

DOCUMENT OF THE INTER-AMERICAN DEVELOPMENT BANK

**COLOMBIA**

**URBAN BIODIVERCITY AND EQUITY PROGRAM IN BARRANQUILLA  
(CO-L1269)**

**AND**

**PROJECT FOR THE INCLUSION OF THE MIGRANT POPULATION UNDER  
THE URBAN BIODIVERCITY AND EQUITY PROGRAM IN BARRANQUILLA  
(CO-G1033)**

**LOAN AND NONREIMBURSABLE FINANCING PROPOSAL**

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REQUIRED LINKS	
1.	<a href="#">Multiyear execution plan/annual work plan</a>
2.	<a href="#">Monitoring and evaluation plan</a>
3.	<a href="#">Environmental and social management report</a>

OPTIONAL LINKS	
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2.	<a href="#">Theory of change</a>
3.	<a href="#">Migration, gender, and diversity</a>
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6.	<a href="#">Evaluation of country environmental and social systems</a>
7.	<a href="#">Government request</a>
8.	<a href="#">EDGE certification</a>
9.	<a href="#">Indicative analysis of output costs and selection of disbursement-linked indicators</a>

ABBREVIATIONS	
AECID	Spanish Agency for International Development Cooperation
CCLIP	Conditional Credit Line for Investment Projects
CONPES	Consejo Nacional de Política Económica y Social (National Council on Economic and Social Policy)
COTELCO	Asociación Hotelera y Turística de Colombia (Colombia Tourism and Hotel Association)
CRA	Corporación Autónoma Regional del Atlántico (Atlántico Regional Autonomous Corporation)
DANE	Departamento Administrativo Nacional de Estadística (National Administrative Department of Statistics)
District	Distrito Especial, Industrial y Portuario de Barranquilla (Special, Industrial, and Port District of Barranquilla)
DNP	Departamento Nacional de Planeación (National Planning Department)
EDGE	Excellence in Design for Greater Efficiencies
ETPMV	Estatuto Temporal de Protección al Migrante Venezolano (Temporary Statute of Protection for Venezuelan Migrants)
FINDETER	Financiera de Desarrollo Territorial S.A.
GDP	Gross domestic product
ICTRC	Índice de Competitividad Turística Regional de Colombia (Colombia Regional Tourism Competitiveness Index)
INVEMAR	Instituto de Investigaciones Marinas y Costeras José Benito Vives de Andrés (José Benito Vives de Andrés Marine and Coastal Research Institute)
LBR	Loan based on results
OIM	International Organization for Migration
OVE	Office of Evaluation and Oversight
PCU	Program Coordination Unit
PDB	Plan de Desarrollo de Barranquilla (Barranquilla Development Plan)
PSG	Project specific grant
RUMV	Registro Único de Migrantes Venezolanos (Venezuelan Migrant Single Registry)
SOFR	Secured Overnight Financing Rate

## PROGRAM SUMMARY

### COLOMBIA

#### URBAN BIODIVERCITY AND EQUITY PROGRAM IN BARRANQUILLA (CO-L1269)

#### MIGRANT POPULATION INCLUSION PROJECT UNDER THE URBAN BIODIVERCITY AND EQUITY PROGRAM IN BARRANQUILLA (CO-G1033)

Financial Terms and Conditions			
Borrower/Beneficiary:		Flexible Financing Facility <sup>(a)</sup>	
Special, Industrial, and Port District of Barranquilla		Amortization period:	24.5 years
Guarantor:			
Republic of Colombia		Disbursement period:	4 years
Executing agency:			
Special, Industrial, and Port District of Barranquilla, through the Special Projects Department		Grace period:	5.5 years <sup>(b)</sup>
		Interest rate:	SOFR-based
Source	Amount (US\$)	Credit fee:	(c)
IDB (Ordinary Capital) CO-L1269:	100,000,000		
IDB (Spanish Agency for International Development Cooperation (AECID)) Project Specific Grant (PSG) – CO-G1033: <sup>(d)</sup>	6,125,800	Inspection and supervision fee:	(c)
		Weighted average life:	15 years
Total:	106,125,800	Approval currency:	United States dollar
Administration fee (AECID PSG – CO-G1033): <sup>(e)</sup>	(306,290)		
Total available for the program:	105,819,510		
Program at a Glance			
<b>Program objective/description:</b> The general objective of the operation is to foster equity and urban sustainability in Barranquilla. The specific objectives are to: (i) promote the sustainable use of strategic ecosystems; (ii) increase equitable access to public spaces and community centers with a focus on social inclusion; and (iii) foster the integration of Barranquilla's migrant and vulnerable host populations.			
<b>Special contractual conditions precedent to the first disbursement of the financing:</b> The executing agency will have submitted evidence, to the Bank's satisfaction, of (i) the approval and entry into effect of the program Operating Regulations, in the terms previously agreed upon with the Bank, which will provide detailed guidelines on program operation and coordination; (ii) the establishment of a Program Coordination Unit and appointment of the specialists who will work full-time on program management and coordination, including environmental specialists, pursuant to the profiles included in the program Operating Regulations for timely execution (paragraph 3.8); and (iii) the submission of terms of reference for contracting the consulting services of the independent entity responsible for verifying results (paragraph 3.3).			
<b>Special contractual conditions of execution:</b> See Annex B of the environmental and social management report for these special conditions.			
<b>Exceptions to Bank policies:</b> A partial waiver of the Policy of Guarantees Required from the Borrower (Operational Policy OP-303) will be sought from the Board of Executive Directors, to allow the Republic of Colombia to guarantee only the loan payment obligations, including interest and fees, but not the obligations of the local counterpart or performance obligations (paragraph 3.9).			
Strategic Alignment			
Challenges: <sup>(f)</sup>	SI <input checked="" type="checkbox"/>	PI <input type="checkbox"/>	EI <input type="checkbox"/>
Crosscutting themes: <sup>(g)</sup>	GE <input checked="" type="checkbox"/> and DI <input checked="" type="checkbox"/>	CC <input checked="" type="checkbox"/> and ES <input checked="" type="checkbox"/>	IC <input type="checkbox"/>

<sup>(a)</sup> Under the terms of the Flexible Financing Facility (document FN-655-1), the borrower has the option of requesting changes to the amortization schedule, as well as currency, interest rate, commodity, and catastrophe protection conversions. The Bank will take operational and risk management considerations into account when reviewing such requests.

<sup>(b)</sup> Under the flexible repayment options of the Flexible Financing Facility, changes to the grace period are permitted provided that they do not entail any extension of the original weighted average life of the loan or the last payment date as documented in the loan contract.

<sup>(c)</sup> The credit fee and inspection and supervision fee will be established periodically by the Board of Executive Directors as part of its review of the Bank's lending charges, in accordance with the applicable policies.

- <sup>(d)</sup> The term Project Specific Grant (PSG) refers to nonreimbursable financing for specific Bank projects. For this operation, this financing will come from the Spanish Agency for International Development Cooperation (AECID) of the Kingdom of Spain, subject to the approval thereof. The entire AECID contribution (€5,000,000) is being made in euros. On 29 December 2020, the Bank received US\$6,125,800 in funds, at the exchange rate of €0.8162 per U.S. dollar. The funds are already under IDB management and will be available for the program once AECID and the Bank sign the respective administration agreement. The Bank will charge an administration fee as per its current policy (see footnote e) on administration fees on contributions from donors to trust funds and project specific grants.
- <sup>(e)</sup> Pursuant to the Joint Financing Framework Agreement of 1 April 2017 between the Kingdom of Spain and the Bank. As established in that framework agreement, the Bank will charge a service fee for program preparation expenses (the administration fee of 5%). This fee will be distributed to the Bank departments that provide support for program preparation, execution, and monitoring.
- This fee will be deducted from the AECID-contributed funds, meaning that US\$5,819,510 will be available for the program. The Board of Executive Directors is asked to ensure the administration fee funds are distributed among the relevant departments supporting the operation to cover the costs of preparation and execution.
- <sup>(f)</sup> SI (Social Inclusion and Equality); PI (Productivity and Innovation); and EI (Economic Integration).
- <sup>(g)</sup> GE (Gender Equality) 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 **Background.** Located in the Department of Atlántico, the Special, Industrial, and Port District of Barranquilla (hereinafter the District) is Colombia's fourth largest city, with 1,243,000 inhabitants.<sup>1</sup> Its location in the Caribbean coast region and proximity to the Magdalena River have positioned it as a port and trade hub that plays an important role in the globalization of the country's economy. Barranquilla provides over 29% of the gross domestic product (GDP) of Colombia's Caribbean coast region, while the Department of Atlántico accounts for 4.4% of national GDP.<sup>2</sup>
- 1.2 Over the past decade, the District has implemented programs to help improve its residents' quality of life, investing in education, health care, housing, and basic infrastructure. This effort has brought the multidimensional poverty rate down from 37.2% in 2005 to 17.4% in 2018, and the quantitative housing deficit down from 15.2% to 5.1%. It also drove up the number of square meters (m<sup>2</sup>) of green areas, parks, and squares per inhabitant, from 0.86 m<sup>2</sup> in 2011 to 2.25 m<sup>2</sup> in 2019.<sup>3</sup>
- 1.3 With the Barranquilla Development Plan 2020-2030 and the Greater Barranquilla Vision 2050, the District seeks to consolidate this development trajectory by addressing the environmental and social challenges of the city's hydrological structure, exacerbated by the effects of climate change. These challenges include access to community facilities and public spaces, the integration of migrants, environmental pollution, and biodiversity loss. The Barranquilla Development Plan also identifies equitable social investment as one of the city's main challenges, since some populations, such as women, young people, and people with disabilities, still face gaps in access to urban projects like stream channeling and park construction.
- 1.4 Furthermore, Barranquilla is the Colombian city that has taken in the most migrants after Bogotá, which creates the challenge of—and opportunity for—economic and social integration.<sup>4</sup> Notably, 4% of all COVID-19 cases in Colombia were registered in Barranquilla,<sup>5</sup> and the pandemic increased socioeconomic demands and drove down per capita income there by 24.9%.<sup>6</sup> All of these factors are thwarting local development and have shed light on the need to strengthen equitable access to

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<sup>1</sup> Colombia National Administrative Department of Statistics (DANE), 2019.

<sup>2</sup> DANE, 2021.

<sup>3</sup> District of Barranquilla, 2019. On average, Colombian cities have 3.4 m<sup>2</sup> of effective public space per inhabitant (National Planning Department (DNP), National Council on Economic and Social Policy (CONPES) Policy 3,718/2012), consisting of green areas, parks, squares, and plazas. The national recommendation is 15 m<sup>2</sup> per inhabitant (Decree 1,077/2015). This program will contribute to the District's target of reaching 6 m<sup>2</sup> per inhabitant by 2030 (Barranquilla Development Plan 2020-2030).

<sup>4</sup> Since 2015, Colombia has been facing migratory flows from Venezuela, and it is now the leading migrant recipient country in Latin America and the Caribbean. In all, it has taken in over 1.74 million Venezuelan migrants, or 37.4% of the 5.4 million Venezuelans estimated to have left their country.

<sup>5</sup> The [National Institute of Health](#) reported 200,023 cases in Barranquilla as of 14 September 2021.

<sup>6</sup> Fundesarrollo, 2020. [Las finanzas públicas de Barranquilla](#) (Barranquilla public finances).

urban services and quality public spaces while promoting sustainable economic development.<sup>7</sup>

Map 1. Greater Barranquilla Vision 2050



Source: Bjarke Ingels Group, 2021.

- 1.5 **Problem.** The BiodiverCity and Urban Equity Program in Barranquilla identified the main problems to be environmental degradation and the city's weak capacity for social inclusion. These issues result from the urban growth that will be unsustainable in the long term,<sup>8</sup> in terms of the city's physical capacity to withstand the effects of climate change and to provide safe, inclusive services for the population. While this urban growth has led to economic and social development, it has also caused numerous environmental problems, like increasing levels of atmospheric<sup>9</sup> and water pollution, verified by the measurements taken in the León River and the Mallorquín Swamp, whose negative results reflect the inferior to terrible water quality.<sup>10</sup> These issues are exacerbated by the lack of public infrastructure that would make it possible to improve social inclusion indicators and disproportionately affects the most vulnerable populations. Three main causes were identified as contributing to these problems: (i) the unsustainable use of the Mallorquín Swamp; (ii) insufficient venues and centers for social integration; and (iii) sudden, significant migratory flows, together with a lack of programs and strategies for promoting social integration.

<sup>7</sup> In its concept note [Urban Equity in Development](#) (2014), the United Nations defines urban equity to be equality of access to health care, education, and urban public goods in a manner that is fair and just.

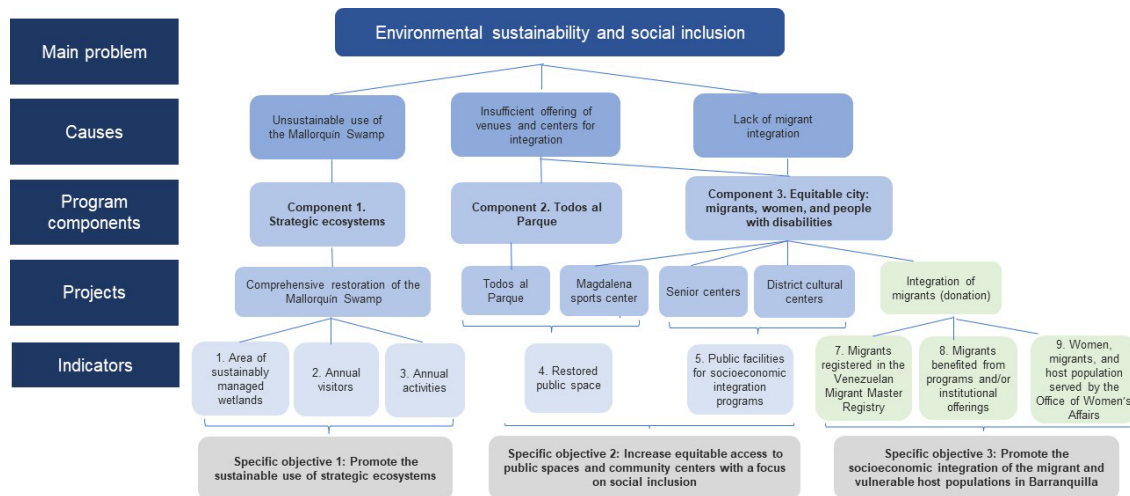
<sup>8</sup> The District of Barranquilla's urbanized area had doubled in the 50 years since 1960, and its population grew from 498,000 in 1964 to 1,274,000 in 2018.

<sup>9</sup> For more details, see [optional link 2](#).

<sup>10</sup> Benavides Barrios, L.J. (2019). Análisis de la influencia de la calidad del agua del arroyo León en la calidad del agua de la ciénaga de Mallorquín (Analysis of the influence of the water quality of the León River in the water quality of the Mallorquín Swamp). (Master's thesis), Universidad del Norte.



**Figure 1. Diagram of the relationship among the problem, causes, components, expected outcomes, indicators, and specific objectives**



Source: Housing and Urban Development Division (CSD/HUD).

- 1.6 **Cause 1.** The Mallorquín Swamp is the Department of Atlántico's most important coastal body of water. It connects directly to the Magdalena River and the Caribbean Sea, and it is where the León River (which receives the city of Barranquilla's wastewater) discharges. It is an urban wetland comprised of 650 hectares of water, 90 hectares of land, and approximately 280 of mangrove forest (on land and in water).<sup>11</sup> On the banks, there are mangrove relicts, along with other tree species from the adjacent tropical dry forest, where various hydrobiological species important for trade and the environment grow and are used by fishers in the sector.<sup>12</sup>
- 1.7 Between 1980 and 2010, 43% of the mangrove forest was lost<sup>13</sup> due to the effects of pollution and informal urban growth on its edges.<sup>14</sup> Over 30% of the 12,000 households in the neighborhoods bordering the swamp—Las Flores and the small town of La Playa—have a qualitative housing shortage and lack public spaces and quality community facilities. In La Playa, there are no formal public spaces; however, 1.6 m<sup>2</sup> per inhabitant of informal public spaces and green

<sup>11</sup> Mangrove forests are home to species in danger of extinction, protect against coastal erosion and flooding, and have the highest carbon storage capacity of all types of forests. See Friess, D.A., D.R. Richards, and V.X.H. Phang. Mangrove Forests Store High Densities of Carbon Across the Tropical Urban Landscape of Singapore. *Urban Ecosystems* 19, 795–810 (2016).

<sup>12</sup> See: Garcés-Ordóñez, O., M. Ríos-Mármol, and J.L. Vivas-Aguas. (2016). Evaluación de la calidad ambiental de los manglares de la Ciénaga de Mallorquín, departamento del Atlántico (Assessment of the environmental quality of the Mallorquín Swamp mangrove forests in the Department of Atlántico). CRA-INVEMAR Agreement 027 of 2015. Final technical report. Santa Marta y Saucedo, W., A. Gómez, and A. Ripoll (2008). Impacto ambiental por el crecimiento poblacional acelerado sobre la Ciénaga de Mallorquín (Environmental impact of faster population growth on the Mallorquín Swamp) (Thesis for major in civil works and project supervision). Corporación Universitaria de la Costa.

<sup>13</sup> In 2014, there were an estimated 880,400 m<sup>2</sup> of mangrove forest in the Mallorquín Swamp. Universidad del Norte, 2021. Systemic Perspectives on Low-Carbon Cities in Colombia: An Integrated Urban Modeling Approach for Policy and Regulatory Analysis.

<sup>14</sup> Op. cit. Garcés-Ordóñez, O., M. Ríos-Mármol, and J.L. Vivas-Aguas. (2016).

infrastructure with the potential for providing this urban service have been identified.<sup>15</sup>

- 1.8 One recent environmental assessment (Garcés-Ordóñez et al., 2016) showed that the factors that have critical environmental impacts on the Mallorquín Swamp mangroves are urban growth and the filling of mangrove forest areas, as they modify natural environmental conditions, with no possibility of recovery. Wastewater dumping and the León River discharges are classified as having severe impacts, since waters with a high organic load and fecal microorganisms degrade the quality of the water, which enters the mangrove forest and floods the soil, and where hydrobiological species important to trade and the environment are found. However, the damage to water quality can be remediated with corrective and protective measures.<sup>16</sup>
- 1.9 The recommendations for correcting this situation include the formulation and implementation of an environmental management plan for the swamp, in order to take action to preserve and recover the mangrove forest, through the following activities: (i) develop actions to recover the deteriorated areas of the mangrove forest; (ii) implement a program to monitor conditions in the mangrove forest; (iii) design and implement campaigns to raise awareness of the importance of the mangrove forest and its ecosystem services; and (iv) implement measures to control and monitor urban growth in La Playa and the Las Flores neighborhood, which is affecting the Mallorquín Swamp and its mangrove forest.
- 1.10 **Cause 2.** In 2011, the following two issues to be addressed in Barranquilla were identified: (i) there were very few green areas and public spaces<sup>17</sup> available for recreation, leisure, and sports; and (ii) the available spaces were not used very much by the population. To address these issues, the District of Barranquilla designed and implemented the *Todos al Parque* (Everyone to the Park) program, as a strategy to restore, activate, and create open green public spaces. It includes: (i) programs to promote sports and recreational development; (ii) preventive health care; and (iii) promotion of economic incentives. Once the restoration is complete and the open public spaces have been implemented, the scope of the social programs, designed to solve diverse problems, can be expanded.
- 1.11 At the city level, the Barranquilla Development Plan calls for investments to obtain 6 m<sup>2</sup> of public spaces per inhabitant by 2023,<sup>18</sup> to further the *Todos al Parque* program, which was initiated in 2011. In 2019, Barranquilla had 2.25 m<sup>2</sup> of public space per inhabitant, consisting of green areas, parks, and squares, as well as recreational and nature trails and conservation zones, among others. On average, Colombian cities have 3.4 m<sup>2</sup> of public space per inhabitant,<sup>19</sup> well below the national recommendation of 15 m<sup>2</sup> per inhabitant.<sup>20</sup> Moreover, the city still lacks

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<sup>15</sup> Universidad del Norte (2021).

<sup>16</sup> Op. cit. Garcés-Ordóñez, O., M. Ríos-Mármol, and J.L. Vivas-Aguas. (2016).

<sup>17</sup> There were 0.86 m<sup>2</sup> of public space available per inhabitant, less than the average in Colombia of 4 m<sup>2</sup> per inhabitant (DNP, 2012).

<sup>18</sup> District of Barranquilla Mayor's Office, 2020. Barranquilla Development Plan 2020-2023.

<sup>19</sup> DNP, 2012. CONPES 3,718 – National Policy on Public Spaces.

<sup>20</sup> Decree 1,077/2015.

community spaces for its social programs (recreation and human and professional development), currently held in schools and private institutions, which are not always available.

- 1.12 The evidence shows that coordinated interventions to recover green areas, parks, and squares play an important role in the accessibility and use of urban public spaces and in biodiversity conservation, encouraging physical activity, benefiting mental health, and promoting the sustainable management of strategic ecosystems.<sup>21</sup> These interventions also provide economic benefits, as the areas become tourist attractions.<sup>22</sup> In terms of investments in community centers, impact assessments show that the courses that are typically given at this type of social facility, such as job training programs for vulnerable young people in Colombia, significantly impact employment and income, especially for women.<sup>23</sup>
- 1.13 **Cause 3.** The centers and institutional offerings facilitate integration and social cohesion activities. Therefore, they are particularly important in migrant host cities. All told, 93,321 migrants from Venezuela live in Barranquilla, equivalent to 7.6% of the District's population, and most plan to stay there.<sup>24</sup> According to the government border control agency, Migración Colombia, neighborhoods where immigrants settle tend to have preexisting deficits and monetary poverty rates exceeding 21%, above those of Bogotá, with 12.6%. Furthermore, insecurity and violence in the District disproportionately affect women, and 44% of women in Barranquilla—over five more percentage points than men—feel unsafe or very unsafe there (DANE, 2019).
- 1.14 The challenges to guaranteeing equitable access to the city's benefits are associated with the irregular status of migrants, lack of knowledge of the available pathways to integration, and the need to expand policies and programs promoting economic integration through the recognition of skills, job training, connections to the formal labor market, and support for entrepreneurial endeavors.<sup>25</sup> The situation is further complicated by the lack of support networks, as most migrant families do not have relatives or acquaintances in Colombia to take them in and provide support during the arrival and adaptation stages. This lack was identified and addressed by the Barranquilla Mayor's Office in 2019 through the creation of the Local Immigrant Integration Center (CILM), as a space the migrant, refugee, and Colombian returnee

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<sup>21</sup> See Palliwoda, J. et al. 2017. "[Human-biodiversity Interactions in Urban Parks: The Species Level Matters.](#)" Landscape and Urban Planning. Vol. 157. pp. 394-406; Liu H., et al. 2017. "[The Relationships Between Urban Parks, Residents' Physical Activity, and Mental Health Benefits: A Case Study from Beijing, China.](#)" Journal of Environmental Management. Vol. 190, pp 223-230.

<sup>22</sup> Majumdar, S. et al. 2011. "[Using Contingent Valuation to Estimate the Willingness of Tourists to Pay for Urban Forests:](#) A study in Savannah, Georgia. Urban Forestry & Urban Greening 10(4), 275-280.

<sup>23</sup> Attanasio, O. et al. 2011. "[Subsidizing Vocational Training for Disadvantaged Youth in Colombia: Evidence from a Randomized Trial.](#)" American Economic Journal: Applied Economics, 3(3): 188-220.

<sup>24</sup> Ministry of Foreign Affairs, 2021. [Distribución de venezolanos en Colombia al 31 de Agosto de 2021](#) (Distribution of Venezuelans in Colombia as of 31 August 2021). DANE, 2021. [Proyecciones de Población a Nivel Municipal Período 2018 – 2035.](#) (Municipal Population Forecasts for 2018-2035).

<sup>25</sup> Venezuela Migration Project, 2021. [Encuesta de calidad de vida e integración de los migrantes venezolanos en Colombia](#) (Quality of Life and Integration Survey of Venezuelan Migrants in Colombia). As a result of the COVID-19 pandemic lockdown measures, 49% of immigrant households saw their living conditions worsen, and 61% experienced difficulties generating income (80%), accessing food (14%), or faced eviction (4%).

populations can turn to for orientation and referrals, and support for accessing procedures and services, which must be strengthened and expanded.

- 1.15 In addition, the District lacks comprehensive strategies for raising the population's awareness of social integration and gender violence issues.<sup>20</sup> In Barranquilla, more than 1,000 persons with disabilities reported having encountered negative attitudes (attitudinal barriers) in their daily activities during 2010 (DANE, 2010). Moreover, around 35% of Colombian women living in Barranquilla reported that they felt unsafe or very unsafe in their neighborhoods or townships (3.4 percentage points higher than for men). The gender gap in the perception of insecurity is larger among Venezuelan migrants—7.5 percentage points higher for women than men. Among the women who felt unsafe, some 11.8% (both Venezuelan migrants and the Colombian host population) indicated that this was because they, their relatives, or their friends, had been victims of violence and sexual aggression (DANE, 2019). In 2021, the Barranquilla Office of Women's Affairs provided services to 998 women victims of violence, of which 110 were migrants. In addition, migrants' irregular status and their lack of knowledge of the pathways to integration are obstacles that, due to the lack of an identity registry, prevent them from exercising their basic civil rights and civic responsibilities. A Bank impact assessment<sup>26</sup> evaluated the effects of the mass regularization of Venezuelan migrants in Colombia, finding that those whose status had been regularized had higher perceived well-being (score of 0.137) than those who had not (0.023); received higher per-hour wages; and were more likely to have formal jobs (10.1% versus 0.2%). Accordingly, regularization processes and pathways for integration and economic inclusion are key to decreasing the vulnerability of the migrant population.
- 1.16 **Opportunities for improvement.** The main recommendations for improvement identified for the District are to: (i) raise awareness of the need to care for the environment through sustainable ecotourism; (ii) increase the number of effective public spaces in the urban area; (iii) create shared use spaces easily accessible to citizens to increase public and private service offerings; (iv) expand access to institutional offerings to promote the social and economic integration of the migrant and vulnerable populations; and (v) protect the population of vulnerable older adults.
- 1.17 **Theory of change.** The Bank's support will focus on: (i) creating forums for government-citizen interaction to promote a culture of participation in and commitment to caring for the environment; (ii) fostering the population's participation in sports and recreational activities, especially citizens with special needs, including persons with disabilities, women, minors, and older adults; (iii) creating forums to promote interaction among community members; (iv) bolstering community participation in cultural activities that help build and strengthen inclusion and the social fabric; (v) expanding regularization, management of Venezuelan migrants' data, and services to form and manage support networks, with an emphasis on and adaptations for migrant women; and (vi) contributing to the socioeconomic and

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<sup>26</sup> "Salir de la sombra, impactos de una regularización masiva en la vida de los migrantes (Out of the shadows: impacts of Mass Regularization on Migrants' Lives)," 2021. Ibáñez, Ortega, and Rodríguez-Chacrut (unpublished).

cultural integration of migrants in the host populations. For details on the vertical logic and theory of change, see ([optional link 2](#)).

- 1.18 **Bank experience in the region.** The Bank has supported the District through the Emerging and Sustainable Cities Initiative, which promotes the development of intermediate-sized cities by crafting action plans to address: (i) environmental sustainability and climate change; (ii) urban sustainability; and (iii) fiscal sustainability and governance. Likewise, the Financiera de Desarrollo Territorial S.A. (FINDETER) executed the US\$100 million Program for Fiscal and Public Investment Expenditure Strengthening in Barranquilla ([3392/OC-CO](#)) from 2015 to 2020, with the objective of improving the District's fiscal and urban sustainability.<sup>27</sup> It was the first individual operation under the Conditional Credit Line for Investment Projects (CCLIP) of the US\$600 million Fiscal and Public Investment Expenditure Strengthening Program for Subnational Entities (operation CO-X1018), through which the Bank provided support for subnational governments in Colombia with multisector investments.<sup>28</sup>
- 1.19 In the region, similar subnational programs have been implemented in Argentina (operation AR-O0005; [4303/OC-AR](#)) with the Autonomous City of Buenos Aires, and in Brazil, under the PROCIDADES mechanism (operation [BR-L1043](#)).<sup>29</sup> Notably, this operation is supported by an investment loan (operation [4934/OC-CO](#)) that will improve the coverage and effectiveness of employment policies benefiting Venezuelan migrants and the national population, as well as by nonreimbursable funds (operations [4935/GR-CO](#) and [GRT/CF-17823-CO](#)). The Bank is also working to support the socio-urban integration of Venezuelan migrants in Colombian cities, including Barranquilla, with nonreimbursable funds (operations [GRT/ER-17925-CO](#); [ATN/JO-17931-CO](#) and [ATN/KK-17960-CO](#)).
- 1.20 **Lessons learned.** The Bank's subnational development strategy emphasizes, on the one hand, the importance of cities in fostering development, and on the other, the complexity of the challenges they face, such as the delivery of services and infrastructure to support economic activity and environmental management.<sup>30</sup> The

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<sup>27</sup> The District of Barranquilla improved its poverty indicators through investments in better housing, public spaces, and basic infrastructure in the city's most vulnerable neighborhoods. In all, the operation improved 10,190 dwellings, paved 104 kilometers of neighborhood roads, built four recreation centers, improved 55 parks, and planted 2,000 trees in the city's mobility corridors. As a beneficiary entity, the District engaged in planning, procurement, financial management, monitoring, and evaluation activities.

<sup>28</sup> For loan 3392/OC-CO, the Office of Evaluation and Oversight (OVE) issued an unsatisfactory compliance rating for specific objective 1, since the target of the indicator proposed for measuring this specific objective, Fiscal Performance Index of Subnational Entities, was not achieved. Specific objective 2 included seven indicators: (i) 2.1 Percent of market value per square meter for property facing new or rehabilitated roads; (ii) 2.2 Percent of market value per square meter for property facing new or improved public spaces; (iii) 2.3 Percent of homes with precarious living conditions; (iv) 2.4 Number of trees planted or replanted; (v) 2.5 Percentage of market value per square meter for property in the public service projects area of influence (\*); (vi) 2.6 Gross coverage rate (transition, basic, and middle); and (vii) 2.7 Persons with access to art schools and cultural and sports centers. For this second specific objective, OVE issued an unsatisfactory rating because there was no evidence of outcomes 2.4 and 2.5; outcomes 2.1, 2.2, 2.6, and 2.7 were not attributable to the program; and only outcome 2.3 was achieved.

<sup>29</sup> From 2007 to 2015, 22 subnational projects were approved in the region (Office of Evaluation and Oversight, 2015). The areas of action included: neighborhood improvements, restoration of degraded or conservation areas, sanitation, transportation, urban mobility, social services, and local economic development.

<sup>30</sup> IDB, 2002. Subnational Development Strategy (document GN-2125-3).

subnational programs in Argentina and Brazil have proven effective in making comprehensive investments when local governments have clear mandates, adequate sources of revenue, efficient institutional structures, transparent governance systems that involve the communities in decision-making, and mechanisms for ensuring project sustainability.

- 1.21 These lessons have been incorporated into the operation through the strengthening of the District achieved with the Emerging and Sustainable Cities Initiative and operation [3392/OC-CO](#), which integrated public planning with the citizens' specific, local needs in the Todos al Parque program (see [optional link 2](#)). The operation ensures development with local identity by recognizing the uses of and best practices in the targeted natural and urban areas, through community participation in environmental conservation, and by providing access to new economic and social possibilities derived from the urban development. With regard to the issue of regularizing the status of the migrant population, it is important to note that knowledge is fundamental to making informed decisions that will help adjust and provide feedback on policies, like the ones derived from implementation of the regularization process through the Temporary Statute of Protection for Venezuelan Migrants (ETPMV).<sup>31</sup> The Bank's impact assessment of the mass regularization in Colombia and program [GRT/ER-17925-CO](#) both stress the need to improve the dissemination of information and mechanisms for curbing xenophobia to enhance the benefits of the regularization process. These lessons were applied in Component 3.
- 1.22 **Strategic alignment.** The operation is consistent with the second Update to the Institutional Strategy 2020-2023 (document AB-3190-2) and is aligned with the development challenge of social inclusion and equality, by improving the quality and sustainability of urban services, expanding the coverage of community facilities and green spaces. It also aligns with the following crosscutting issues: (i) gender equality and diversity, by including actions that target migrant and host population women in plans that promote rights, gender-based violence prevention and care services, and training sessions, to close the integration gaps they experience. The operation also incorporates universal access guidelines into the designs and adaptations of the interventions for persons with disabilities, as well as strategies to foster their social integration; and (ii) climate change and environmental sustainability, by providing support for projects that protect the environment, mitigate and adapt to climate change, and improve management of the city's ecosystems and natural resources. According to the multilateral development banks' joint methodology for tracking climate finance, 81.12% of this operation is considered climate financing. The program also contributes to the Strategy of Sustainable Infrastructure for Competitiveness and Inclusive Growth (document GN-2710-5) by fostering planned, participatory investments. Likewise, it will contribute to the Corporate Results Framework (document GN-2727-12) with: (i) approximately 19,000 beneficiaries of initiatives that support migrants and their host communities; (ii) US\$91,700,000 of investments in resilient and/or low-carbon infrastructure; and (iii) the sustainable improvement of one hectare of wetlands habitat.

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<sup>31</sup> The enactment of the [ETPMV](#) provides the legal mechanism for temporary protection over 10 years of the Venezuelan migrant population in Colombian territory, regardless of migration status.

- 1.23 The operation is also aligned with the Housing and Urban Development Sector Framework Document (document GN-2732-11), insofar as it addresses structural social exclusion by expanding access to safe public spaces for all and identifying local uses thereof. It is likewise consistent with the Migration Action Framework (document GN-3021) and the Labor Sector Framework Document (document GN-2741-12), in that it promotes measures to foster formality and social security in the migrant population. Lastly, the operation aligns with the IDB Group Country Strategy with Colombia 2019-2022 (document GN-2972), by contributing to the strategic objectives of increasing equitable access to quality basic services and reducing barriers to social integration in the crosscutting sector of migrations in the Caribbean region, as well as by addressing the challenge of preserving natural capital in a crosscutting way. It has been included in the 2023 Operational Program Report (document GN-3154-1).

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

- 1.24 The general objective of the operation is to foster equity and urban sustainability in Barranquilla. The specific objectives are to: (i) promote the sustainable use of strategic ecosystems; (ii) increase equitable access to public spaces and community centers with a focus on social inclusion; and (ii) foster the integration of Barranquilla's migrant and vulnerable host populations.
- 1.25 **Component 1. Strategic ecosystems (US\$42 million: IDB).** This component is expected to promote the sustainable use of strategic ecosystems. To do so, it will finance the costs associated with the following activities: (i) construction of the environmental protection barrier works, which will entail stabilizing the shoreline, thus preventing and detaining deforestation of the mangrove ecosystem as an adaptation mechanism against the risks of climate change. Shoreline stabilization activities will implement, to the extent possible, nature-based and ecosystem-based solutions, the strengthening of conservation and preservation of the mangrove ecosystem;<sup>32</sup> and (ii) preparation of the structure and works<sup>33</sup> of the Mallorquín Swamp Ecopark,<sup>34</sup> based on the design of urban and landscaping elements that address the problems of pollution and urban sprawl.
- 1.26 **Component 2. Todos al Parque (US\$49.7 million: IDB).** This component is expected to increase equitable access to eco-efficient public spaces and

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<sup>32</sup> The program will continue the participatory process of ecologically restoring the mangrove forests, which is currently in execution under the Guidelines for Mangrove Forest Restoration included in Resolution 1,263 of 2018, issued by the Ministry of the Environment and Sustainable Development, through replanting actions and monitoring the community structure of the mangrove forest carried out previously. At present, there are 11 mangrove plantation monitoring plots and 7 mangrove community structure monitoring plots. In order for the restoration process to be successful in the medium and long term, mangrove ecosystem tensors must either be minimized or eradicated. It is therefore crucial to decrease and eradicate deforestation in the Mallorquín Swamp and to neutralize criminal activities associated with filling in these wetlands.

<sup>33</sup> The proposal entails six spatial and land-use characteristics in districts that border the swamp: District UF1; District UF2; District UF3; District UF4; the Las Flores Protection District; and the Tamar District. The planned works include a natural pool, wharfs for nautical activities, restaurants, footpaths, bike trails, areas for events, and others.

<sup>34</sup> The ecopark's construction is part of a passive ecotourism solution that seeks to generate contemplation activities in these wetlands and its ecosystem, bring visibility to the natural heritage of the Mallorquín Swamp and its surroundings, reestablish the bonds between residents and the natural dynamics of the shoreline, and provide the city with new public spaces. Functional units 1 and 2 are currently in execution.



community centers with a focus on social inclusion,<sup>35</sup> in the urban area of the District. To achieve this outcome, the component will finance the costs associated with: (i) works to create spaces in parks designed together with the community; and (ii) works to restore parks and recreation areas. These works will include climate change adaptation, gender perspective, and universal design criteria.

- 1.27 **Component 3. Equitable city: migrants, women, and people with disabilities (US\$14.1 million: IDB US\$8.3 million; AECID grant US\$5.8 million).** This component will promote the integration of and access to institutional offerings of social and economic inclusion services for the migrant and vulnerable host populations in Barranquilla. It includes low-carbon, climate-resilient recreational infrastructure, as well as social inclusion and socioeconomic integration programs for vulnerable groups, e.g. migrants, women, persons with disabilities. To that end, it will finance the costs associated with the: (i) design, construction, adaptation, and operation of multifunctional community centers, prioritizing young people, women, older adults, and the migrant population; and (ii) development of low-carbon, climate-resilient recreational infrastructure, to include the design, construction, and recovery of parks, squares, green areas, and public spaces, according to guidelines to ensure universal access for people with disabilities.
- 1.28 With the resources of the AECID grant, Component 3 will finance the costs associated with support, investment, and operating activities for assisted online and biometric attendance, through activities promoted by the District; the Local Immigrant Integration Center; and the local metropolitan, southwest, southeast, and historic center-north local mayor's offices. Component 3 will finance activities associated with the adaptation and launch of a new Local Immigrant Integration Center as an intercultural venue for integrating the migrant population, with inclusive spaces and social services associated with migrant protection and regularization, to strengthen the pathways for integration as well as support migrant-host community networks. The component will also finance the equipment and staff needed for the center to gather field data and help guide migrants through the regularization process. The activities designed to serve the migrant and vulnerable host populations include but are not limited to: payment of school and child development center costs for children and adolescents in this target population, for example educational support classes for schooled and unschooled migrant and refugee children and child-friendly safe spaces for migrant and refugee children, to create the pedagogical conditions necessary for a safe environment conducive to fostering coping skills and resilience to the critical events that could affect children and adolescents to any extent; and payment of the expenses involved in general medicine health events, oral health preventive care events, deworming and vaccination events, fluoridation, prenatal care, and family planning. The component will also finance the: (i) development of programs that promote inclusion of the migrant and vulnerable populations in the labor market, for example, implementation of job skills certifications and job placement programs through the employability and productive development pathways, and offering of

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<sup>35</sup> The ecoefficiency of the design-build of the two community centers and the Local Immigrant Integration Center will be certified through the International Finance Corporation's Excellence in Design for Greater Efficiencies (EDGE) program.



field modalities, through the Barranquilla Opportunities Center<sup>36</sup> and other agencies; women's care needs and the employment gender gap will also be addressed;<sup>37</sup> (ii) expansion of job training offerings to train young people ages 15 to 30 in traditional trades, to be determined by the demand for income-generation opportunities;<sup>38</sup> and (iii) strengthening of programs and projects of the Office of Women's Affairs, Equity, and Gender that promote services for migrant and host population women, designed to bolster their participation in society (in the economic, political, and social spheres), guarantee their rights, and prevent gender-based violence. The component will finance childcare services designed to support and complement the work of the Barranquilla Opportunities Center's employability and productive development pathways, with the aim of expanding access to opportunities for migrant and host population women caregivers. The component will also finance programs and projects of the Office of Women's Affairs, Equity, and Gender that bolster services for migrant and host population women, promote their participation in society, work to guarantee their rights, prevent violence against women, expand women's participation and elevate their skills in the economic, political, and social spheres, and encourage the construction of city mechanisms that will make it possible to eradicate all forms of discrimination, and manage support networks, together with external sessions<sup>39</sup> offered by institutions and coordinated with the Office of the Secretary of Health, among others (see [optional link 3](#)).

- 1.29 **Beneficiaries.** Due to the universal scope of some interventions, the program will directly benefit the entire Barranquilla population. For Component 1, 524,000 annual visits per year are anticipated through year-end 2023. For Component 2, the total target for Barranquilla is to restore 100% of the parks (138 existing parks, squares, and green areas restored and 10 new parks built), which will benefit the entire city population. Component 3 will benefit the approximately 19,000 beneficiaries of the initiatives to support migrants and their host communities.

### C. Key results indicators

- 1.30 The program's outcomes will be measured through specific indicators, including: (i) promote the sustainable use of strategic ecosystems; (ii) increase the coverage of services offered by community centers and effective access to public spaces; and (iii) foster the integration of Barranquilla's migrant population (see [optional](#)

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<sup>36</sup> The purpose of the Office of Inclusion and Productive Development's Opportunities Center, under the District Department for Economic Development, is to spearhead the generation of employment opportunities and productive inclusion by strengthening individual skills and providing psychosocial support.

<sup>37</sup> This activity will support women through childcare and a system for onsite services to reach more migrants and will also be coordinated with the National Learning Service.

<sup>38</sup> This complements the Socio-urban Integration of Migrants in Colombian Cities Program (operation CO-G1015; [GRT/ER-17925-CO](#)), in which the Ministry of Culture will establish Barranquilla's first workshop school. At the end of the training cycle, the graduates of the workshop schools will become entrepreneurs who have completed a comprehensive training program and understand that cultural assets are a source of local development. Training opportunities have been identified for carnival work, sewing, metalworking, costume jewelry work, among others.

<sup>39</sup> This is the provision of outpatient health services, including promotion and preventive care, support, diagnostics, and low-complementary therapeutic care at non-medical physical infrastructure or mobile units.

[link 3](#)). More details on the indicators and their values are presented in Annex II ([results matrix](#)) and in the [monitoring and evaluation plan](#).

1.31 Disbursement-linked outcome indicators are presented in the following table:

**Table 1. Outcome indicators\***

Outcome indicators	Unit of measure	Target				Total
		Year 1 (2023)	Year 2 (2024)	Year 3 (2025)	Year 4 (2026)	
Component 1. Strategic ecosystems						
Indicator 1: Wetland area sustainably managed for conservation and climate-change adaptation in the Mallorquín Swamp	Hectares	60	170	50	21	301
Component 2. Todos al Parque						
Indicator 2: New or restored public space in Barranquilla	Square meters	50,000	50,000	10,000	–	110,000
Component 3. Equitable city						
Indicator 3: Public facilities with universal access designs, intended for socioeconomic integration programs	Square meters	–	200	200	–	400
Outcome indicators linked to the grant disbursements						
Indicator 6: Migrants assisted with biometric preregistration and registration through the Venezuelan Migrant Single Registry system <sup>40</sup>	Percentage	–	65%	75%	–	75%
Outcome indicators linked to the grant disbursements						
Indicator 7: Number of persons served by District initiatives targeting the migrant population and vulnerable host communities (social, protection, and labor and cultural inclusion programs)	Number of persons	–	7,245	11,755	–	19,000
Indicator 8: Number of women migrants and women members of the host population served by the Office of Women’s Affairs, Equity, and Gender	Number of persons	–	1,800	2,800	–	4,600

\* The fulfillment of results indicator targets will be verified by the independent entity responsible for verifying results, in accordance with the terms of reference agreed on with the District.

1.32 **Cost-benefit analysis.** A cost-benefit analysis of the program components was performed. The primary benefits in the cost-benefit analysis were savings in operation and maintenance costs, the willingness to pay for community center services, and the increase in property values near the restored parks

<sup>40</sup> A universe of 93,321 migrants from Venezuela is taken as a reference, according to a 2021 report of the Ministry of Foreign Affairs. [Distribución de venezolanos en Colombia al 31 de agosto de 2021](#) (Distribution of Venezuelans in Colombia as of 31 August 2021).

(Components 2 and 3); as well as the consumer surplus for Ecopark visitors (Component 1). The economic internal rate of return calculated in the cost-benefit analysis was over 12%. The sensitivity analyses, performed for all components, show that even when key variables are changed, the results remain stable (see [optional link 1](#)).

## II. FINANCING STRUCTURE AND MAIN RISKS

### A. Financing instruments

- 2.1 **Disbursement amounts and timetable.** The program was designed as a results-based operation for US\$106,125,800, to be financed through a loan based on results (LBR) of up to US\$100 million from the Bank's Ordinary Capital resources, and an investment grant of €5,000,000<sup>41</sup> (US\$6,125,800) from the Kingdom of Spain through the Spanish Agency for International Development Cooperation (AECID), allocated to stepping up the efforts to serve migrants from Venezuela and the Colombian host communities.
- 2.2 The AECID grant is already under IDB management and will be available once AECID and the Bank sign the respective administration agreement. The funds are received through a project specific grant (PSG), which the Bank will administer in accordance with the Report on COFABS, Ad-Hocs and CLFGS and a Proposal to Unify them as Project Specific Grants (PSGs) (document SC-114). The Bank will charge an administration fee of 5% of the contribution (US\$306,290), which will be deducted from the AECID grant resources, meaning US\$5,819,510 will be available for the program. The IDB Board of Executive Directors is asked to ensure that the funds from the administration fee are distributed among the Bank departments that will support the operation's implementation, to cover the costs incurred in its preparation and execution.

**Table 2. LBR budget by component and source of financing (US\$ millions)**

Components	IDB	Grant (AECID)	Total	%
Component 1. Strategic ecosystems	42	0	42	39.7
Component 2. Todos al Parque	49.7	0	49.7	47.0
Component 3. Equitable city: migrants, women, and people with disabilities	8.3	5.8	14.1	13.3
<b>Program total</b>	<b>100</b>	<b>5.8</b>	<b>105.8</b>	<b>100</b>
Administration fee (AECID grant)	0	0.3	0.3	0
<b>Total resources</b>	<b>100</b>	<b>6.1</b>	<b>106.1</b>	<b>100</b>

<sup>41</sup> Spot rate: 1.22516 (February 2018).

**Table 3. Program disbursement schedule (US\$ millions)\***

Source	Total	Year 1 (2023)	Year 2 (2024)	Year 3 (2025)	Year 4 (2026)
IDB	100	33.39	50.22	13.46	2.93
AECID	5.8	–	2.63	3.17	–
<b>Total</b>	105.8	33.39	52.85	16.63	2.93
%	100	31.7	50	15	3

\* Disbursement projections are based on planned activities, work packages, and works that the District is in the process of executing. These are associated with program results and will be recorded as of the project profile approval date (June 2021) of this program.

- 2.3 Rationale for the LBR.** The program is a combination of an investment loan and nonreimbursable resources, and its objective is to help foster equity and urban sustainability in Barranquilla through a District multiyear program currently in execution, whose expenditure framework will receive financing to finance specific projects that will promote the sustainable use of strategic ecosystems, enhance equitable access to public spaces and community centers with a focus on social inclusion, and promote the integration of migrants and the vulnerable population in Barranquilla. The instrument is the most appropriate, since the process of obtaining results will strengthen institutional capacity with the aim of promoting the use of national systems and accountability. In this way, efficiency will be promoted in the implementation of the programs in question and incentives will be offered to achieve and sustain the results. Lastly, partnerships are being promoted to optimize development effectiveness, coordination, and collaboration with donors, such as the AECID, in this particular case. The proposed program also meets the requirements of an LBR, as per the Proposal to Establish the Bank's Sovereign-guaranteed Loan Based on Results (document GN-2869-1) and its Guidelines for Processing Loans Based on Results (document GN-2869-3), since it will: (i) provide support to help an existing Barranquilla municipal government program deliver results by financing its expenditure framework; (ii) improve public sector governance and management, since Component 1 "Strategic ecosystems" includes multiple environmental, social, tourism, and governance interventions, and will establish forums for local government and citizen interaction; and (iii) promote the use of the executing agency's fiduciary systems, which, in this case of the District, were duly validated for use.

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

- 2.4** Inasmuch as the program (individual operation) is being financed by an LBR, Colombia's socioenvironmental management systems will be applied during execution. Pursuant to Directive B.16 of the IDB Environment and Safeguards Compliance Policy (Operational Policy OP-703), an equivalency and acceptability analysis has been conducted on the country systems with regard to the IDB environmental and social safeguards (see [optional link 6](#)) and an action plan has been prepared with measures to narrow the identified gaps and appropriately manage the program's socioenvironmental risks and impacts.
- 2.5** The most significant shortfalls concern the executing agency's lack of experience executing IDB-financed operations, which means its institutional capacity for

managing environmental and social risks is potentially limited and the program may affect critical natural areas. Furthermore, the limited participation of the interested/affected parties, and the way complaints are managed, have been identified as a social management shortfall. The mitigation measures proposed for these issues include holding training sessions to tackle the mismatches between safeguards and country systems, assessing if there are critical natural areas in project impact zones and applying the respective mitigation measures, as well as developing and strengthening plans for citizen participation and establishing a mechanism for managing complaints and claims.

### **C. Fiduciary risks**

- 2.6 The Bank has determined that country financial management systems and the Colombian national public procurement system may be used for the LBR. The results of the various assessments show that Barranquilla's fiduciary management capacity is adequate.

### **D. Other risks and key issues**

- 2.7 The Institutional Capacity Analysis Platform (ICAP) was used to analyze the District's institutional capacity, confirming that the program's global risk classification as medium-low. However, the following risks were identified: (i) if executing agency staff do not have enough time to dedicate to the program, there could be delays in the preparation of reports, resulting in delays in the execution of the LBR disbursement schedule as planned; and (ii) changes in municipal authorities. The following arrangements were agreed on to mitigate these risks: (i) a Program Coordination Unit (PCU) will be created and its members contracted; and (ii) coordination meetings will be planned with the new authorities, with the support of other relevant cooperation agencies present in the area (e.g., AECID, USAID, OIM, and ACNIR) to underscore the importance and relevance of support, for their corresponding approval and prioritization.

## **III. IMPLEMENTATION AND MANAGEMENT PLAN**

### **A. Summary of implementation arrangements**

- 3.1 **Borrower and executing agency.** Considering the District's institutional capacity and the success of program [3392/OC-CO](#), a subnational operation is proposed, with the District as borrower and executing agency. The Republic of Colombia will guarantee the payment obligations (see [optional link 7](#)). A PCU will be formed and will report to the Special Projects Department in the Office of the District Mayor. It will be responsible for ensuring efficient management of the projects financed under the operation, and will pay special attention to planning and monitoring, and financial, procurement, quality, and risk management.
- 3.2 The PCU will also be institutionally allotted a full-time infrastructure expert, with the primary role of handling the technical coordination of the infrastructure projects, including preparation of the terms of reference and technical specifications with the respective District institutions, and the technicians participating in each project. The operation will also finance a part-time specialist in national planning and

monitoring and a legal advisor. The planning and monitoring specialist will ensure the outputs are correctly included in the institutional planning in the country systems and in the reports requested by the Bank, and will coordinate annual planning with the fiduciary specialists. The legal advisor will provide legal counsel on any activity that could give rise to the PCU's legal responsibility.

- 3.3 **Special contractual conditions precedent to the first disbursement of the loan proceeds. The executing agency will submit, to the Bank's satisfaction, evidence of the following: (i) the approval and entry into effect of the program Operating Regulations (see [optional link 5](#)), in the terms previously agreed upon with the Bank, which will provide detailed guidelines on program operation and coordination; and (ii) creation of the PCU and appointment of the specialists exclusively responsible for program management and coordination, including environmental specialists, pursuant to the profiles included in the program Operating Regulations, for timely execution (paragraph 3.8).** See also paragraph 3.7. These conditions are fundamental in order for the proper execution team to be on board when program execution is launched. For other special conditions precedent to the first disbursement associated with the safeguard policies, see ([required link 3](#)).
- 3.4 **Disbursements.** A total of four disbursements are planned. They will be made during the four years allotted for program implementation, once fulfillment of the targets set forth for each of the six indicators has been verified (see Annex II, Results Matrix and [optional link 9](#)).<sup>42</sup> An independent entity responsible for verifying results will verify the fulfillment of targets, and will: (i) issue a technical opinion on the accuracy, reliability, and consistency of the information on the outcomes; and (ii) determine the value of the outcome indicators established in each disbursement tranche, performing the calculations for cases without automatic independent reports. The grant funds will be disbursed in accordance with corresponding results indicators, as described in Annex II. The Bank will give its no objection to the terms of reference for contracting the independent entity responsible for verifying results, in accordance with the program Operating Regulations. Each disbursement will be subject to this independent verification, pursuant to the Guidelines to Process the Bank's Sovereign Guaranteed Loan Based on Results (document GN-2869-3).
- 3.5 Disbursements will be processed according to the following steps: (i) the PCU will submit a progress report on program execution and the outcome indicators linked to disbursement mentioned in the previous paragraph; (ii) the PCU will send this report out for verification by the independent entity responsible for verifying results, which will analyze fulfillment based on the protocols set forth in the monitoring and evaluation plan (see [required link 2](#)); (iii) the independent entity responsible for verifying results will confirm fulfillment of the outcomes in accordance with the objectives mentioned in the foregoing paragraph and by the deadlines agreed upon in the terms of reference; and (iv) once fulfillment of the disbursement outcomes has been verified, the PCU will send the respective disbursement

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<sup>42</sup> The disbursement period was defined on the basis of detailed planning of outputs and outcomes. An indicative analysis of planning and detailed and specific costs of outputs and expenses associated with the intermediate outputs and outcomes necessary to achieve the final results can be consulted in [optional link 9](#).



request to the Bank. The Bank will make the disbursements in the account indicated by the borrower, when and only if the external verification establishes that the targets set forth in the respective indicators have been met or surpassed. If they have not, the disbursement amount may be reduced proportionately. Undisbursed balances may be reprogrammed for future disbursements.

- 3.6 **Initial disbursement for achieving outcomes, charged to the loan and grant proceeds.** Upon compliance with the contractual conditions precedent to the first disbursement, the borrower and beneficiary will have the option of requesting an initial disbursement of up to 15% of the loan amount and up to 15% of the grant amount, as allowed under the LBR instrument policy (document GN-2869-3) to finance activities necessary for achieving the most immediate outcomes of the three components as well as program administration and evaluation expenses. These loan and grant amounts will be deducted from the amounts to be disbursed in the first portion of the loan and the grant.
- 3.7 **External verification of results.** A specialized firm or individual consultant independent from the Bank and the beneficiary will act as the external evaluator, and will verify the fulfillment of disbursement-linked outcome indicators. Prior to each disbursement request, the beneficiary will submit an outcome-verification report to the Bank. The external verification of the attainment of outcomes will have two primary aims: (i) the issuance of a technical opinion on the accuracy, reliability, and consistency of the data on the outcomes; and (ii) a determination is to be made regarding of the value of the outcome indicators established for each disbursement tranche, performing the calculations for cases without automatic independent reports. The firm will have experience in project evaluation and monitoring, managing outcome indicators, and evaluating the trustworthiness of the sources of information and production methods. The firm will be contracted under the terms of reference previously agreed upon with the Bank and pursuant to the Bank's Policies for the selection and contracting of consultants financed by the Inter-American Development Bank (document GN-2350-15). **A special contractual condition precedent to the first disbursement of the loan will be the submission of terms of reference for contracting the consulting services of the independent entity responsible for verifying results,** and each disbursement will be subject to independent verification of outcomes.
- 3.8 **Program Operating Regulations.** The program Operating Regulations will establish mechanisms for executing the operation, such as the: (i) program's organizational system; (ii) technical and operational arrangements for execution; (iii) plan for programming, monitoring, and evaluating results; and (iv) detailed description of the outcome indicators and verification protocols. The program Operating Regulations (see [optional link 5](#)) include the criteria for external verification of program outcomes.
- 3.9 **Exceptions to Bank policies.** The Board of Executive Directors is asked to approve a partial waiver of the Bank Policy on Guarantees Required from the Borrower (Operational Policy OP-303), so that the Republic of Colombia will guarantee only the loan payment obligations, including interest and fees, but not the obligations of the local counterpart or the affirmative covenant. This request is consistent with the provisions set forth in Decree 2,681 and Article 40 of Law 80 of the Republic of Colombia, which include, among other items, the precedent for the

same waiver in operations approved under the CCLIP for Productive Business Financing (CO-O0004, 4939/OC-CO, 5169/TC-CO, and 5459/OC-CO), and the operations approved under the CCLIP for Financing Investment Projects, Productive Restructuring, and Export Development (CO-X1007).

- 3.10 **Financing of previously achieved outcomes with the loan and grant proceeds.** The program is expected to finance (retroactive financing charged against the loan proceeds) for up to US\$15 million (15% of the loan amount) for outcomes achieved prior to the loan eligibility date, which will be subject to an external evaluation by and independent verifier. The retroactive financing will apply to outcomes achieved between the project profile approval date (8 June 2021) and the loan eligibility date.<sup>43</sup> The Bank may, in the same way and under the same conditions, recognize up to 10% of the grant amount for outcomes achieved previously under indicators 6, 7, and 8, provided their expenses are eligible under the program. These amounts will be deducted from the amounts to be disbursed in the first loan and grant tranches.
- 3.11 The combined amount to be disbursed for the initial disbursement and retroactive financing will not exceed 30% of the total amount or the loan or that of the nonreimbursable financing agreement, in accordance with paragraph 5.25 of the LBR policy (document GN-2869-10). The amount to be disbursed for outcomes achieved prior to the loan eligibility date, equivalent to US\$15 million (15% of the loan amount) and US\$612,580 (10% of the grant amount), as well as the initial disbursement equivalent to US\$15 million (15% of the loan amount) and 20% of the amount of the nonreimbursable financing will be associated with the following disbursement-linked indicators: 1; 2; 3; 6; 7; and 8, and will primarily finance, between the two, the following outputs: (i) works built to improve the strategic ecosystems of the Mallorquín Swamp built; (ii) public spaces improved; (iii) public facilities built and/or improved; (iv) supervision of works and execution of interventions; and (v) social and economic integration programs for migrants. For more details, see optional link [optional link 9](#) and [optional link 3](#).
- 3.12 **Audit.** The program's external audit will be carried out by a Bank-eligible independent audit firm, to be contracted with the loan proceeds, and according to the terms of reference agreed upon by the parties. A report on the program's audited financial statements will be submitted to the Bank annually, within 120 days following the close of the executing agency's fiscal year. The final report of the audited financial statements will be submitted to the Bank within 120 days following the contractual date of the final disbursement.

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<sup>43</sup> On 5 November 2020, the Bank approved technical cooperation project CO-T1592, "Support for Natural and Cultural Capital Projects in Barranquilla." This project included resources to finance the design of an ecopark in the Mallorquín Swamp and its neighboring communities together with complementary studies to ensure its integral development. Barranquilla also received resources from technical cooperation project CO-G1029, "Adding Value to Mangrove Forest Conservation in Coastal City Systems" (in execution since 21 October 2021), which is financing, *inter alia*, governance plans, public-private management models, and environmental recovery.



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

- 3.13 **Monitoring arrangements.** The executing agency and the Bank have agreed upon a protocol for verifying each disbursement-linked indicator in Annex II, which defines the indicators, fulfillment values, deadline, and sources, semiannual progress reports, and supervision visits. The borrower will submit a monitoring report to the IDB no later than 60 days after the end of each six-month period. More details are available in the monitoring and evaluation plan (see [required link 2](#)).
- 3.14 **Arrangements for evaluating results.** The monitoring and evaluation plan (see [required link 2](#)) for the expected results provides for the use of reflexive quantitative and qualitative measures, as well as an ex post cost-benefit assessment to determine the program's effectiveness and efficiency in a final results evaluation, which will serve as an input for the project completion report. If the Bank considers it necessary, the borrower will submit a midterm evaluation of the program 90 days after the date on which 50% of the loan proceeds have been disbursed or half of the time has elapsed, to: (i) verify the results achieved; (ii) gauge if the expected but as yet unachieved results will be achieved; and (iii) review if the process, methodology, and party responsible for collecting information for the final evaluation remain relevant, and adjust if necessary.

Development Effectiveness Matrix		
Summary CO-L1269 / CO-G1033		
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	
CRF Level 2 Indicators: IDB Group Contributions to Development Results	-Beneficiaries of initiatives that support migrants and their host communities (#) -Habitat that is sustainably managed applying ecosystem-based approaches (ha)	
2. Country Development Objectives		
Country Strategy Results Matrix	GN-2972	acceso equitativo a servicios básicos de calidad
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		10.0
3.1 Program Diagnosis		2.5
3.2 Proposed Interventions or Solutions		3.5
3.3 Results Matrix Quality		4.0
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		9.0
5.1 Monitoring Mechanisms		3.4
5.2 Evaluation Plan		5.5
III. Risks & Mitigation Monitoring Matrix		
Overall risks rate = magnitude of risks*likelihood		Medium Low
Environmental & social risk classification		B.13
IV. IDB's Role - Additionality		
The project relies on the use of country systems		
Fiduciary (VPC/FMP Criteria)	Yes	Financial Management: Budget, Treasury, Accounting and Reporting.  Procurement: Information System, Price Comparison, Contracting Individual Consultant, National Public Bidding.
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	Yes	CO-T1627

This project corresponds to a loan aimed at contributing to equity and urban sustainability in Barranquilla, through the construction of an eco-park, the construction and recovery of parks, as well as the construction of multifunctional community centers, prioritizing youth, women, older adults and the migrant population. The project involves financing of US\$100 million of ordinary capital from the IDB (CO-L1269) and US\$6,125,800 of financing from the Spanish Agency for International Development Cooperation- AECID (PSG CO-G1033), with a Results-Based Loan.

The specific objectives of the project are: (i) promote the sustainable use of strategic ecosystems; (ii) increase equitable access to public spaces and community centers with a social inclusion approach; and (iii) promote the integration of the migrant population and the vulnerable host population in Barranquilla. The diagnosis is adequate and well documented by international evidence, highlighting the specific problems of the City of Barranquilla. The main problem is the process of environmental degradation and the weak capacity for social inclusion. This is due to the unsustainable growth of the city, both in terms of its capacity to face the effects of climate change and in terms of providing safe and inclusive services to its population. The diagnosis in turn considers the effect of recent migratory flows. The results matrix is consistent with the vertical logic of the operation and presents impact and result indicators that are reasonable, well specified, and adequate to measure the achievement of the specific objectives. Results indicators for disbursement have been identified. Although the verification protocols for the latter are not defined, it is established as a condition precedent to the first disbursement to have contracted independent verification, which implies having defined the verification protocol. The assessment plan does not include an attribution assessment.

The economic analysis includes a cost-benefit evaluation for each of the components, delivering in all cases a return of more than 12%. The project has received a medium-low global risk rating. Appropriate and monitorable mitigation or escalation measures have been proposed throughout the project.

## RESULTS MATRIX

<b>PROGRAM OBJECTIVE:</b>	The program's specific objectives are to: (i) promote the sustainable use of strategic ecosystems; (ii) increase equitable access to public spaces and community centers with a focus on social inclusion; and (iii) foster the integration of Barranquilla's migrant and vulnerable host populations. Achievement of these objectives will contribute to the general objective of fostering equity and urban sustainability in Barranquilla.
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### GENERAL DEVELOPMENT OBJECTIVE

Indicator		Unit of measure	Baseline	Expected year of achievement	Target	Means of verification	Comments
General development objective: Foster equity and urban sustainability in Barranquilla							
Indicator 1	Colombia Regional Tourism Competitiveness Index (ICTRC) for Barranquilla	Index	6.41 (2019)	2027	7.15	ICTRC report Source: Colombian Tourism and Hotel Association (COTELCO) Responsible: Executing agency	The development objective will not be observed during the life of the program
Indicator 2	City Competitiveness Index for Barranquilla	Index	6 (2021)	2026	6.5	National Competitiveness Report Information source: Private Competitiveness Council Responsible: Executing agency	The development objective will be observed during the life of the program

### SPECIFIC DEVELOPMENT OBJECTIVES

Indicator	Unit of measure	Baseline (2021)	Year 1 (2023)	Year 2 (2024)	Year 3 (2025)	End of program (2026)	Means of verification	Disbursement indicator (yes/no)	Comments
<b>Specific objective 1: Promote the sustainable use of strategic ecosystems</b>									
<b>Indicator 1:</b> Wetland area sustainably managed for conservation and climate-change adaptation in the Mallorquín Swamp	Hectares	0	60	170	50	21	Annual monitoring report Source: measurements taken by Barranquilla Verde,	Yes	An ecosystems-based approach that allows for recreational uses will be used for management. Sustainable management means following a strategy for the integrated management of land, bodies of water, and living resources that promotes conservation and sustainable

Indicator	Unit of measure	Baseline (2021)	Year 1 (2023)	Year 2 (2024)	Year 3 (2025)	End of program (2026)	Means of verification	Disbursement indicator (yes/no)	Comments
							environmental authority Responsible: Program Coordination Unit (PCU)		use in an equitable way (Convention on Biological Diversity, 2004). This outcome is expected to be achieved through construction of the Ecopark (output 2.1). This is an outcome indicator because it takes into account the sustainable management of the wetlands generated by the Ecopark project.
<b>Indicator 2:</b> Annual visitors to the Mallorquín Swamp Ecopark	# of persons	0	-	-	524,000	524,000	Annual monitoring report Source: administrative company measurements Responsible: PCU	No	In 2021, the District Planning Department estimated the number of annual visits based on past data from the boardwalk area (average of 1.5-2 million visitors per year) and demand surveys of Barranquilla visitors and tourists. The data will be collected through counts and monitoring points at the Ecopark entrances.
<b>Specific objective 2: Increase equitable access to public spaces and community centers with a focus on social inclusion</b>									
<b>Indicator 3:</b> New or restored public space in Barranquilla	Square meters	0	50,000	50,000	10,000	110,000	Annual monitoring report Information source: Planning Department calculations with inputs from the Department of Urban Control and Public Space Responsible: PCU	Yes	This refers to permanent public space, made up of green areas, parks, squares, and plazas, as well as recreational and nature trails, and environmental protection zones. The plan is to restore 28 parks. The public space includes universal access designs for people with disabilities, reviewed with Puerta de Oro. At a minimum, 62% of the public space will be green areas.
<b>Indicator 4:</b> Public facilities with universal access designs, intended for socio-economic integration programs	Square meters	0	-	200	200	400	Work delivery report Responsible: PCU	Yes	The facilities will include universal access designs for people with disabilities reviewed by experts and persons with disabilities. The buildings will receive Level 1 EDGE building certification, meaning they use 20% less energy and water in operation and 20% less energy over the lifecycle of the materials.
<b>Indicator 5:</b> Households that have a public space with	Quality public spaces	100	-	-	102	102	Report produced by the Planning Department	No	The District Planning Department periodically makes georeferenced estimates of city blocks to verify which

Indicator	Unit of measure	Baseline (2021)	Year 1 (2023)	Year 2 (2024)	Year 3 (2025)	End of program (2026)	Means of verification	Disbursement indicator (yes/no)	Comments
minimum quality standards less than eight minutes away	availability index						Information source: Planning Department calculations with inputs from the Department of Urban Control and Public Space Responsible: PCU		ones are between 300 and 800 meters away from a park, boulevard, or green area. The minimum quality criteria will be defined based on the Journal of Public Space (Praliya and Garg, 2019). The index will be the percentage of parks that meet the standards at baseline (the initial value of the index will be measured at the kickoff workshop and will go up by 2%). The target is conservative, in line with the magnitude of the program investment.
<b>Specific objective 3: Foster the integration of the migrant and vulnerable host populations in Barranquilla</b>									
<b>Indicator 6:</b> Migrants assisted with biometric preregistration and registration through the Venezuelan Migrant Single Registry (RUMV) system	%	50	–	65	75	75	RUMV annual report Source: Migración Colombia	Yes	This indicator will measure the number of Venezuelan migrants assisted with biometric preregistration and registration, after approval of the Temporary Statute of Protection for Venezuelan Migrants (ETPMV) (March 2021). The target is calculated by dividing the number of Venezuelan migrants registered by the total number of Venezuelan migrants in Barranquilla.
<b>Indicator 7:</b> Number of persons served by District initiatives targeting the migrant population and the vulnerable host communities (social, protection, and labor and cultural inclusion programs)	# of persons	0	–	7,245	11,755	19,000	Annual monitoring report Source: Report of the Ministry of Government / Local Immigrant Integration Center	Yes	Contributes to the Corporate Results Framework indicator “Beneficiaries of initiatives that support migrants and their host communities.” To be broken down by population and gender. The initiatives are specified in the Annex <a href="#">(optional link 3)</a> .
<b>Indicator 8:</b> Number of women migrants and women members of the host population served by the Office of Women’s Affairs, Equity, and Gender	# of persons	0	–	1,800	2,800	4,600	Annual monitoring report Source: Report of the Ministry of Government / Local Immigrant Integration Center	No	This indicator will measure the number of beneficiaries of activities that promote training and assistance on sexual and reproductive health issues, from January to December every year. These services will be provided through the Local Immigrant Integration Center, itinerant activities in coordination with various District departments, such as health, education, and the Office of Women’s Affairs, Gender, and Equity.

### DISBURSEMENT INDICATORS MATRIX

Indicator		Year 1 (2023)		Year 2 (2024)		Year 3 (2024)		Year 4 (2026)		End of program	
	Baseline	Target	Associated amount (US\$ millions)	Target	Associated amount (US\$ millions)	Target	Associated amount (US\$ millions)	Target	Associated amount (US\$ millions)	Target	Associated amount (US\$ millions)
<b>Indicator 1:</b> Wetland area sustainably managed for conservation and climate-change adaptation in the Mallorquín Swamp	0	60	8,372	170	24.419	50	5.721	21	2.93	20	42.00
<b>Indicator 2:</b> New or restored public space in Barranquilla <sup>1</sup>	0	50,000	25.02	50,000	25.02	10,000	5.01	-	-	110,000	55.05
<b>Indicator 3:</b> Public facilities with universal access designs, intended for socioeconomic integration programs	0	-	-	200	1.475	200	1.475	-	-	400	2.95
<b>Indicator 6:</b> Migrants assisted with biometric preregistration and registration through the RUMV system	50	-	-	65%	0.15	75%	0.15	-	-	75%	0.30

<sup>1</sup> The Municipio of Barranquilla has identified approximately US\$60 million in projects to restore public spaces. These projects, which are in different stages of preparation and execution, include the TAP, a sports center, BUM, TEU, Todos al Parque, and the restoration of linear parks (Ahuyama). The verification of costs and number of square meters will be subject to confirmation by the verification agency.

Indicator		Year 1 (2023)		Year 2 (2024)		Year 3 (2024)		Year 4 (2026)		End of program	
<b>Indicator 7:</b> Migrant population benefiting from initiatives targeting migrants and their host communities (social, protection, and labor and cultural inclusion programs)	0	–	–	7,245	2.154	11,755	2.633	-	-	19,000	4.78
<b>Indicator 8:</b> Number of women migrants and women members of the host population served by the Office of Women's Affairs, Equity, and Gender	0	–	–	1,800	0.33	2,800	0.402	-	-	4,600	0.73

#### PROTOCOL FOR VERIFYING DISBURSEMENT INDICATORS

	Definition/estimation methodology	Means of verification	Verifying agency	Verification protocol
<b>Indicator 1:</b> Wetland area sustainably managed for conservation and climate-change adaptation in the Mallorquín Swamp	An ecosystems-based approach that allows for recreational uses will be used for management. Sustainable management means following a strategy for the integrated management of land, bodies of water, and living resources that promotes conservation and sustainable use in an equitable way (Convention on Biological Diversity, 2004). This outcome is expected to be achieved through construction of the Ecopark (output 2.1). This is an outcome indicator because it takes into account the sustainable management of the wetlands generated by the Ecopark project.	Annual monitoring report Source: measurements taken by Barranquilla Verde, environmental authority Responsible: PCU	Verifying consultant or firm	The verifying agency will confirm the documents supporting the awarding of each project and will make a site visit to the constructed Ecopark.
<b>Indicator 2:</b> New or restored public space in Barranquilla	This refers to permanent public space, made up of green areas, parks, squares, and plazas, recreational and nature trails, and environmental protection zones. The plan is to restore 28 parks.	Annual monitoring report Source: Planning Department calculations with	Verifying consultant or firm	The verifying agency will verify the documents supporting the awarding of each project and will make a random site visit to a subsample of the constructed parks.

	Definition/estimation methodology	Means of verification	Verifying agency	Verification protocol
		inputs from the Department of Urban Control and Public Space Responsible: PCU		
<b>Indicator 3:</b> Public facilities with universal access designs, intended for socioeconomic integration programs	This indicator measures the availability of infrastructure with at least one inclusive element, including but not limited to: parking for persons with disabilities, access ramps, tactile ground surface indicators, signage, bathrooms for persons with disabilities, among others.	Work delivery report Responsible: PCU	Verifying consultant or firm	The verifying agency will verify the documents supporting the awarding of each project and will make a site visit to the targeted facilities.
<b>Indicator 6:</b> Migrants assisted with biometric preregistration and registration through the Venezuelan Migrant Single Registry system <sup>2</sup>	This indicator will measure the number of Venezuelan migrants registered after approval of the ETPMV (March 2021). This indicator will be disaggregated by gender.	Current report describing the Venezuelan migrant population Responsible: Migración Colombia	Verifying consultant or firm	The verification agency will evaluate the information pursuant to national laws in force on the registration of Venezuelan migrants, under the ETPMV.
<b>Indicator 7:</b> Number of persons served by District initiatives targeting the migrant population and vulnerable host communities (social, protection, and labor and cultural inclusion programs)	This indicator will measure the number of migrants and members of the host population who benefit from social and economic inclusion programs coordinated or managed by the District of Barranquilla. This indicator contributes to the Corporate Results Framework indicator “Beneficiaries of initiatives that support migrants and their host communities.” Data will be broken down by population and gender. The identified initiatives are specified in the Annex <a href="#">optional link 3</a> (which is not exhaustive, due to the dynamics of migration behavior).	Semiannual or annual report on activities for the migrant and vulnerable host populations Responsible: Local Immigrant Integration Center and Ministry of Government	Verifying consultant or firm	The verifying agency will evaluate the information on the migrant and vulnerable local host populations who access the social, economic inclusion, and gender services provided, coordinated, or managed by the District. For more detail, see numbered paragraph 12 in <a href="#">optional link 3</a> .
<b>Indicator 8:</b> Number of women migrants and women members of the host population served by the Office of Women’s Affairs, Equity, and Gender	This indicator will measure the number of women migrants and women members of the host population who receive comprehensive care services and benefit from the strategies to promote rights and prevent violence against women offered by the Office of Women’s Affairs, Equity, and Gender.	MV: Semiannual or annual report on activities for the migrant and vulnerable host populations. Responsible: Office of Women’s Affairs, Equity, and Gender	Verifying consultant or firm	The verifying agency will evaluate the information on the migrant and vulnerable local host populations who access the social, economic inclusion, and gender services provided, coordinated, or managed by the District. For more detail, see numbered paragraph 12 in <a href="#">optional link 3</a> .

<sup>2</sup> The voluntary biometric preregistration and registration of migrants, through the District of Barranquilla guided promotion and support activities, paid for by the AECID grant, are expected to have the impact of regularizing migrants’ status, with delivery of their temporary protection permits. Pursuant to the 2021 report of the Ministry of Foreign Affairs, 50% of 93,321 migrants from Venezuela is used as a reference for the baseline.



**Country:** Colombia

**Division:** CSD/HUD

**Operation:** CO-L1269;  
CO-G1033

**Year:** 2023

## Fiduciary Agreements and Requirements

**Executing agency:** Special, Industrial, and Port District of Barranquilla (the District)

**Operation name:** Urban BiodiverCity and Equity Program in Barranquilla

### I. Fiduciary Context of the Executing Agency

#### 1. Use of country systems in the operation<sup>1</sup>

<input checked="" type="checkbox"/> Budget	<input type="checkbox"/> Reports	<input checked="" type="checkbox"/> Information system	<input checked="" type="checkbox"/> National competitive bidding (NCB)
<input checked="" type="checkbox"/> Treasury	<input type="checkbox"/> Internal audit	<input checked="" type="checkbox"/> Shopping	<input type="checkbox"/> Other
<input checked="" type="checkbox"/> Accounting	<input type="checkbox"/> External Control	<input checked="" type="checkbox"/> Individual Consultants	<input type="checkbox"/> Other

#### 2. Fiduciary execution mechanism

<input checked="" type="checkbox"/>	Special features of fiduciary execution	The executing agency will create a Program Coordination Unit (PCU) that will report to the Special Projects Department. The PCU will include a financial specialist and a procurement specialist with knowledge of IDB policies and proven experience in the application thereof, to be contracted with loan proceeds. To ensure the executing agency takes ownership of managing the projects financed by the loan, institutional liaisons will be appointed in the Treasury Department and the District's General Secretariat.
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#### 3. Fiduciary capacity

Fiduciary capacity of the executing agency	The Institutional Capacity Analysis Platform (PACI) evaluation found that the executing agency has a highly developed capacity for project financial and procurement management, as demonstrated by appropriate regulations, processes, support systems, and staff competence. However, the executing agency's expertise in managing IDB-financed investment projects will need to be enhanced.
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#### 4. Fiduciary risks and risk response

Risk classification	Risk	Risk level	Risk response
Fiduciary	Considerable delays in the financial processes and reporting may be caused by the executing agency's lack of experience and knowledge of the IDB's fiduciary requirements and policies for procurement and financial management. This would make it impossible to complete the full	Medium	Executing agency: Hire, with operation funds, qualified employees with proven experience to cover the identified deficiencies; ensure effective processes for knowledge transfer and adoption by the relevant functional areas. First quarter of execution.  IDB: fiduciary strengthening of the relevant executing agency staff to execute the loan,

<sup>1</sup> Any system or subsystem that is subsequently approved may be applicable to the operation, in accordance with the terms of validation by the Bank.

Risk classification	Risk	Risk level	Risk response
	scope of the program within the agreed-upon timeframe.		taking into account the memorandum of understanding between Spain and the Bank. First year of execution.

5. Policies and guidelines applicable to the operation: GN-2811-1 (OP-273-12); GN-2869-10; GN-2349-15, and GN-2350-15.
6. Exceptions to policies and guidelines: Not applicable.

## II. Considerations for the Special Provisions of the Loan Contract

Exchange rate: For the substantiation of expenses attributable to attaining program milestones/results and financial reporting, the exchange rate in effect on the date payment of the expense is made in the local currency of the borrowing member country will be used; accordingly, option (b)(ii) under Article 4.09 of the General Conditions of the loan contract will apply.
Type of auditing: An initial internal control report on the IDB-financed program is required and will be submitted within 180 days after the date the first disbursement is credited. The executing agency will contract external financial audit services during the loan execution period and will submit the program's audited financial statements annually, within 120 days after the close of each respective fiscal year.
PCU: Select the financial and procurement specialists in accordance with the terms of reference agreed upon with the IDB. Financial reporting: The executing agency will create the categories, items, allocations, and type of financing source of the resources that will be used to achieve the milestones/results agreed on in the budget module of the treasury system, and will identify them in accordance with the classification by component and/or fund investment and distribution categories defined in the "Cost and Financing" table of the loan contract, to ensure the special-purpose financial statements are issued in line with IDB requirements.

## III. Agreements and Requirements for Procurement Execution

<input checked="" type="checkbox"/>	Bidding documents	Under the loan based on results (LBR) instrument, the executing agency will use local procurement policies.  For the procurement of works, goods, and nonconsulting services subject to international competitive bidding (ICB) executed in accordance with the Policies for the Procurement of Goods and Works Financed by the Inter-American Development Bank (document GN-2349-15), the Bank's standard bidding documents will be used, or those agreed upon by the Bank and the executing agency for the specific procurement operation. Consultants will be selected and hired in accordance with the Policies for the Selection and Contracting of Consultants Financed by the Inter-American Development Bank (document GN-2350-15), and the standard request for proposals issued by the Bank or another agreed upon by the Bank and the executing agency will be used for the specific selection.
<input checked="" type="checkbox"/>	Use of country systems	The Colombian Public Procurement and Contracting System will be used for the procurement of goods, works, and consulting services as approved by the Bank's Board of Executive Directors. The procurement plan for the operation will indicate which procurement processes are to be conducted using the country system, where approved. If the scope of the Board's approval for the use of the country system is expanded, the system will be applicable to this operation.

<input type="checkbox"/>	Direct contracting and single-source selection	No direct contracting or single-source selection processes have been identified at this time.						
<input checked="" type="checkbox"/>	Advance procurement with retroactive financing	The Bank may recognize up to US\$15 million (15% of the amount of operation CO-L1269); and for the same purpose and time frame, up to US\$612,580 (10% of the amount of operation CO-G1033) in financing for prior outcomes achieved by the borrower, incurred between the project profile approval date (8 June 2021) and the loan eligibility date, and will charge them against the loan proceeds, provided that the expenses, which will be subject to an independent external evaluation, are eligible within the project and can be attributed to the achievement of the respective development outcomes.						
<input checked="" type="checkbox"/>	Procurement supervision	<p>Supervision will be ex ante, except where ex post supervision is justified. Procurement processes conducted through the country system will be overseen by the country supervision system. The supervision method (ex ante, ex post, or country system) will be determined for each selection process. Ex post reviews will be conducted every 12 months as per the project supervision plan, which is subject to changes during execution. Ex post review reports will include at least one physical inspection visit, selected from among the procurement processes subject to ex post review [10%]. The thresholds for ex post review are:</p> <table border="1"> <tr> <th>Works</th><th>Goods/services</th><th>Consulting services</th></tr> <tr> <td>\$10,000,000</td><td>\$1,000,000</td><td>\$200,000</td></tr> </table>	Works	Goods/services	Consulting services	\$10,000,000	\$1,000,000	\$200,000
Works	Goods/services	Consulting services						
\$10,000,000	\$1,000,000	\$200,000						
<input checked="" type="checkbox"/>	Records and files	The executing agency will retain complete documentation on procurement processes, as applicable, in the physical or digital archives as part of the documentary management system. The system used by the executing agency must administer and archive the properly digitalized procurement documents.						

#### IV. Financial Management Agreements and Requirements

<input checked="" type="checkbox"/>	Programming and budget	The executing agency's treasury department will allocate, on an annual basis, the necessary room in the budget for executing the milestones/results agreed on with the IDB for the investment program financed by the LBR. To the extent possible, future budgets will be allocated to complex procurements and works contracts to ensure that they are executed expeditiously. The executing agency will use the annual work plan, procurement plan, and cash flow programming to inform and support allocation of room in the budget for achieving the program's results. Budget execution will be controlled through the treasury system budget module.
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<input checked="" type="checkbox"/>	Treasury and disbursement management	The executing agency will designate an account with a private banking institution supervised by the Financial Superintendency, with characteristics similar to the master account used for administering General Revenue-sharing System funds, which will also be used to manage the loan proceeds. The disbursement of loan proceeds will be made in accordance with the disbursement schedule and in the amounts previously agreed upon with the borrower and the Bank after it has been demonstrated, to the Bank's satisfaction, that the results agreed on have been achieved. The preferred disbursement method will be reimbursement for results achieved. The borrower may request an initial disbursement as an advance of funds for up to 15% of the financing amount, provided that such funds are necessary to finance the attainment of the program's most immediate results. This initial disbursement will be deducted from any future disbursements requested by the borrower based on the schedule previously agreed on with the Bank. Disbursements will be made electronically through the online disbursements system. The transaction currency will be the U.S. dollar.
<input checked="" type="checkbox"/>	Accounting, information systems, and generation of reports	The executing agency will use the treasury system accounting module for the program's accounting records. Accounting will be on an accrual basis, pursuant to the Colombian government's accounting regulations. The special-purpose financial statements required by the IDB will be prepared and submitted on a cash basis and reconciled monthly with treasury accounting records. In addition to the aforementioned financial statements, the executing agency will produce a loan execution statement in the format agreed upon with the Bank. This statement will be included in a note to the annual audited financial statements report. The applicable policies and guides will be supplemented with the program Operating Regulations, with the documented definition of workflows and internal controls.
<input checked="" type="checkbox"/>	Internal control and internal audit	The program's internal auditing will be conducted by the Internal Management Control Office, which will include the loan execution evaluation and control activities in its annual audit plan.
<input checked="" type="checkbox"/>	External control and financial reports	The executing agency will select and contract external auditing services in accordance with the terms of reference previously agreed upon by the executing agency and the Bank. In view of the operation's nature and risk, special-purpose financial auditing will be required, and will be conducted by an eligible firm selected from the pool evaluated by the IDB. To cover the financial information needs of the operation's external auditor, an annual audited financial statements report, with a cutoff date of 31 December each year, will be submitted to the Bank no more than 120 days after the close of the fiscal year. If during the execution period the Office of the Comptroller General becomes eligible to audit IDB-financed projects, it will be considered for auditing this operation.
<input checked="" type="checkbox"/>	Financial supervision of the operation	The operation requires financial supervision focused on ensuring that the executing agency assimilates and properly applies the procurement and financial reporting policies required by the Bank. Under the responsibility of the IDB fiduciary specialists, on site and desk reviews will also be conducted annually, subject to adjustments during execution. In addition, the external auditor will verify that the proceeds are executed in compliance with Bank fiduciary management policies and regulations and the conditions stipulated in the program Operating Regulations.

PROJECT FOR THE INCLUSION OF THE MIGRANT POPULATION UNDER THE URBAN BIODIVERCITY AND EQUITY PROGRAM IN BARRANQUILLA

CO-G1033

CERTIFICATION

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

Funding Source	Fund Code	Currency	Amount Up to
Cofinancing Special Grants <sup>1</sup>	COF	USD	6,125,800

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

Certified by:

Original Signed

Maria Fernanda Garcia

Chief

Grants and Co-Financing Management Unit

ORP/GCM

July 12, 2023

Date

<sup>1</sup> Donor: Agencia Española de Cooperación Internacional para el Desarrollo (AECID)

DOCUMENT OF THE INTER-AMERICAN DEVELOPMENT BANK

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

Colombia. Loan \_\_\_/OC-CO to Distrito Especial, Industrial y Portuario de Barranquilla  
Urban BiodiverCity and Equity Program in Barranquilla

The Board of Executive Directors

RESOLVES:

That the President of the Bank, or such representative as he shall designate, is authorized, in the name and on behalf of the Bank, to enter into such contract or contracts as may be necessary with Distrito Especial, Industrial y Portuario de Barranquilla, as borrower, and with the Republic of Colombia, as guarantor, for the purpose of granting the former a financing to cooperate in the execution of the Urban BiodiverCity and Equity Program in Barranquilla. Such financing will be for the amount of up to US\$100,000,000, from the resources of the Bank's Ordinary Capital, and will be subject to the Financial Terms and Conditions and the Special Contractual Conditions of the Project Summary of the Loan Proposal.

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

DOCUMENT OF THE INTER-AMERICAN DEVELOPMENT BANK

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

Colombia. Nonreimbursable Investment Financing GRT/\_\_\_-\_\_\_\_-CO  
Project for the Inclusion of the Migrant Population under the  
Urban BiodiverCity and Equity Program in Barranquilla

The Board of Executive Directors

RESOLVES:

1. That the President of the Bank, or such representative as he shall designate, is authorized, in the name and on behalf of the Bank, to enter into such agreement or agreements as may be necessary with Distrito Especial, Industrial y Portuario de Barranquilla, for the purpose of granting it a nonreimbursable investment financing for a sum of up to US\$6,125,800 chargeable to the resources granted by the Spanish Agency for International Development Cooperation (AECID), pursuant to the agreement or agreements specified in paragraph 2 below, and to adopt any other measures as may be pertinent for the execution of the project proposal contained in document PR-\_\_\_\_\_.

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

3. That the President of the Bank, or such representative as he shall designate, is authorized to distribute the administration commission received by the Bank among the pertinent departments that will have an additional workload generated by virtue of the resources granted by the AECID.

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

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