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ANNEX

Neighbourhood, Development and International Cooperation Instrument (NDICI) – Global Europe

Exceptional Assistance Measure regarding Colombia, Ecuador and Peru

1. IDENTIFICATION

Action:	Support programme for Venezuelan Refugees, Migrants and Host Communities in Colombia, Ecuador and Peru
Action Reference:	NDICI CR 2021 / 23
Cost:	EUR 15 000 000 (European Union contribution).
Budget Line:	14 02 03 10
Duration:	Maximum 18 months. The authorising officer responsible may decide to extend this period twice by a further period of up to six months, up to a total maximum duration of 30 months, under the conditions laid down in Article 23(46) of Regulation (EU) No 2021/947.
Lead service:	FPI

2. ACTION SUMMARY

The action aims to respond to the continued critical situation caused by the massive flow of migrants and refugees from Venezuela. Support will be provided to Colombia, Ecuador and Peru to effectively implement strengthened registration and integration policies and processes for Venezuelan migrants and refugees and to address the needs of host communities to mitigate the effects of large migration flows in a context of ongoing fragility and tensions.

More specifically it will support the regularisation of migrants and refugees, socio-economic integration, the implementation of protection and prevention measures for the most vulnerable groups, and the prevention and reduction of xenophobia and discrimination. The particular needs vulnerable groups, including unaccompanied children, single-headed households, women and girls at risk of gender-based violence and trafficking, the elderly, people with chronic illnesses, minority groups, and people in an irregular situation will be addressed. The action builds on ongoing crisis response activities and complements humanitarian and long-term cooperation activities in the region. This action will be implemented, following the NEXUS approach, ensuring its coordination with ongoing actions funded by other EU instruments, namely those supported by DG ECHO.

3. BACKGROUND AND RATIONALE

3.1 BACKGROUND

The continued deterioration of the socio-economic, political and security situation in Venezuela has driven an increasing number of migrants and refugees across the border and into neighbouring countries and beyond. As of April 2021, United Nations agencies estimated that more than 5.6 million Venezuelans had fled the country, representing the second-largest displacement crisis in the world. 85% of them are hosted in Latin American and Caribbean countries, with approximately 1.74 million in Colombia, 1.04 million in Peru and 430 000 in Ecuador. The displacement crisis has affected the entire region, as neighbouring countries strive to absorb arrivals while, in some cases, dealing with existing tensions and fragilities within their own countries. The situation is made worse by the COVID-19 pandemic, which has put additional strains on the provision of basic services to host populations, migrants and refugees alike, exacerbating existing vulnerabilities, in particular gender-based violence and mental health problems. With the potential easing of the lockdown conditions linked to the pandemic and the continuous deterioration of the situation inside Venezuela, host countries are preparing for significant population movements in the second half of 2021.

Colombia in particular is at a crucial cross-roads five years after the signing of a peace agreement with the Revolutionary Armed Forces of Colombia (FARC). The recent large-scale social protests in the country and the fighting between Venezuelan military forces and Colombian non-state armed groups based in the Apure region with potential important spill-over effects, are additional destabilising factors, also impacting the provision of assistance and support to vulnerable populations. Colombia also has to address the nearly 5 million Colombians displaced within the country due to internal conflict, violence and disasters, as well as the economic and health crisis due to the COVID-19 pandemic.

In this context, the February 2021 announcement by the Colombian authorities of a 10-year Temporary Protection Status (TPS) to be granted to Venezuelan migrants and refugees was widely commended in the region and internationally. The TPS permits Venezuelan migrants and refugees to stay in Colombia under a regular migratory status and engage in any legal economic activity or occupation in the country, including signing formal employment contracts. The government aims to register 2 million Venezuelans within two years and 1.5 million by the end of 2021. The Government of Colombia has estimated the total TPS budget at USD 37.1 million, with a request for international support of US\$ 23 million (54%).

Ecuador and Peru have also continued with integration policies. At the beginning of May 2021, Ecuador announced new measures to regularise Venezuelans and a policy of inclusion regardless of the migratory status. In Peru, the national migration policy framework initiative of January 2020 to streamline and regularise the migration status of Venezuelan migrants will most likely continue with the new government in 2021. National and local capacities are nevertheless overstretched and institutions increasingly overburdened.

Despite the efforts made by the different countries, an estimated one million Venezuelans have an irregular status. This unprotected situation increases the risks for Venezuelan migrants and refugees facing the threat of sexual and labour exploitation, as well as being victims of human trafficking and smuggling, or being recruited by criminal gangs. Women and children in particular face the dramatic consequences of these risks. The displaced Venezuelan population is also particularly vulnerable to the effects of the pandemic. For

Venezuelans in Colombia, Peru and Ecuador, this has represented an additional challenges, with, inter alia, more exposure to the virus due to less access to healthcare services and diminished income due to their reliance on informal jobs.

The migration process coupled with the pandemic has a particularly strong impact on women and children. Apart from the aforementioned risks of gender and sexual based-violence, and exploitation during the voyage and in the new host communities, women and girls frequently encounter additional barriers in their access to other basic services. Negative perceptions associated with the fear of the virus, rising rates of evictions and homelessness, and increased poverty rates are also fuelling increased xenophobia and discrimination.

At regional level, the Quito Process continues to coordinate the regional cooperation efforts of the countries most affected by the crisis. In parallel, the Regional Inter-Agency Coordination Platform (also known as Response for Venezuelans “R4V”) acts as an inclusive and accountable forum steering and monitoring operational responses under the Refugee and Migrant Response Plan (RMRP).

The regional dimension of the crisis far exceeds the capacity of the recipient countries and demands a regional and international response. The action is in line with the European Union’s reaffirmed support to Venezuelan refugees and migrants and to host communities, as announced at the International Donors’ Conference in June 2021.

3.2 RATIONALE FOR CRISIS RESPONSE ACTIONS UNDER THE RAPID RESPONSE PILLAR OF THE NEIGHBOURHOOD, DEVELOPMENT AND INTERNATIONAL COOPERATION INSTRUMENT

The current situation in the countries affected by the Venezuelan displacement crisis constitutes an exceptional and unforeseen situation in the sense of Article 4(4) of the NDICI Regulation. An adequate response cannot be provided under any other European Union Instrument due to the urgency with which the funds are required and due to available resources already being firmly committed.

Annex IV, paragraph 1, points (l) and (p) of Regulation (EU) No 2021/947 specifically provides for the use of the NDICI rapid response pillar to support (l) measures to ensure that the specific needs of women and children in crisis and conflict situations, including preventing their exposure to gender-based violence, are adequately met, and (p) measures to address the potential impact of sudden population movements with relevance to the political and security situation, including measures addressing the needs of host communities.

3.3 RISKS AND ASSUMPTIONS

Risks	Likelihood (H/M/L)	Impact (H/M/L)	Mitigation strategy
Operational risks			
Delays in implementation of activities involving physical meetings and gatherings due to COVID-19.	Medium	High	<ul style="list-style-type: none"> - Biosafety assessment for all project partners. - Use of digital platforms for training and coordination.

			<ul style="list-style-type: none"> - Review partners' capacity to use virtual media and if necessary, provide additional technological resources and training.
<p>Entry deadlines for Venezuelan refugees and migrants hindering access to regularization measures.</p> <p>Difficulties for Venezuelan citizens to have required ID documents and proofs of entry.</p>	Medium	Low	<ul style="list-style-type: none"> - Political dialogue and evidence-based advocacy with authorities. - Technical assistance to regulation authorities.
Political risks			
<p>New governments in Ecuador and Peru (2021) and Colombia (2022) could bring changes to migration policies.</p>	Low	Medium	<ul style="list-style-type: none"> - Continued efforts to ensure good relations between implementing partners and national governments. - Active advocacy with the new governments. - Regional cross-border perspectives and lessons learned systematised and shared with the three governments bilaterally and in regional advocacy forums/ spaces.
<p>Risk of instrumentalisation of refugee issues during 2022 Colombian election campaign leading to increased xenophobia and risk of use of registration process to apply migratory sanctions in case of migratory infractions, crimes, etc.</p>	High	Medium	<ul style="list-style-type: none"> - Xenophobia mitigation campaigns are an integral part of the overall Action strategy.
<p>Delay in the new TPS in Colombia due to violent protests and unclear sequencing of implementation steps.</p>	Low	Medium	<ul style="list-style-type: none"> - Action provides expert advice, technology transfer, and exchange with European institutions to establish the biometric registration system as quickly as possible.
Other risks			
<p>Conflict sensitivity and</p>	Medium	Medium	<ul style="list-style-type: none"> - This risk will be addressed mainly through outcome four

<p>security issues linked to raising tensions between host communities and migrants.</p>			<p>with a set of initiatives looking to reduce xenophobia and discrimination. Those activities are expected to strengthen social cohesion and build up conditions for peaceful coexistence.</p> <ul style="list-style-type: none"> - Security issues are addressed through outcomes two and three. By supporting massive regularization and providing countries with biographic and biometric data, authorities are better prepared to prevent crimes, enforce the law and identify potential security threats, particularly in border areas.
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4. OBJECTIVES

4.1 OVERALL OBJECTIVE

The overall objective of the action is to improve the protection and integration environment for Venezuelan refugees, migrants and vulnerable population of host communities in Colombia, Ecuador and Peru.

4.2 SPECIFIC OBJECTIVES

- 4.2.1 Refugees and migrants from Venezuela can exercise their rights and have access to a regular migration or asylum status;
- 4.2.2 Venezuelan refugees and migrants and vulnerable persons from host communities gain access to social and economic integration;
- 4.2.3 Protection and prevention measures are put in place for the most vulnerable refugees and migrants, (e.g. potential victims of gender-based violence, violence against girls and boys, victims of human trafficking and smuggling, sexual and labour exploitation);
- 4.2.4 Measures to combat xenophobia and discrimination against refugees and migrants and to foster peaceful coexistence reach the population in critical territories in the three countries.

5. ACTION COMPONENTS AND EXPECTED RESULTS

The main expected results/outcomes include:

Expected Result (1): Government partners and civil society organisations in charge of regularising refugees and migrants are supported.

Activities (indicative):

- 5.1.1 Provide legal assistance, advice and guidance, logistical support and up-to-date information on immigration and protection status regularisation processes to refugees and migrants;
- 5.1.2 Strengthen advocacy work to facilitate the regularisation of migrants' legal status and access to the national refugee protection system;
- 5.1.3 Support the implementation of governmental and complementary civil-society measures for proper characterisation, identification and registration of migrants and refugees.

Expected Result (2): Labour and economic integration fostered.

Activities (indicative):

- 5.2.1 Foster demand for labour and provide self-employment opportunities for refugees, migrants and vulnerable host population;
- 5.2.2 Improve the employability of refugee, migrant and host population;
- 5.2.3 Provide cash-based transfers to economically stabilise refugee, migrant and host population households.

Expected Result (3): Capacities and services of shelters, victim support centres, safe houses, temporary reception centres, and child protection and prevention spaces are strengthened.

Activities (indicative):

- 5.3.1 Improve the services of shelters, victim support centres, safe houses, temporary reception centres, child protection spaces.

Expected Result (4): Social integration facilitated for victims of gender-based violence and other forms of exploitation.

Activities (indicative):

- 5.4.1 Support local organisations to provide comprehensive social integration services (e.g., psychosocial advice and trauma counselling, guidance, information and support for victims of gender based violence and other forms of exploitation and survivors of sexual violence after the transitional shelter phase).

Expected Result (5): Initiatives for the prevention of human smuggling and trafficking supported.

Activities (indicative):

- 5.5.1 Support cross-border communication, local networks and regional exchange solutions.

Expected Result (6): Peaceful coexistence events and measures implemented.

- 5.6.1 Train local multipliers to promote cultural, gastronomic and sporting activities;
- 5.6.2 Support the implementation of peaceful coexistence activities with local partners;
- 5.6.3 Implement public relations initiatives to counter xenophobic and discriminatory narratives (including mass media, community radio and social media);
- 5.6.4 Organise public dialogues between government representatives, civil society organisations, representatives of host communities and Venezuelan diaspora organisations on integration and peaceful co-existence issues.

6. IMPLEMENTATION

6.1 IMPLEMENTATION MODALITIES

The Commission will ensure that the EU appropriate rules and procedures for providing financing to third parties are respected, including review procedures, where appropriate, and compliance of the action with EU restrictive measures¹.

6.1.1 Indirect management with a Member State organisation

This action may be implemented in indirect management with the Gesellschaft für Internationale Zusammenarbeit (GIZ). This implementation entails the provision of (i) support to governmental and complementary civil-society measures for the identification and registration of migrants and refugees; (2) legal assistance, advice and guidance to refugees and migrants; (3) services for social integration (e.g. psychosocial advice and trauma counselling, support for victims of gender based violence (GBV) and other forms of exploitation and survivors of sexual violence); (4) activities to improve labour and economic integration; (5) support to cross-border communications, local networks and regional exchange solutions to prevent human trafficking, smuggling and exploitation; and (6) public dialogue and awareness-raising activities on integration and peaceful coexistence. The envisaged entity has been selected using the following criteria: a solid presence in the field with a strong operational capacity in terms of human resources, technical competences, an established institutional network with local and national authorities and civil society organisations, and experience in managing migratory and refugee flows.

Exception to the non-retroactivity of costs:

The Commission authorises that the costs incurred may be recognised as eligible as of the 1 July 2021 to enable a timely response to the registration processes in the three countries, in particular the temporary protection status process in Colombia, which started in May 2021, as well as to cope with the emergency situation linked to the COVID-19 pandemic.

6.2 INDICATIVE BUDGET

The total European Union contribution under this Financing Decision **will not exceed EUR 15 000 000**. A breakdown among components is provided hereunder, and is indicative.

Indicative budget breakdown

Components	EU contribution (amount in EUR)	Indicative third party contribution, in currency identified
Component 1: Support programme for Venezuelan Refugees, Migrants and Host Communities in Colombia, Ecuador and Peru		

¹ www.sanctionsmap.eu Please note that the sanctions map is an IT tool for identifying the sanctions regimes. The source of the sanctions stems from legal acts published in the Official Journal (OJ). In case of discrepancy between the published legal acts and the updates on the website, it is the OJ version that prevails.

6.1.1. – Indirect management	15 000 000	N.A.
Total	15 000 000	N.A.

6.3 ORGANISATIONAL SET-UP AND RESPONSIBILITIES

The action shall be implemented under indirect management. It will be managed by the Commission, with the support of the European Union Delegations for the monitoring of the action.

6.4 PERFORMANCE AND RESULTS MONITORING AND REPORTING

The day-to-day technical and financial monitoring of the implementation of this action will be a continuous process and part of the implementing partner's responsibilities. To this aim, the implementing partner shall establish a permanent internal, technical and financial monitoring system for the action and elaborate regular progress reports (not less than annual) and final reports. Every report shall provide an accurate account of implementation of the action, difficulties encountered, changes introduced, as well as the degree of achievement of its results (outputs and outcomes) as measured by corresponding indicators, using as reference the Logframe matrix. The report shall be laid out in such a way as to allow monitoring of the means envisaged and employed and of the budget details for the action. The final report, narrative and financial, will cover the entire period of the action implementation.

The Commission may undertake additional project monitoring visits both through its own staff and through independent consultants recruited directly by the Commission for independent monitoring reviews (or recruited by the responsible agent contracted by the Commission for implementing such reviews).

6.5 EVALUATION

Having regard to the nature of the action, an evaluation will not be carried out for this action or its components.

The Commission may, during implementation, decide to undertake such an evaluation for duly justified reasons either on its own decision or on the initiative of the partner.

The financing of the evaluation shall be covered by another measure constituting a financing decision.

6.6 AUDIT

Without prejudice to the obligations applicable to contracts concluded for the implementation of this action, the Commission may, on the basis of a risk assessment, contract independent audits or expenditure verification assignments for one or several contracts or agreements.

The financing of the audit shall be covered by another measure constituting a financing decision.

6.7 COMMUNICATION AND VISIBILITY

Communication and visibility of the EU is a legal obligation for all external actions funded by the EU.

This action shall contain communication and visibility measures which shall be based on a specific Communication and Visibility Plan of the Action, to be elaborated at the start of implementation.

In terms of legal obligations on communication and visibility, the measures shall be implemented by the Commission, the partner country, contractors, grant beneficiaries and/or entrusted entities. Appropriate contractual obligations shall be included in, respectively, the financing agreement, procurement and grant contracts, and delegation agreements.

The Communication and Visibility Requirements for European Union External Action (or any succeeding document) shall be used to establish the Communication and Visibility Plan of the Action and the appropriate contractual obligations.

7. COMPLEMENTARITY, COORDINATION AND FOLLOW-UP

The proposed action will complement current initiatives by providing targeted support to the pre-registration, registration and integration initiatives in Colombia, Peru and Ecuador, which are currently not or only partially being covered. The Crisis Response pillar is able to provide a timely response to the temporary protection status process in Colombia, with the pre-registration phase taking place from May to June 2021 and the enrolment between September to December 2021.

This action has been identified and formulated in close coordination with the EU Delegations to Colombia, Peru and Ecuador and as a result of a dialogue with the national migration authorities that ensure the complementarity of the support provided. The action will take part in established coordination spaces within the framework of the R4V platform, contribute to regional coordination, complement ongoing humanitarian initiatives and consider synergies of articulation with existing projects on human mobility, as well as other EU programmes implemented by the GIZ, UNHCR and IOM such as “Promire Si Frontera”; “Ciudades Inclusivas, Comunidades Solidarias”; “Programa de Integración Sociourbana de Migrantes en Ciudades Colombianas”; Iniciativa para el Fortalecimiento de capacidades del sector de salud en Colombia y el acceso de los migrantes a los servicios de salud”.

Two major EU actions are currently under implementation with IcSP funds. Since March 2020, the action “*European Support Program for Refugees, Migrants and Host Communities in Colombia, Ecuador and Peru*” focuses on identification, documentation and ensuing refugee or regular migration status, promoting economic and social integration, strengthening prevention and protection mechanisms in cases of human trafficking, and strengthening initiatives against expressions of xenophobia. In addition, another programme is strengthening the resilience of vulnerable populations and the health response to the COVID-19 emergency in Brazil, Colombia, Ecuador, Venezuela and Peru.

DG ECHO is providing emergency assistance and protection to vulnerable Venezuelans and host communities in the three countries. Sectors include emergency shelter, access to basic social services such as health, education in emergencies and protection. Coordination will therefore be ensured with ongoing or future actions supported by the EU and its Member States as well as other donors. The action will complement and be closely coordinated with actions funded by the Directorate-General for European Civil Protection and Humanitarian Aid Operations (DG ECHO), including with regular contacts with DG ECHO field offices in the region, and the Directorate-General for International Partnerships (DG INTPA).