationals (DGME) is able to offer this service within the same time frame as before the wave of migration began. The indicator measures the average amount of time (for all applications in a given calendar year) between submission of the application documents and the next step in the process, which is the interview carried out by DGME officials. (i.e., the amount of time between the submission of documents and the interviews for all applications in a given calendar year, divided by the total number of applications submitted in the same calendar year).

Indicator	Unit of measure	Baseline	Baseline year	Year 1	Year 2	Year 3	Year 4	End of program	Means of verification	Comments
Average percentage of xenophobic reactions to tweets from the accounts of migration institutions	Percentage	6.5	2022	6.2	5.9	5.7	5.5	5.5		<p>The target is to return to levels close to those for the indicator at the beginning of the wave of migration.</p> <p>This Bank measures this indicator on a quarterly basis and is calculated as the total number of xenophobic reactions to tweets published by the accounts of migration institutions divided by the total number of reactions. The annual figure used for the indicator is calculated as the average of the four quarters for the year.</p>
Ratio of migrants who attend the reception centers on an ongoing basis and participate in social violence prevention activities	Ratio	1	2022	1.1	1.2	1.4	1.5	1.6	Progress reports based on Ministry of Justice and Peace (MJP) information	<p>The indicator measures the ratio of migrants who attend social violence prevention activities for at least three consecutive weeks during the year.</p> <p>At the time this matrix was prepared, information was available only for the population attending the La Carpio center (600 people). By the time of the launch workshop, the indicator will have been updated to include information for the other centers.</p>
Percentage of applications for special supplementary protection that are decided within less than one year	Percentage	0	2022	0	35	42	95	95	Progress reports based on DGME data	<p>The program is expected to strengthen the DGME's operational capacity, leading to swifter application processing times. The target is for 95% applications to be decided within less than one year.</p> <p>The formula for estimating the value of the indicator is as follows: number of applications submitted in a given calendar year that are decided in less than one year, divided by the total number of applications submitted in the same calendar year.</p>

OUTPUTS

Indicator	Unit of measure	Baseline	Baseline year	Year 1	Year 2	Year 3	Year 4	Program completion	Means of verification	Comments
<b>Component 1. Social violence prevention</b>										
1.1 Communication campaign implemented to combat xenophobia	Number	0	2022	0	0	1	0	1	Program coordination unit (PCU) monitoring reports	
1.2 Festivals held in the areas of influence of the Civic Centers for Peace (CCPs)	Number	0	2022	0	3	4	0	7		
1.3 Training programs for women implemented to prevent human trafficking in the northern zone (12 training processes under the "¿Sabes de qué trata la trata? [What do you know about trafficking?]" program)	Number	0	2022	0	4	8	0	12		Progender
1.4 Remodeling completed of the Migrant Education and Training Center in the Casa de Derechos Humanos, Desamparados	Number	0	2022	0	0	1	0	1		
1.5 Klabë de Sifais Tower built	Number	0	2022	0	0	1	0	1		
1.6 Mora Social Inclusion Center built	Number	0	2022	0	0	1	0	1		
1.7 Casa Paz women's transit center built	Number	0	2022	0	0	1	0	1		Progender
1.8 Sixaola Multicultural Community Center built	Number	0	2022	0	0	1	0	1		

Indicator	Unit of measure	Baseline	Baseline year	Year 1	Year 2	Year 3	Year 4	Program completion	Means of verification	Comments
<b>Component 2. Strengthening of institutional capacities for managing migration flows</b>										
2.1 “Single window for migrants” digital tool developed	Number	0	2022	0	1	0	0	1	PCU monitoring reports	
2.2 Asylum Unit building purchased	Number	0	2022	0	1	0	0	1		
2.3 DGME technology platform updated (Oracle license, computer equipment, printers, and toner)	Number	0	2022	1	0	0	0	1		
2.4 Regularization processes completed as part of support for the migrant regularization mechanism	Number	0	2022	0	90,000	100,000	10,000	200,000		
2.5 Expansion of the temporary migrant service center (CATEM Norte)	Number	0	2022	0	0	1	0	1		

**Country:** Costa Rica

**Division:** IFD/ICS

**Operation number:** CR-J0002

**Year:** 2023

## FIDUCIARY AGREEMENTS AND REQUIREMENTS

**Executing agency:** Ministry of Justice and Peace (MJP), through the program coordination unit for the Citizen Security and Violence Prevention Program

**Name of operation:** Comprehensive Citizen Security and Violence Prevention Program for the Inclusion of Vulnerable Migrant Groups

### I. FIDUCIARY CONTEXT OF THE EXECUTING AGENCY

#### 1. Use of country systems in the operation

<input checked="" type="checkbox"/> Budget	<input type="checkbox"/> Reporting	<input checked="" type="checkbox"/> Information systems	<input type="checkbox"/> National competitive bidding (NCB)
<input checked="" type="checkbox"/> Treasury	<input type="checkbox"/> Internal Audit	<input type="checkbox"/> Shopping	<input type="checkbox"/> IT system (SICOP)
<input checked="" type="checkbox"/> Accounting	<input type="checkbox"/> External control	<input type="checkbox"/> Individual consultants	<input checked="" type="checkbox"/> Appeals System (Comptroller General)

#### 2. Fiduciary execution mechanism

<input checked="" type="checkbox"/>	Cofinancing	This program provides additional resources to complement loan 4871/OC-CR.
<input checked="" type="checkbox"/>	Special features of fiduciary execution	Existing capacity will be used in the program coordination unit (PCU) attached to the Ministry of Justice and Peace (MJP). The PCU is currently executing loan operation 4871/OC-CR (which is supplemented by this nonreimbursable operation).

#### 3. Fiduciary capacity

Fiduciary capacity of the executing agency	As this is a grant operation designed to supplement loan 4871/OC-CR, the team and arrangements used to execute the latter will also be used for this program (a PCU with budgetary and organizational autonomy that was created due to limited capacity on the part of the MJP). A new institutional capacity analysis was carried out, which concluded that the current staff complement needs to be strengthened through the use of consultants (procurement, administration, and financial management). In the case of loan 4871/OC-CR, no proposals were received in the bidding process for a management firm to support the PCU with technical, administrative, and fiduciary program management, and the PCU therefore hires consultants in response to program requirements.
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#### 4. Fiduciary risks and risk response

Risk classification	Risk	Risk level	Risk response
Economic and financial	If the expenditure ceiling imposed by the fiscal rule is exceeded every year during program execution, this could lead to the suspension of payments required by the program, affecting the planned timeline for the operation.	Medium-low	Should the fiscal rule remain applicable to grants received by public entities during the execution period for the operation, then before 30 June each year the PCU will submit a budget request to the MJP covering the following fiscal year, and will ensure that planned payments under the program are prioritized.

5. Policies and guidelines applicable to the operation: Facility: document GN-2947-6. Financial management: document GN-2811-1 (OP-273-12). Policies for the Procurement of Goods and Works Financed by the IDB (document GN-2349-15) and Policies for the Selection and Contracting of Consultants Financed by the IDB (document GN-2350-15).

6. Exceptions to policies and guidelines: None

## II. CONSIDERATIONS FOR THE SPECIAL PROVISIONS OF THE LOAN CONTRACT

<b>Exchange rate:</b> For the purposes of the activities stipulated in Article 4.10 of the General Conditions, the parties agree that the applicable exchange rate will be the one indicated in subparagraph (b)(ii) of said Article. Accordingly, the agreed exchange rate will be the selling reference rate published by the Central Bank of Costa Rica on the effective date on which the borrower, executing agency, or any other natural or legal person to whom the authority to incur expenses has been delegated, makes the respective payments to a contractor, supplier, or beneficiary.
<b>Financial audit:</b> The following will be required: (i) unaudited semiannual program financial statements, which will include (a) cumulative investment and cash flow statements; and (b) reconciliation reports for the bank accounts used to administer grant resources; (ii) the semiannual budget execution report, with information on the original budget allocation approved by the Legislative Assembly and progress in executing the program's budget appropriations; and (iii) annual audited program financial statements.
<b>Disbursements:</b> Funds from the Grant Facility and loan 4871/OC-CR will be disbursed pari passu.

## III. AGREEMENTS AND REQUIREMENTS FOR PROCUREMENT EXECUTION

<input checked="" type="checkbox"/>	Bidding documents	The procurement of works, goods, and nonconsulting services subject to international competitive bidding (ICB) under the Bank's procurement policies (document GN-2349-15) will be carried out using either the standard bidding documents issued by the Bank or those agreed on between the executing agency and the Bank for the contract in question. The selection and contracting of consulting services will be carried out in accordance with the Policies for the Selection and Contracting of Consultants Financed by the IDB (document GN-2350-15) and will use either the Bank's standard request for proposals document or the request for proposals agreed between the executing agency and the Bank. The review of technical specifications and terms of reference for contracts during preparation of the selection processes is the responsibility of the project sector specialist. This technical review may be carried out ex ante and is independent of the method of procurement review.
<input checked="" type="checkbox"/>	Use of country systems	The Integrated Public Procurement System (SICOP) will be used only as a means to advertise program procurement processes until such time as the Ministry of Finance completes the SICOP strengthening initiatives built into the partial use agreement

		signed on 20 July 2015. The procurement plan for the operation will indicate the contracts that will be executed using country systems subject to the approved scope. Should the Board approve an expansion of the scope for the use of country systems (due to the improvements in the new public procurement law (Law 9,982 of 2021)), this will apply to the operation.								
<input checked="" type="checkbox"/>	Direct contracting and selection	<p>In accordance with paragraph 3.7 of procurement policy document GN-2349-15, the potential need for direct contracting has been identified. If confirmed, it will be duly justified and approved by the Bank during execution.</p> <p>Purchase of a building to house the Asylum Unit, with an estimated price tag of US\$2 million. The property is owned by the National Cooperative Of Salt Producers (CONAPROSAL). The purchase of this property would be justified to ensure continuity of the service of processing asylum requests, which is necessary to achieve the program's objectives and the use of the property would be productive. The purchase price will be based on reasonable market prices with the relevant valuation prepared by the Ministry of Finance. Should the purchase of the property materialize, the executing agency will seek the Bank's no objection together with the respective justification. In this sense, this potential direct contracting is preidentified, although its approval will be analyzed during execution.</p>								
<input checked="" type="checkbox"/>	Recurring expenses	Recurring expenses financed under the loan and required to initiate the program, as approved by the project team leader, will be carried out in accordance with the administrative procedures of the executing agency or management firm. The latter will be reviewed and accepted by the Bank as long as they are consistent with principles of competition, efficiency, and economy: business missions, information and awareness-raising activities, and PCU operating expenses. Recurring expenses will be governed by the expenditure eligibility policy (document GN-2331-5 and its updates).								
<input checked="" type="checkbox"/>	Procurement supervision	<p>Supervision will be conducted on an ex post basis, with the exception of those cases in which ex ante supervision is justified. Where procurement processes are executed through the country system, supervision will be performed through the country supervision system. The supervision method will be determined for each selection process in the procurement plan: (i) ex ante, (ii) ex post, or (iii) country system. Ex post reviews will be conducted every year in accordance with the program supervision plan, subject to changes during the course of execution. Ex post review reports will include at least one physical inspection visit, selected from among the procurement processes subject to ex post review (no less than 20%). Ex post review thresholds are as follows:</p> <table><tr><th>Executing agency</th><th>Works</th><th>Goods and services</th><th>Consulting services</th></tr><tr><td>MJP</td><td>US\$3,000,000</td><td>US\$250,000</td><td>US\$200,000 for firms US\$50,000 for individuals</td></tr></table>	Executing agency	Works	Goods and services	Consulting services	MJP	US\$3,000,000	US\$250,000	US\$200,000 for firms US\$50,000 for individuals
Executing agency	Works	Goods and services	Consulting services							
MJP	US\$3,000,000	US\$250,000	US\$200,000 for firms US\$50,000 for individuals							
<input checked="" type="checkbox"/>	Records and files	The executing agency will keep files on each procurement process using IDB financing, from the start of the process until contract completion (including modifications and amendments to contracts and payments). The Bank will also require that a provision be included in contracts financed with IDB grant or loan funds, requiring that bidders, offerors, suppliers of goods and their representatives, contractors, consultants, staff members, subcontractors, subconsultants, and concessionaries retain all documents and records related to Bank-financed activities for a period of seven years after completion of the work under the respective contract.								

Main procurement items

Contract description	Selection method	New procedures/ tools	Estimated date	Estimated amount (US\$)
Goods				
Equipment with Oracle licenses	Limited bidding	N/A	January 2024	1,085,000
Purchase of building to house the Asylum Unit	Direct contracting <sup>1</sup>		January 2024	2,000,000
Works				
Construction of the temporary migrant care center (CATEM) for the northern part of the country	ICB	N/A	August 2024	3,322,195
Construction of Klabë del Sifais Tower	NCB		August 2024	2,000,000
Construction of the Mora Social Inclusion Center	Shopping, minimum of three quotes		January 2025	500,000
Remodeling of the Migrant Education and Training Center in the Casa de Derechos Humanos, Desamparados			October 2024	500,000
Construction of the Sixaola Multicultural Community Center			May 2024	500,000
Construction of the Casa Paz women's transit center	NCB		June 2024	1,500,000
Nonconsulting services				
Digitalization management service for 200,000 regularization cases.	NCB with prequalification	N/A	November 2024	1,000,000
Organization of 7 festivals in the areas of influence of the Civic Centers For Peace	Shopping (open invitation)		March 2024	500,000
Firms				
Design of four works	Selection based on consultant's qualifications (CQS)	N/A	May 2024	190,000
Individual consultants				
16 individual consultants as facilitators for capacity strengthening in municipal	Selection of individual	N/A	August 2024	448,000

<sup>1</sup> The available valuation needs to be updated based on the Ministry of Finance's methodology; once this has been determined, it will be presented to the Bank's procurement committee and will be carried out according to the Bank's policies.

Contract description	Selection method	New procedures/ tools	Estimated date	Estimated amount (US\$)
migration points (8 “Centros Cívicos sin Paredes (Civic Centers Without Walls),” two facilitators each)	consultants (open invitation)			

Click for [procurement plan](#).

Procedures	Documentation of use of resources
Leasing and second-hand goods	For temporary staff teams working on the migrant regularization campaign

#### IV. AGREEMENTS AND REQUIREMENTS FOR FINANCIAL MANAGEMENT

<input checked="" type="checkbox"/>	Programming and budget	The MJP will be responsible for formulating the budget in coordination with the PCU and the Ministry of Finance. The MJP will complete all of the procedures needed to ensure the inclusion in the national budget of the resources required for program execution, as well as annual recertification procedures to ensure the timely availability of budget resources. The required coordination between the PCU, the Ministry of Finance, and the MJP will represent a challenge that could affect execution.
<input checked="" type="checkbox"/>	Treasury and disbursement management	Prior to the first disbursement, the executing agency will confirm to the Bank the details of the accounts opened by the National Treasury in the Single Treasury Account. The National Treasury's single account principle will be used to manage the liquidity of the grant proceeds, since they are public revenues received by the Costa Rican government. Disbursement requests and documentation of the use of advances of funds will be submitted through the electronic disbursement platform established by the Bank. Funds from the Grant Facility and Ordinary Capital loans will be disbursed pari passu. Program transactions will be denominated in U.S. dollars. The exchange rate used in the operation will be the effective rate of exchange on the date of payment of each expenditure in local currency. The exchange rate will be the selling rate published by the Central Bank of Costa Rica. The operation will generally employ a financial period of six months for advances of funds, which will be the preferred disbursement method. Justification will be provided for 80% of the cumulative balance pending documentation, or the percentage used in the loan. As no local counterpart funding is provided for in the program budget, currency losses and taxes paid may be reimbursed from the grant funding. In the event of currency gains, these will be used to finance eligible program expenditures or to pay financial charges associated with the loan.
<input checked="" type="checkbox"/>	Accounting, information systems, and reporting	Accounting will follow International Public Sector Accounting Standards, in accordance with the current rules issued by the National Accounting Authority (DGCN). The Integrated Administrative and Financial Management System (SIGAF) will be the technology platform used to record program transactions, and parallel records will be required to prepare financial statements on a cash basis in the currency of the operation.
<input checked="" type="checkbox"/>	Internal control and internal audit	Current legislation provides for the existence of an internal control system under the responsibility of the most senior authority in each central government entity. The Office of the Comptroller General Act stipulates that the Office will be in charge of ensuring that the responsibilities of the internal audit function in the entities under its remit are

		fulfilled. Execution will rely on the internal control mechanisms established for the government and for the central government's deconcentrated agencies in particular.
<input checked="" type="checkbox"/>	External control and financial reports	The executing agency, through the PCU, will select and/or contract external audit services in accordance with the terms of reference previously agreed on between the Bank and the borrower and/or executing agency. These will stipulate the type, timing, and scope of the audit review, subject to changes over the course of program execution based on the results of supervision carried out by the Bank. Both the external auditor selected and the accounting standards used must be acceptable to the Bank. External control will be carried out by a Bank-eligible audit firm, subject to agreement between the IDB and the executing agent. The firm will preferably be the same as the one selected for the loan. The following will be required: (i) unaudited semiannual program financial statements, (ii) semiannual budget execution reports, and (iii) annual audited program financial statements. These may be presented jointly with the loan. The cut-off date for preparation of the annual financial statements will be 31 December of each year, and the submission date for the audit report will be 30 April of each year. For the final financial statements, the cut-off date will be the date of final disbursement under the program (or other date agreed between the executing agency and the Bank), while the submission date will be a maximum of 120 days following the date of final disbursement under the program.
<input checked="" type="checkbox"/>	Financial supervision of the operation	The operation requires financial supervision based on the audited financial statements and visits or meetings (in person or virtual) with the PCU. The Bank may, at any time, determine modifications to the supervision arrangements. During the visits, the Bank will have access to program documents, databases, and accounting and financial records. Visits may be substituted by information requests deemed relevant by the Bank.

DOCUMENT OF THE INTER-AMERICAN DEVELOPMENT BANK

PROPOSED RESOLUTION DE-\_\_\_\_/23

Costa Rica. Nonreimbursable Investment Financing \_\_\_\_/GR-CR to the  
Republic of Costa Rica. Comprehensive Citizen Security and Violence  
Prevention Program for the Inclusion  
of Vulnerable Migrant Groups

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, as Administrator of the IDB Grant Facility (hereinafter referred to as the "Account"), to enter into such contract or contracts as may be necessary with the Republic of Costa Rica, as Beneficiary, for the purpose of granting it a nonreimbursable financing to cooperate in the execution of the Comprehensive Citizen Security and Violence Prevention Program for the Inclusion of Vulnerable Migrant Groups. Such nonreimbursable financing will be for an amount of up to US\$20,000,000, which form part of the Account, and will be subject to the Terms and Financial Conditions and the Special Contractual Conditions in the Project Summary of the Nonreimbursable Financing Proposal.

(Adopted on \_\_\_\_ 2023)