ANNEX 4

of the Commission Implementing Decision on the financing of the annual action programme 2019 for the "Global Public Goods and Challenges (GPGC) in the area of Migration and Asylum" to be financed from the general budget of the Union

Action Document for Fostering cities of solidarity for migration and displacement from Venezuela – Second phase

**ANNUAL PROGRAMME**

This document constitutes the annual work programme in the sense of Article 110(2) of the Financial Regulation and action programme/measure in the sense of Articles 2 and 3 of Regulation N° 236/2014.

<table>
<thead>
<tr>
<th>1. Title/basic act/CRIS number</th>
<th>Fostering cities of solidarity for migration and displacement from Venezuela – Second phase CRIS number: MIGR/2019/042-092 financed under the Development Cooperation Instrument</th>
</tr>
</thead>
<tbody>
<tr>
<td>2. Zone benefiting from the action/location</td>
<td>Latin America and Caribbean The specific location of the action including the exact list of countries will be determined during the inception phase of the action</td>
</tr>
<tr>
<td>4. SDGs</td>
<td>‘Leave no-one behind’ principle. SDG Goals 10.7 (Migration),11.1 (Urban development), 3.8 (health coverage), 4.3 (access to education) and 16.7, 16.b (inclusive decision-making, non-discrimination).</td>
</tr>
<tr>
<td>5. Sector of intervention/thematic area</td>
<td>Migration and Asylum DEV. Assistance: YES¹</td>
</tr>
</tbody>
</table>

¹ Official Development Assistance is administered with the promotion of the economic development and welfare of developing countries as its main objective.
### 6. Amounts concerned

<p>| | |</p>
<table>
<thead>
<tr>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Total estimated cost:</strong></td>
<td>EUR 10,000,000</td>
</tr>
<tr>
<td><strong>Total amount of EU budget contribution:</strong></td>
<td>EUR 10,000,000</td>
</tr>
</tbody>
</table>

### 7. Aid modality(ies) and implementation modality(ies)

<p>| | |</p>
<table>
<thead>
<tr>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Project Modality:</strong></td>
<td>Indirect management with UN-Habitat as a lead, IOM and UNHCR as partners through a multi-partner contribution agreement</td>
</tr>
</tbody>
</table>

### 8 a) DAC code(s)

<p>| | |</p>
<table>
<thead>
<tr>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>15190 Facilitation of orderly, safe, regular and responsible migration and mobility</strong></td>
<td></td>
</tr>
</tbody>
</table>

### 8 b) Main Delivery Channel

<p>| | |</p>
<table>
<thead>
<tr>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>UN-Habitat</strong></td>
<td></td>
</tr>
</tbody>
</table>

### 9. Markers (from CRIS DAC form)\(^2\)\(^3\)

**Migration Marker: 2**

<table>
<thead>
<tr>
<th>General policy objective</th>
<th>Not targeted</th>
<th>Significant objective</th>
<th>Principal objective</th>
</tr>
</thead>
<tbody>
<tr>
<td>Participation development/good governance</td>
<td>☐</td>
<td>X</td>
<td>☐</td>
</tr>
<tr>
<td>Aid to environment</td>
<td>X</td>
<td>☐</td>
<td>☐</td>
</tr>
<tr>
<td>Gender equality and Women’s and Girl’s Empowerment</td>
<td>☐</td>
<td>X</td>
<td>☐</td>
</tr>
<tr>
<td>Trade Development</td>
<td>X</td>
<td>☐</td>
<td>☐</td>
</tr>
<tr>
<td>Reproductive, Maternal, New born and child health</td>
<td>X</td>
<td>☐</td>
<td>☐</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>RIO Convention markers</th>
<th>Not targeted</th>
<th>Significant objective</th>
<th>Principal objective</th>
</tr>
</thead>
<tbody>
<tr>
<td>Biological diversity</td>
<td>X</td>
<td>☐</td>
<td>☐</td>
</tr>
<tr>
<td>Combat desertification</td>
<td>X</td>
<td>☐</td>
<td>☐</td>
</tr>
<tr>
<td>Climate change mitigation</td>
<td>X</td>
<td>☐</td>
<td>☐</td>
</tr>
<tr>
<td>Climate change adaptation</td>
<td>X</td>
<td>☐</td>
<td>☐</td>
</tr>
</tbody>
</table>

### 10. Global Public Goods and Challenges (GPGC) thematic flagships

<p>| | |</p>
<table>
<thead>
<tr>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>N/A</strong></td>
<td></td>
</tr>
</tbody>
</table>

---

\(^2\)When a marker is flagged as significant/principal objective, the action description should reflect an explicit intent to address the particular theme in the definition of objectives, results, activities and/or indicators (or of the performance / disbursement criteria, in the case of budget support).

\(^3\)Please check the Minimum Recommended Criteria for the Gender Marker and the Handbook on the OECD-DAC Gender Equality Policy Marker. If gender equality is not targeted, please provide explanation in section 4.5.Mainstreaming.
SUMMARY

Over the last four years, the socio-economic situation in Venezuela deteriorated in parallel political instability as well as violence and insecurity. Consequently, the region is facing the largest mass population movement in its history. The number of Venezuelans abroad had risen from 700,000 in 2015 to currently over 3 million, with migrants and displaced persons moving mainly to neighbouring countries such as Colombia, Ecuador and Brazil, or Caribbean islands, but also Peru, Chile, Argentina, North and Central America, and other Caribbean states. While highly fluid, the situation may worsen further in 2019 with estimates of 5.4 million migrants and displaced persons expected by end of 2019, which is close to 20% of Venezuela's population.

So far, host countries have adopted generous policies, but a continued outflow has generated significant pressure on service provision and housing, and sometimes also occasionally tensions with the local population. The crisis also endangers regional stability, notably in Colombia. The capacity to cope with this situation would be at risk if some host communities need to address the needs of large numbers of vulnerable Venezuelans while also facing significant local urban poverty or very limited monitoring and administrative capacity.

An EU funded pilot project – first phase of the “Cities of solidarity” programme (EUR 6 million) will be starting soon in Colombia, Ecuador, Peru and Dominican Republic, implemented by UN-Habitat with IOM and UNHCR. The new action proposed here will increase the allocation to the same partners in the thematic area of local/urban integration where identified needs are considerable.

This action will allow broadening and deepening the EU support to the countries hosting refugees and migrants. With a view to strengthening host communities’ acceptance and protection of Venezuelan and other displaced persons and improving access to effective basic services and housing, the action will:
- improve the situational understanding;
- strengthen participation of affected communities;
- support the inclusion of challenges and opportunities in urban strategies and planning;
- promote social cohesion between communities; and
- strengthen capacities of local authorities and other actors in responding to specific needs of migrants and displaced persons in vulnerable situations.

In this regard, as resources dedicated to this action are limited compared to the magnitude of the crisis, the action will focus on providing assistance to leverage local resources and capacities in a way that is beneficial to both migrant/displaced persons and host communities. A selection of cities/communities will be made at the beginning of implementation, based on the first lessons learnt from the pilot project, as well as an assessment of needs, capacities, and potential for impact, notably political engagement.

Taking into account the fluidity of the situation, flexibility will be ensured to adjust to changes, which in the best scenario could include some or large returns to Venezuela.
1 CONTEXT ANALYSIS

1.1 Context Description

Venezuela experiences a significantly deteriorating socio-economic situation, illustrated *inter alia* by growing food insecurity and a massive resurgence of malaria cases. This is linked to political instability, violations of fundamental rights, including the right to peacefully demonstrate, as well as violence and insecurity. Results of the May 2018 elections confirming President Nicolas Maduro were not recognized by the vast majority of Latin American Countries, the United States, the EU and its Member States. The end of 2018 and beginning of 2019 have confirmed a rapid deterioration of the overall situation in Venezuela. There is no end in perspective in any short term to the political economic, social and humanitarian crisis with an increasing polarization of the Venezuelan society. Diplomatic initiatives combined with economic pressure have not succeeded so far to help resolve the political crisis. However, the situation remains fluid and could evolve into further worsening as much as a political solution that in the best scenario could lead to some or large returns to Venezuela.

As a result of the emerging crisis, the number of Venezuelans abroad had risen from 700 000 in 2015 to c. 3.4 million in January 2019. While initially a majority had moved to the United States and Spain, this changed significantly with the growing number of persons leaving in 2017. South America hosts 90 per cent of Venezuelans abroad, first and foremost Colombia (1,000,000), but increasingly also Peru (500,000), Ecuador (220,000) and Chile (288,000), Brazil (96,000), Curacao (26,000), Aruba (16,000), Central America and the Caribbean. Some others have found residence in Northern America or in Europe (Spain, Portugal in particular). In Colombia, this influx also includes 250,000 Colombian returnees who had fled violence in Colombia, as well as numerous families of mixed Venezuelan and Colombian nationality. The legal status of Venezuelans varies across and within the countries in the region, which can influence their rights to work and to access basic services.

The situation is still very much in evolution, and decisions in one country (e.g. introduction of a visa requirement or changes in residence permit) have shown repercussions in overall movements. Movements towards the Southern Cone also indicate that many consider returning within the near future unlikely. Given their proximity, islands in the Caribbean also continue to attract Venezuelans and figures while modest in absolute terms are locally significant in proportion. In all recipient countries, it is likely that urban centres offering greater economic opportunities will attract most Venezuelans.

1.2 Policy Framework (Global, EU)

The EU has been at the forefront of pushing forward comprehensive, development-led responses to forced displacement, its approach set out in the 2016 communication “Lives in Dignity” and confirmed in the new European Consensus on Development. The EU thus supports a large number of host countries worldwide in fostering the socio-economic inclusion of forcibly displaced persons and resilience of host communities. The present action would foster the new approach in the Americas. As regards local actors, the Communication stressed: “Close cooperation with local authorities as well as longer-term investment in their response capacity is crucial to ensure local ownership and the sustainability of the response. The most innovative approaches are developed at this level, such as cooperation between cities to boost capacity in areas like urban planning, local economic development and service delivery.”
Moreover, Council Conclusions of June 2018 on EU Cooperation with Cities and Local Authorities in Third Countries recognised the relevance of urban settings and urban challenges in humanitarian crises, and the need for sound humanitarian and development approaches linking sustainable development solutions, urban planning and resilience. The Conclusions provide the policy framework for reinforced dialogue with local authorities and other urban actors (planners, etc.) in crisis and disaster preparedness contexts, and the mainstreaming of vulnerable groups in EU support to cities and local authorities.

In respect of the current crisis, the EU has already mobilised EUR 67.6 million under the Venezuela Compact: EUR 39.1 million for short term humanitarian support; EUR 7.3 million for the Instrument contributing to Stability and Peace projects on Venezuela, and EUR 5 million on conflict prevention at the borders; and EUR 21.2 million to address longer term needs. Some 40% of EU’s mobilisation so far has been allocated to countries affected by the regional migration crisis and 60% within Venezuela. Support targets the reduction of social tensions and violence, protection of people displaced by the crisis in the most affected bordering regions of Colombia and Brazil, access to information, governance, food security and nutrition, water, sanitation and hygiene within the country, as well as socio-economic inclusion of migrants and displaced persons.

In addition to the Venezuela Compact, other bilateral, regional or thematic projects will contribute to cope with the regional migration crisis such as EUROFRONT, EUROSOCIAL and MIEUX. The EU has notably provided support to a first/pilot phase of EUR 6 million for a project implemented by UN-Habitat with IOM and UNHCR that the present action aims at completing (“Fostering cities of solidarity for migration and displacement from Venezuela”) – see details below under “lessons learnt” 3.1.

1.3 Public Policy Analysis of the partner country/region

Latin America distinguishes itself by a progressive framework towards human mobility including asylum. Numerous agreements on free movement, the 1984 Cartagena Declaration (translated into legislation in 15 countries of the region), the 2002 Mercosur Residence Agreement, several Andean Community normative instruments (“Decisiones”) and the 2014 Brazil Declaration and Plan of Action are an expression of the region’s leadership in fostering regional and integrated responses to migration and asylum. At a stocktaking of the Brazil Plan of Action in October 2017, participating States issued the “100 points of Brasilia”, contributing to the consultations on the Global Compact on Refugees. States reiterated in this document their commitment to regional solidarity, south-south cooperation and shared responsibility to find effective and predictable responses to the humanitarian needs of displaced persons, asylum-seekers, refugees and stateless persons. Many good practices highlighted relate to local integration and the important role of local authorities is recognized.

Countries of the region also organised themselves through the so-called ‘Quito Process’ and its Action Plan, aiming to find a coordinated regional response for a regional problem, putting the protection of refugees and migrants from Venezuela at the forefront of their priorities.

Since 2014, some 408,500 asylum claims have been lodged by Venezuelans, over which 248,000 in 2018 alone. However asylum systems are overwhelmed, and only some 7,100 persons have been recognized as refugees thus far. Nevertheless, more persons are entitled to
protection under the 1984 Cartagena declaration and the 1951 Convention on Status of Refugees. Based on general migration legislation or special measures, some 1.4 million Venezuelans have a regular status so far. Both refugee and other residence permits generally guarantee the right to work, health and education, freedom of movement, and the right to start a business and the possibility to access social protection schemes. However, still a large number of Venezuelans lack regular status and, in some cases, passports or other documentation that in some cases are not even available in Venezuela. Registration exercises for Venezuelans who remain undocumented are key to better identify the protection and assistance needs of displaced populations, in particular women and children, and inform decision-making and operational responses.

On the partners side a coordination platform has been created. In the framework of this Regional platform, the International Organisation for Migration (IOM) and the United Nations High Commissioner’s office for Refugees (UNHCR) coordinated the launch and led the Regional Refugees and Migrant Response Plan (RMRP) in December 2018. IOM and UNHCR have also appointed Mr. Eduardo Stein as their joint Representative for this crisis.

The Action would respond to the 2030 Agenda’s call to “leave no one behind” and more specifically the target 10.7 (see below under 4.4. Contribution to the SDGs). It would also support the paradigm shift further developed by the 2016 New York Declaration on Refugees and Migrants and carried forward under the 2018 Global Compacts on Migration and Refugees. In all those documents, local authorities are identified as key stakeholders. The Action also links to the New Urban Agenda, under which States committed “to ensuring full respect for the human rights of refugees, internally displaced persons and migrants, regardless of their migration status, and support their host cities in the spirit of international cooperation, taking into account national circumstances and recognizing that, although the movement of large populations into towns and cities poses a variety of challenges, it can also bring significant social, economic and cultural contributions to urban life.”

1.4 Stakeholder analysis

In all targeted countries, key stakeholders will be:

- Migrants and refugees and their host communities as beneficiaries of the action.
- Municipal authorities, notably departments for migration/refugee affairs, social protection and service delivery.
- Local authorities at sub-national level.
- Associations of local authorities, both national and regional, disposing of information of key challenges as well as being able to act as multiplier for sharing good practices.
- Local civil society organisations, notably those focusing on urban development, human or migrant rights, and private sector actors.
- Line ministries for migration, refugee and development affairs and decentralisation/local governance.
- UN Habitat, UNHCR, IOM, other UN organisations and international agencies active in the field of migration, forced displacement and urban development, notably ILO, UNDP, the World Bank and the Inter-American Development Bank.
- Members of the Global Alliance for Urban Crisis, the Cities Alliance and Mayoral Forum on Mobility, Migration and Development and Cities of Solidarity network could facilitate exchange, outreach and coordination with other actors.
At a regional level, the Organization of American States (OAS) is a key stakeholder, as is the Lima Group bringing together 17 States in the region to address the crisis in Venezuela, and the Pan-American Health Organisation.

1.5  Problem analysis/priority areas for support

Countries hosting Venezuelans in the region are mostly upper middle-income countries and EU bilateral cooperation has already been or will be phased out in line with the Agenda for Change.

Against this background, in the problem analysis, it is important to distinguish short-term from medium-term challenges in an evolving situation.

Nevertheless, in a short-term perspective, the large-scale arrival of Venezuelans has overwhelmed local and to some extent national response capacity. An increase in demand has caused pressure on the labour market and the provision of basic services, notably education and health, and the identification of particular vulnerabilities, such as those related to human trafficking and exploitation, which specially affects women and girls. Xenophobic incidents are on the rise. In Colombia, there is a particular risk that the peace process will be negatively affected. Emergency and short-term assistance by the EU and other actors helps addressing this challenge. Small Caribbean islands in the proximity of Venezuela have faced significant capacity challenges due to their size.

Taking a medium term perspective, it is likely at this stage that a significant number of Venezuelans will continue to leave their country in 2019. While the establishment of diaspora networks abroad will facilitate their movements, those with greatest mobility will have already left and some lack resources to move beyond the area of immediate arrival. At the same time, as set out above, most Venezuelans leave their areas of immediate arrival in order to move to other countries, and within these countries, to urban centres in the hope of greater economic opportunities. This might not only include capital cities, but also secondary and smaller centres. Host community reactions also affect the decision for onward movements.

Any relevant challenges would therefore arise primarily in cities, reflecting also the fact that Latin America is already the world’s most urbanized continent with more than 80% of the population living in cities. Urban centres have already experienced significant growth over the past years and many face significant inequality between excellent facilities for high-income populations on the one hand; and slums with insecure housing, little access to services and high poverty on the other.

In the case of neighbouring Caribbean islands, due to their size, the proportion of Venezuelan migrants and displaced persons relative to the total population is very high. For instance, the estimated numbers of Venezuelan migrants and refugees account for around 18% of Curacao’s total population and 16% of Aruba’s population.

As a first activity of this action, it is therefore essential to analyse which cities face particular challenges and in what regard. The following aspects could be of particular relevance:

- **Significant absolute population growth:** While most cities in the region experience an annual growth of roughly 2% or more, some may have to face a much larger influx of Venezuelans. This could affect local service provision (education, health, water,
waste, energy, social assistance, etc.), competition on the labour market, housing or settlement planning. At the same time, increased demand for services and products and labour offer, including of high-skilled labour, could create notable positive effects for both host cities and migrant workers.

- **Significant growth in vulnerable populations:** Despite being upper-middle income countries, destination countries in the region face significant inequality, poverty and underemployment for populations already established there. This is particularly true for urban informal settlements, where populations suffer from insecure tenure, precarious housing and exposure to hazards. Some cities could therefore be particularly challenged in providing tailored support to all vulnerable populations if their number were to increase. At present, it can already be observed that the vulnerability profile of Venezuelans evolves, with many more persons now moving without substantial assets/financial resources or (sufficient) documentation to rapidly obtain a residence permit or have educational or professional achievements. This may be compounded by experience of trauma, discrimination, loss of networks, separation of families, cases of human trafficking amongst others. Unaccompanied or separated children, single-headed households, especially women who are in higher risk of being exploited, or persons with disabilities might be particularly affected. These aspects increase the likelihood that they move to informal settlements or slums.

Without access to appropriate social protection, referral mechanisms and tailored services which ensure availability, accessibility, acceptability and quality, Venezuelan migrants and displaced persons are at risk of destitution and social exclusion and could adopt negative coping strategies, such as survival sex, exploitative labour and child labour. Inadequate or unequal responses to vulnerabilities without considering host community needs and perspectives could fuel social tensions and foster dissatisfaction with local authorities.

2 **RISKS AND ASSUMPTIONS**

<table>
<thead>
<tr>
<th>Risks</th>
<th>Risk level (H/M/L)</th>
<th>Mitigating measures</th>
</tr>
</thead>
<tbody>
<tr>
<td>(1) Loss of engagement of local governments or politicisation of the migration/displacement situation.</td>
<td>Medium</td>
<td>(1) The action contributes to a better situational analysis and improved participation of affected communities, both host and migrant/refugees. This will help maintain relevant issues on the agenda. The action will also link all target cities to sustain a positive dynamic, giving visibility to their efforts. The action will also provide support in identifying financing opportunities.</td>
</tr>
<tr>
<td>(2) Loss of engagement of national governments</td>
<td>Medium</td>
<td>(2) The action will closely involve national level actors and seek their support before engaging with a particular city.</td>
</tr>
</tbody>
</table>
A significant increase in movements from Venezuela to cities supported by this action leads to a greater focus on emergency response.

The EU actively engages on the Venezuela crisis with humanitarian, development and political action. If needed, more support for neighbouring countries might need to be mobilised, to ensure emergency needs are met.

Host communities become more negative towards Venezuelans and social conflicts arise.

The programme will monitor the development of social tensions and actively contributes to preventing tensions by adjusting its action.

Large number of Venezuelans leaving a target city, either to return or move to another country.

Selection of target cities will factor in the likelihood of stay and/or sustainability of interventions in case of large movements. In the case of significant changes, it could be considered to select another target city instead.

Worsening of the situation in Venezuela into internal conflict or conflict with neighbouring countries.

The programme will closely monitor the situation of the crisis and take all the necessary and appropriate measures to adapt its actions to the evolving circumstances, operational flexibility will be ensured.

Assumptions

1. Targeted countries respect the international conventions they have signed on human rights protection
2. Local authorities and local administrations of target countries provide effective access to basic services to refugees and displaced persons.

3 Lessons learnt and complementarity

3.1 Lessons learnt

Based on lessons from its own cooperation and accompanied by a global paradigm shift, in 2016 the EU adopted a development-led approach to forced displacement (Lives in Dignity: from Aid-dependence to Self-reliance). It outlines the need to engage from the outset of a forced displacement crisis with political, developmental and humanitarian instruments and to boost the resilience and self-reliance of forcibly displaced persons and their host communities in an integrated manner. Adopting a needs rather than a status-based approach was one of the key lessons incorporated in this approach. This relies on better data and evidence to understand vulnerabilities among displaced populations, and their host communities. As set out above, the Communication recognized the key role of local authorities.

An analysis of EU humanitarian action in urban settings was synthesized in the 2018 report on Humanitarian Action in Urban Crises, "The Urban Amplifier: Adapting to Urban Specificities"
– *Report on humanitarian action in urban crises*. It highlighted that “over 60% of the world’s refugees currently live in urban areas, while 80% of internally displaced persons (IDPs) live in cities,” underlining the importance to reflect the urban dimension in responses to displacement. The report stressed the need to contextualise approaches to avoid ineffective or even harmful programming and reflect the often greater complexity in urban setting: number of actors present, diversity and broad range of needs capacities and vulnerabilities, governance structures and greater local capacities. At the same time, opportunities arise from the urban environment, being densely populated and socio-economically active, with greater resources and many active stakeholders. Finally, cities offer opportunities in linking crisis response with developmental approaches, supporting existing capacity, services and infrastructure and avoiding parallel service delivery. This also requires careful targeting to ensure assistance is needs-based and also reflects vulnerabilities of host communities. Stressing the need for a facilitative, multi-sector approach, protection concerns of the most vulnerable as well as housing and secure tenure were identified as major challenges.

In general, the Action and its implementation will be informed by the achievements and challenges faced by other EU funded programmes, such as those of the Venezuela Compact. It will build on results from the current first phase of the project “Cities of Solidarity”, the EU humanitarian assistance and support under the Foreign Policy Instrument in Colombia and Brazil, as well as on short-term technical assistance provided under the EU-funded MIEUX project. The first/pilot phase of the project, which covers Santo Domingo (Dominican Republic), Cúcuta and Barranquilla (Colombia), Lima (Peru) and Quito (Ecuador) is still at its inception phase but developed with strong support from national and local governments. The progress made and challenges faced will inform the development of the present Action. During the preparations of this pilot the concerned countries have strongly urged for increased resources, to be able to cover more cities and possibly more countries with EU support.

For the Caribbean, the programme will seek complementarity with the Technical assistance provided to many different countries in the region to cope with migration related challenges or ongoing actions at country or regional level, such as the ACP-EU Migration Action.

The action will also look for complementarities/synergies with the EU-Colombia regional policy dialogue and the International Urban Cooperation programme which promotes city-to-city cooperation (through city pairings between EU and non-EU cities to exchange experience, good practices and develop together cooperation action plans).  

### 3.2 Complementarity, synergy and donor coordination

The Action will be part of the EU’s overall response to the Venezuela crisis (Venezuela Compact), combining humanitarian, development and political engagement, to alleviate the crisis inside Venezuela and to support countries in the region that are negatively affected. Focusing on emergency and short-term needs, such support is essential to ensure that medium-term needs addressed by this action are manageable. It also generates useful information on the population and particular challenges, and starts building local capacity to respond better. Coordination will be particular important in the early phase of implementation of this action, and in case target cities are in areas supported by these actions. Coordination

---

will be enhanced by the fact that IOM and UNHCR are also implementing partners for the action under Foreign Policy Instrument. Synergies could also arise with EU assistance on disaster prevention and disaster risk reduction in the region.

The action complements ongoing EU development cooperation with countries in the region, notably where they focus on target cities. This includes technical assistance under the Latin America Investment Facility in Colombia (urban and regional development) and in the region (Sustainable cities and Climate change). In Argentina, the action complements EU support for the integration of resettled Syrian refugees, and could notably link to work on labour market integration. In Ecuador, a new action will provide support to the economic development of the border region with Colombia, strengthening capacities of local authorities and civil society and fostering social cohesion. The EU financed Global Action to Prevent and Address Trafficking in Persons and the Smuggling of Migrants with UNODC is active in Colombia and Brazil.

The action can also feed lessons and good practices through relevant initiatives, such as the Global Alliance for Urban Crises work stream on protracted displacement in urban settings, of which IOM, UNHCR and UN-Habitat are all active members. Close coordination will be ensured with the Regional Refugee and Migrant Response Plan to which the three partners take part or lead.

Donor coordination will rely on in-country mechanisms and notably the leadership of municipal authorities. It can be enhanced by the overall regional response coordination facilitated by IOM and UNHCR, and national collaboration mechanisms such as in Colombia, Ecuador, and Peru.

The action would potentially build synergies with the actions implemented under the World Bank Global Concessional Financing Facility, which Colombia has recently been accepted to join and Ecuador may join too.

4 DESCRIPTION OF THE ACTION

4.1 Overall objective, specific objective(s), expected outputs and indicative activities

The Overall Objective of the action is to reduce inequality between vulnerable Venezuelans and host community members vis-à-vis the general host cities populations.

The Specific Objective of the action is

1) Strengthened host communities’ and local basic service providers’ acceptance and protection of migrant and displaced persons living vulnerable situations

The results (outputs) of the action are:

Result 1: Local governments are better informed and prepared to address in a gender responsive way the specific needs the transition and arrival of migrant and refugee groups in vulnerable situations

Result 2: Migration and asylum-related challenges and opportunities included in urban strategies and planning.

Result 3: Gender and Rights-Based Social cohesion and conflict prevention promoted between host communities and migrants/refugees.

Result 4: Opportunities for inclusion of CSOs (including those representing the most marginalised), private sector and relevant stakeholders in in decision making created.
**Result 5:** Knowledge and best-practices are widely disseminated across the region, targeting cities and stakeholders outside the core selected for this project and fostering a wider community of practice and solidarity.

**Indicative activities**

To ensure sustainability of the action in the medium-term, all activities will be undertaken together with local authority partners and through public channels as well as through existing local actors, notably the private sector and civil society. The full engagement of municipal, but also national authorities is primordial for successful implementation.

**Inception phase**

A two months inception phase will be informed by the pilot/first phase and serve to **identify up to 10-12 additional** territories, cities or districts in Latin America and the Caribbean. In larger cities, this could be limited to municipal districts, in smaller cities, it could be extended to a region/island. These target municipalities will come on top of the 5 already served under the pilot/first phase i.e. Santo Domingo (Dominican Republic), Cúcuta and Barranquilla (Colombia), Lima (Peru) and Quito (Ecuador).

The selection will be subject to approval by the European Commission. It will be based on the following criteria, in order to select cities where support is most needed and would be most effective:

- An estimate of the medium-term socio-economic impact in the municipality, based on
  - the number and profile of the Venezuelan nationals in terms of vulnerabilities and capacities; and
  - local response capacity, related for instance to institutional strategies and frameworks, markets for employment and housing, capacity to expand and adapt service delivery, and urban poverty.

- The overall impact on the country in question, notably based on population size, gross national income and human development, where vulnerable populations have moved to and external support provided by EU and other humanitarian and development partners.

- The potential for sustainable impact of the action’s support, based on
  - National and local policy frameworks and willingness to take measures for the socio-economic inclusion of migrants and refugees, including by mobilising national or local resources;
  - Engagement by other local stakeholders, notably the private sector and civil society organisations; and
  - The likelihood of migrants and refugees staying in the city for several years, and the usefulness of possible changes if they were to leave.

It is expected that most data would be already available, collected by countries, cities and IOM (notably the Displacement Tracking Matrix) and UNHCR (notably the information available to the joint Data Centre established with the World Bank). The inception phase would build on a pre-identified set of possible partner cities in order to save time. Where necessary, the inception phase will also serve to secure full support from national authorities and respective municipal authorities to implement the action.
Activities under Result 1:

Building on existing data and results from the first phase, including that generated with EU humanitarian and non-humanitarian assistance, and results from the inception phase, the action will establish a more detailed study of the situation in each city. (activity 1.1) Where available, this could build on the City Prosperity Index, City Profiles or Resilient Cities activities, supported by UN-Habitat. This would outline notably the specific vulnerability profiles and skill sets of arriving migrants/displaced persons compared to the local population, an analysis of gaps (activity 1.2) in service provision, challenges and opportunities as regards housing, tenure, labour markets and access to (self-)employment, social protection and spatial planning, opportunities for participation in local decision-making processes, as well as the relations to relevant national legal and policy frameworks. Another key element will be the identification of existing urban strategies and planning, coordination mechanisms and activities (activity 1.3), which could be leveraged through this action, and assessing how the population inflow affects these processes. Where deemed necessary, a full-fledged profiling exercise can be undertaken. For the assessment, the ownership of local authorities and collecting views and participation of migrant/displaced populations and local communities will be essential. The action will support national and local authorities and strengthen local capacity to update the study in order to monitor progress (activity 1.4).

Activities under Result 2:

Building on the baseline study and results of the first phase, the action will support migrant/refugee communities and their host communities in voicing their concerns (activity 2.1), putting forward ideas in urban decision-making processes (at all levels) and contributing to accountability mechanisms. Particular attention will be given to enable the most vulnerable to be heard. Activities could include support for the integration of Venezuelans in local organisations, or self-organisation and implementation of community driven projects (activity 2.2), helping understand relevant processes and how to influence these. Where necessary, it could also provide advice on how to adapt decision-making processes in order to enable participation of recently arrived populations (activity 2.3).

Activities under Result 3:

Building on the data from the baseline study and results of the first phase, the action will raise awareness of the particular situation of migrant/refugee populations, including those most vulnerable among them, support campaigns against xenophobia and discrimination, (activity 3.1), prevention and mitigation of community conflict (activity 3.2), promote positive interaction between communities (activity 3.3), including through sport and cultural activities, and where necessary support the establishment of communal spaces (activity 3.4).

Activities under Result 4:

Building on the baseline study and results of the first phase, the action will provide technical assistance to urban authorities in designing a response strategy that is fully integrated into existing urban strategies and planning processes (i.e. not a parallel strategy designed by others), including on spatial and regulatory planning, housing and tenure, slum upgrading, public and social infrastructure planning and disaster risk reduction. In this, it will enable an inclusive and participatory designing process for migrants/refugees and local communities. The strategy would outline how to respond to challenges in various sectors, notably identifying where capacities need to be strengthened or investments undertaken (activity 4.1),
but also how to seize opportunities (activity 4.2). The strategy would reflect the situation of host communities, so that all the people in vulnerable situations have equal access and can benefit. In that way, no disparities arise. Since the action cannot finance structural investments, in particular in cities with significant migrant/refugee-related population growth, the action will also provide assistance to developing financing strategies (activity 4.3), taking into account beneficiary contributions, municipal resources, national transfers and external support. These activities will have an impact on medium and long term results, due to capacity building that will look for reinforcing local authorities (as duty bearers), civil society and private sectors with technical and specialized support to well address and demand specific needs of Migrants/Refugees and their host communities (as right holders).

Activities under Result 5:
Building on the response strategy and results of the first phase, the action will share best practices and promote knowledge management as networks of cities to reinforce the sustainability of the action. The action will enable exchange of experiences between participating municipalities (activity 5.1) and also publish methodologies, strategies and good practices from the action (activity 5.2) so that non-participating cities can also benefit. Technical assistance could be enhanced through a twinning approach with other cities from the region or EU Member States (activity 5.3), depending on similarity of challenges experienced.

4.2. Intervention Logic
As confirmed with the first/pilot phase of the project, the basic hypothesis is that social tensions will be prevented, inequality in the socio-economic status of the most vulnerable will be reduced and local development will be promoted if migrant/refugee and host communities can voice their views and local authorities take action to respond to their specific situation and needs.

In view of the magnitude of the crisis, resources under this action are not substantial enough to directly support structural investments or significant direct assistance to vulnerable populations. Instead, as most countries affected are upper-middle income countries (with large cities managing annual budgets exceeding EUR 1 billion), the action will focus on providing assistance and capacity building to leverage local resources and capacities, and help mobilise national and international resources. Modalities should ensure to be beneficial to both migrant/refugee and host communities, and within these communities to those that actually require specific support.

The intervention logic of the action results is sequential. The inception phase will provide a broad understanding of the specific situations, which will be refined in a baseline study. Building on its results, strengthened participation of affected communities and support to local authorities will help design response strategies, which are reflective of the views, needs and capacities of affected communities. The implementation of response strategies will be supported through capacity building for better service provision. Support for social cohesion is essential to preserve local support for actions enhancing the socio-economic integration of migrant/displaced communities, while not losing sight of vulnerable members of the host community.

In addition, results will also contribute to the outcomes independent of one another. The baseline study makes quality information on the situation available to all relevant stakeholder,
so that national governments, regional and international organisations, donors and civil society actors can reflect this in their own actions. Empowerment of host and migrant/displaced communities will ensure their voice and promote accountability in all decisions affecting them, beyond those supported by the action. Support from the action to the response strategy is limited to capacity building, but municipalities are also expected to implement other aspects of the response strategy, including through national and external financing (including for instance the Inter-American Development Bank or the Global Concessional Finance Facility), for which the baseline study should identify options.

4.3 Mainstreaming

4.3.1 Gender

By training local authorities and service providers, they will be able to reflect the specific needs on women and girls in their activities. Migrant and refugee women and girls face specific risks. Women tend to find themselves at risk of physical, sexual and verbal abuse at all stages of migration. They are more likely to fall prey to human traffickers for sexual and labour exploitation. The action will ensure full consideration of gender issues.

The specific needs of other groups will also be reflected in the activities, here amongst, unaccompanied children, persons with disabilities and indigenous peoples. The action will also ensure that the voices of particular vulnerable groups are heard in participation in local affairs.

4.3.2 Human rights

The Action will promote international human rights standards, principles, policies and practices, as well as mainstream a human rights-based approach in its interventions (through participation in decision-making). Do no harm and social cohesion will be another essential cross-cutting issue, through the promotion of understanding, communication and positive interaction within and between displaced and host communities, and ensuring that interventions are needs-based. This would be of particular importance in Colombia, related to the ongoing peace-process.

4.3.3 Environment and climate change

Environmental concerns could be relevant in target cities with natural resource constraints (e.g. fresh water) or with regard to spatial planning or waste management for the protection of the environment. Those aspects would then be part of the capacity building and advice provided under the action. Integration into disaster risk reduction of specifically affected cities could also be of relevance.

4.3.4 Resilience and Conflict Sensitivity

All EU action in a fragile or/conflict prone setting can, and is likely to, have an impact on conflict or on conflict risks. The EU and Member States have committed to integrate conflict sensitivity in all their work and to support resilience at all levels. The concept of resilience, as broadened in the 2017 Communication on a Strategic Approach to Resilience refers to the ability of an individual, a household, a community, a country or a region to withstand, adapt to and quickly recover from stresses and shocks. The Communication also refers to state and societal resilience as a broad concept encompassing all

---

individuals and the whole of society that features democracy, trust in institutions and the capacity to reform.

The EU has also engaged in an Integrated Approach to Conflict and Crisis, based on the EU Global Strategy, which provides for any action to be assessed through the lens of conflict sensitivity. Programming and designing of interventions should be informed by conflict analysis in order to maximise their impact and ensure that they do not cause harm (Do No Harm principle), thereby contributing to conflict prevention and peacebuilding.

The Action will be implemented following these principles and logic.

4. 4. Contribution to SDGs

This intervention is relevant for the 2030 Agenda, first of all in fulfilling the ‘leave no-one behind’ principle. Moreover, the following targets are served by this Action:

- 10.7: facilitate orderly, safe, regular and responsible migration and mobility of people, including through the implementation of planned and well-managed policies;
- 11.1: by 2030, ensure access for all to adequate, safe and affordable housing and basic services and upgrade slums;
- 3.8: achieve universal health coverage, including financial risk protection, access to quality essential health care services and access to safe, effective, quality and affordable essential medicines and vaccines for all;
- 4.3: by 2030, ensure equal access for all women and men to affordable and quality technical, vocational and tertiary education, including university;
- 5.2: eliminate all forms of violence against all women and girls in the public and private spheres, including trafficking and sexual and other types of exploitation;
- 16.7: ensure responsive, inclusive, participatory and representative decision-making at all levels;
- 16.B: promote and enforce non-discriminatory laws and policies for sustainable development.
- 8.7: Take immediate and effective measures to eradicate forced labour, end modern slavery and human trafficking and secure the prohibition and elimination of the worst forms of child labour, including recruitment and use of child soldiers, and by 2025 end child labour in all its forms

5 IMPLEMENTATION

5.1 Financing agreement

In order to implement this action, it is not foreseen to conclude a financing agreement with partner countries.

5.2 Indicative implementation period

The indicative operational implementation period of this action, during which the activities described in section 4 will be carried out and the corresponding contracts and agreements implemented, is 48 months from the date of adoption by the Commission of this Financing Decision.

Extensions of the implementation period may be agreed by the Commission’s responsible authorising officer by amending this Decision and the relevant contracts and agreements.

5.3 **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 measures.

5.3.1 **Indirect management with an international organisation**

This action may be implemented in indirect management with UN-Habitat (lead), IOM and UNHCR. This implementation entails activities related to data and analysis of migration/refugee presence in urban settings as well as capacity building for urban strategies and planning and targeted interventions to address the vulnerable displaced and host communities. The entrusted entity would carry out the following budget-implementation tasks: conducting procurements, awarding grant contracts, managing the resulting contracts and carrying out payments to contractors and grant beneficiaries.

The implementation is justified because of the multi sectoral nature of the proposed action which is strengthened by the Organisations’ international mandate. The identified entities demonstrate a high degree of technical competence, specialisation and administrative capacity in implementing past and similar activities falling under this Action. These agencies collaborate closely in the response to large-scale movements from Venezuela to the region.

The implementation modality may be changed from indirect management to direct management (grants).

5.4 **Scope of geographical eligibility for procurement and grants**

The geographical eligibility in terms of place of establishment for participating in procurement and grant award procedures and in terms of origin of supplies purchased as established in the basic act and set out in the relevant contractual documents shall apply.

The Commission’s authorising officer responsible may extend the geographical eligibility on the basis of urgency or of unavailability of products and services in the markets of the countries concerned, or in other duly substantiated cases where the eligibility rules would make the implementation of this action impossible or exceedingly difficult.

---

8 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.
5.5 **Indicative budget**

<table>
<thead>
<tr>
<th></th>
<th>EU contribution (amount in EUR)</th>
<th>Indicative third party contribution, in currency identified</th>
</tr>
</thead>
<tbody>
<tr>
<td>Indirect management with UN-Habitat</td>
<td>9,900,000</td>
<td>N.A.</td>
</tr>
<tr>
<td>Evaluation, (cf. section 5.8) – Audit (cf. section 5.9) /Expenditure verification</td>
<td>might be covered by another decision</td>
<td>N.A.</td>
</tr>
<tr>
<td>Communication and visibility (cf. section 5.10)</td>
<td>100,000</td>
<td>N.A.</td>
</tr>
<tr>
<td>Totals</td>
<td>10,000,000</td>
<td></td>
</tr>
</tbody>
</table>

5.6 **Organisational set-up and responsibilities**

A Steering Committee will be established to overview programme implementation, ensure coordination/synergies with relevant stakeholders and actions and provide, strategic guidance, notably in terms of corrective measures/adaptation and prioritisation of needs in line with developments.

The Steering Committee will be chaired by the EU and will include relevant stakeholders and actors involved in programme implementation with UN-Habitat, IOM and UNHCR. It will convene two times a year, or on an ad hoc basis if needed.

5.7 **Performance and Results monitoring and reporting**

It is of vital importance that a sound reporting and monitoring system is put in place. The indicative logframe will be reviewed after the inception phase to ensure that it adequately reflects main challenges identified. Targets will be set subsequent to the establishment of a baseline through studies under result 1.

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 direct outcomes) as measured by corresponding indicators, using as reference the Logframe matrix.
It is expected that most data would be already available, collected by countries, cities and IOM (notably Displacement Tracking Matrix) and UNHCR (notably the information available to the joint Data Centre established with the World Bank). Only where necessary, it could be complemented through sample surveys.

SDGs indicators and, if applicable, any jointly agreed indicators as for instance per Joint Programming document should be taken into account.

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).

5.8 Evaluation
Having regard to the nature of the action, mid-term and/or final evaluation will be carried out for this action or its components via independent consultants. It will be carried out for learning purposes, in particular with respect to inform policy and programming at various levels (including for policy and programming revision).

The evaluation reports shall be shared with the partner country and other key stakeholders. The implementing partner and the Commission shall analyse the conclusions and recommendations of the evaluations and, where appropriate, in agreement with the partner country, jointly decide on the follow-up actions to be taken and any adjustments necessary, including, if indicated, the reorientation of the project.

5.9 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.

5.10 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.
APPENDIX - INDICATIVE LOGFRAME MATRIX (FOR PROJECT MODALITY)  

<table>
<thead>
<tr>
<th>Overall objective: Impact</th>
<th>Results chain</th>
<th>Indicators</th>
<th>Baselines (incl. reference year)</th>
<th>Targets (incl. reference year)</th>
<th>Sources and means of verification</th>
<th>Assumptions</th>
</tr>
</thead>
</table>
|                         | Reduced inequality between vulnerable Venezuelans and host community members vis-à-vis the general host cities populations. | 1) Proportion of the target population (host communities and displaced persons) living below the national poverty line, compared to the national average (disaggregated by sex, age and displacement status)  
2) Unemployment rate of the target population compared to the national average (disaggregated by sex, age, disability and migratory status)  
3) Proportion of the target population (host communities and migrant/displaced persons) in urban areas living in slums, informal settlements or inadequate housing (disaggregated by sex, age, disability and migratory status) | A baseline study is foreseen to collect information required to measure progress on the indicators laid out in the Action. | To be determined | 1-3) Urban data collection (linked to SDG reporting). The project may also need to commission baseline and final studies to obtain data. | Willingness to take measures for the socio-economic inclusion of migrants and refugees, including by mobilising national or local resources;  
Engagement by other local stakeholders, notably the private sector and civil society organisations; and  
The likelihood of migrants and refugees staying in the city for several years, and the usefulness of possible changes if they were to leave.  
Local, national and international resources are accessible for supporting refugees/migrant inclusion  
Response strategy is limited to capacity building, but municipalities are also expected to implement other aspects of the response strategy, including through national and external financing |

9 Mark indicators aligned with the relevant programming document mark with "*' and indicators aligned to the EU Results Framework with "**".
<table>
<thead>
<tr>
<th>Specific objective(s): Outcome(s)</th>
<th>Output 1: Local governments are better informed and prepared to address in a gender responsive way the specific needs of the transition and arrival of migrant and refugee groups in vulnerable situations</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>1. Status of availability of quantitative and qualitative data provided by this action on the impact of the migration/displacement situation in each municipality. 2. Number of participants at roundtables/workshops/conferences organized by the Action to promote debate on urban actions related to addressing migration/displacement issues (disaggregated by sex, migratory status)</td>
</tr>
<tr>
<td></td>
<td>Output 1 will deliver baseline studies to collect information required to measure progress on the outcome indicators laid out in the Action. To be determined</td>
</tr>
<tr>
<td></td>
<td>1. Published studies. Progress report by the action. 2. Database of event participants and statistics provided in</td>
</tr>
<tr>
<td></td>
<td>Local government will show willingness to improve targeting of displacement-related activities supported by the action and those of other stakeholders. Greater participation in public affairs will enhance the sensitivity of public actions towards challenges and opportunities arising from the</td>
</tr>
<tr>
<td>Output 2: Migration and asylum-related challenges and opportunities included in urban strategies and planning.</td>
<td></td>
</tr>
<tr>
<td>---</td>
<td></td>
</tr>
<tr>
<td>Output 3: Gender and Rights-Based Social cohesion and conflict prevention promoted between host communities and migrants/refugees.</td>
<td></td>
</tr>
<tr>
<td>Output 4: Opportunities for inclusion of CSOs (including those representing the most marginalised), private sector and relevant stakeholders in decision making created.</td>
<td></td>
</tr>
<tr>
<td>Output 5: Knowledge and best-practices are widely disseminated across the region, targeting cities and stakeholders outside the core selected for this project and fostering a wider community of practice and solidarity.</td>
<td></td>
</tr>
</tbody>
</table>

- **2.2 Number of urban response strategies addressing migration/displacement-related challenges and opportunities revised/drafted with action support**

- **3.1 Number of people reached through advocacy/media programmes aiming to combat discrimination against migrants/displaced persons**

- **4.1 Number of service providers trained for responding to the specific needs and vulnerabilities of migrants/displaced persons and host community members (disaggregated by sex, location and service sector)**

- **5.1 Number of best practices and experiences systematized and socialized with local authorities, as well as other stakeholders not targeted by the action.**

- **the Action progress reports (disaggregated by sex, displacement status)**

- **3) Text of the relevant strategy, progress reports of the Action describing its contribution**

- **4) Database of trainings participants**

- **5) Progress reports of the action**