



**REGIONAL REFUGEE AND MIGRANT  
RESPONSE PLAN**

**for Refugees and Migrants from Venezuela**

January - December 2019



Coordination Platform for Refugees and Migrants from Venezuela

**Cover Picture:**

*Rumichaca, border of Colombia with Ecuador. Laila Dailia Leon, three years old sitting on the shoulders of her father Jose Ramon Leon. Jose is a fisherman from Venezuela, now travelling with his wife and two daughters to Quito.*

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# Contents

<b>Foreword</b> .....	5
<b>Regional Strategic Overview</b> .....	7
Background and Context.....	11
Partnership and Coordination .....	12
Population Groups, Planning Figures and Assumptions .....	14
Overarching Population's Needs across the Region.....	17
Regional Response Strategy and Priorities.....	19
Implementation of the RMRP: Coordination, Monitoring and Reporting.....	22
<b>Brazil Refugee and Migrant Response Plan</b> .....	25
Introduction - Background and Achievements.....	27
Joint Needs Analysis.....	28
Areas of Intervention, Country Objectives and Priorities.....	31
Summary of Objectives for 2019.....	34
Partnership and Coordination .....	35
<b>Colombia Refugee and Migrant Response Plan</b> .....	37
Introduction - Background and Achievements.....	39
Joint Needs Analysis.....	42
Areas of Intervention, Country Objectives and Priorities.....	45
Summary of Objectives for 2019.....	48
Partnership and Coordination .....	49
<b>Ecuador Refugee and Migrant Response Plan</b> .....	51
Introduction - Background and Achievements.....	53
Joint Needs Analysis.....	55
Areas of Intervention, Country Objectives and Priorities.....	57
Summary of Objectives for 2019.....	61
Partnership and Coordination .....	62
<b>Peru Refugee and Migrant Response Plan</b> .....	65
Introduction - Background and Achievements.....	67
Joint Needs Analysis.....	69
Areas of Intervention, Country Objectives and Priorities.....	71
Summary of Objectives for 2019.....	74
Partnership and Coordination .....	75
<b>Caribbean Sub-Regional Refugee and Migrant Response Plan</b> .....	77
Introduction - Background and Achievements.....	79
Joint Needs Analysis.....	80

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Areas of Intervention, Country Objectives and Priorities .....	83
Summary of Objectives for 2019 .....	87
Partnership and Coordination .....	88
Central America and Mexico Sub-Regional Refugee and Migrant Response Plan ..	89
Introduction - Background and Achievements .....	91
Joint Needs Analysis .....	93
Areas of Intervention, Country Objectives and Priorities .....	95
Summary of Objectives for 2019 .....	98
Partnership and Coordination .....	99
Southern Cone Sub-Regional Refugee and Migrant Response Plan .....	101
Introduction - Background and Achievements .....	103
Joint Needs Analysis .....	105
Areas of Intervention, Country Objectives and Priorities .....	108
Summary of Objectives for 2019 .....	110
Partnership and Coordination .....	111
Abbreviations and Acronyms .....	112
Annex 1: Financial Requirement by Organization and Country .....	113
Annex 2: Financial Requirement by Area of Intervention and Country .....	116

## Foreword

It seems a long time since I took my role as UNHCR and IOM Joint Special Representative for Refugees and Migrants from Venezuela. However, it was just less than three months ago that I embarked in this challenging but passionate journey. Since then, I have had the opportunity to visit Colombia, Ecuador and Peru and meet their highest public authorities as well as visiting several critical border crossing points. I have also discussed with many Governments, thinkers, decision-makers, humanitarians, Venezuelans. All of them have opened my eyes to the magnitude and complexity of this outflow and the strong need for support.

To date, some three million Venezuelans have left their country, the vast majority arriving to countries in Latin America and the Caribbean. This is an unprecedented movement for this region. Venezuelans I met during my visits spoke of hunger, lack of access to medical care, insecurity, threats, fear. They are families, women alone, children, young boys and girls, all in conditions of extreme vulnerability. All of them saw no other option than to leave their country – sometimes walking for days – seeking to live in dignity and to build a future. Beyond the most immediate humanitarian impacts of the largest displacement of people in the history of Latin America, there are other quite complex implications for which we were not prepared as a region.

It is a privilege and an enormous challenge to be able to take this role which was entrusted to me by the UN High Commissioner for Refugees and IOM's Director General. I understand clearly the fundamental humanitarian aim of my function; and in my work I expect to promote further harmonization and coherence in the response to the Venezuela Situation, always in support of the Governments of receiving countries and in close coordination with the international community and civil society.

I count myself amongst the many Latin Americans that have been moved and impressed by the remarkable responses, dedication and the solidarity of the Governments, humanitarian organisations and local communities I have visited. Main receiving countries have maintained their hospitality and kept their borders open to Venezuelan refugees and migrants, showing solidarity with the Venezuelan people, who in turn have always been very generous in hosting a large number of refugees and migrants.

But a lot more needs to be done. There are still significant gaps and challenges, in particular regarding documentation, regularisation, capacity of asylum systems, access to basic services such as health and education, shelter and protection that need to be addressed. Testimonies from courageous survivors of trafficking networks, smugglers, sexual and labour exploitation have deeply affected all of us. Worrisome signs of discrimination and xenophobia have begun to sprout, casting a shadow over the tradition of generosity of this region.

Only a regional comprehensive, predictable and harmonized response to the needs of Venezuelan refugees and migrants will enable them to cope with the magnitude of their plight and ensure their safety. The regional inter-agency coordination platform for the humanitarian response to the needs of refugees and migrants from Venezuela strives to strengthen coordination with existing humanitarian and UN architectures,

main receiving authorities – at regional, national, but also at local level – civil society and local initiatives, and foster a comprehensive, predictable and harmonized response to the plight of Venezuelans.

In this vein, Governments in the region are putting in place regional and national plans and responses to meet urgent humanitarian needs while helping the inclusion of Venezuelans in their societies. The approach and Action Plan adopted within the Quito Process stresses the willingness of countries in the region 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. But the goodwill and generosity of Governments in the region and the local communities must not be taken for granted. The impact of the enormous quantities of arrivals on the services and economies of these receiving countries is immense and overburdens their institutional and financial capacity. It is time to scale up responses and mobilize international support.

The Regional Refugee and Migrant Response Plan (RMRP) shows the way forward. A total of 95 organizations in 16 countries have come together to put in place in a record time a coordinated roadmap for action to respond to the urgent humanitarian needs of the refugees and migrants from Venezuelan but also a plan to secure their social and economic inclusion in the communities that receive them. Finally, this plan is a call to the donor community, including the international financial institutions and development actors which can play a key role in this situation, to increase their support to refugees and migrants in the region and the host communities which have kindly opened their arms to them.

We thank you for your interest in supporting this collective effort to protect and assist millions of Venezuelan migrants and refugees hosted in countries across Latin America and the Caribbean.

**Eduardo Stein**  
**Joint Special Representative**  
**for Venezuelan refugees and migrants**

A handwritten signature in black ink, appearing to read 'Eduardo Stein', is centered below the text. The signature is fluid and cursive, with a large initial 'E' and 'S'.



REGIONAL  
STRATEGIC  
OVERVIEW

# RMRP Regional Overview

**3.6 MILLION**  
Refugees and  
Migrants in Need

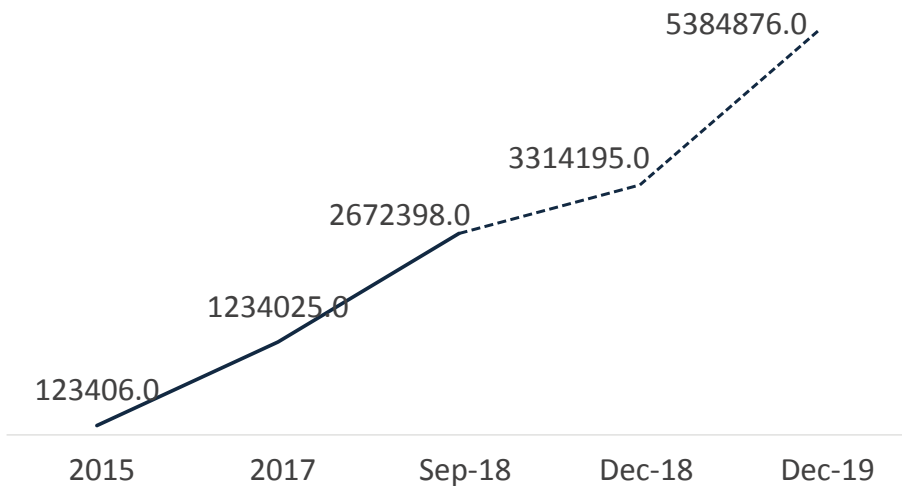
**2.2 MILLION**  
Refugees and  
Migrants Targeted

**USD 738M**  
Financial  
Requirements

**95**  
RMRP  
Partners



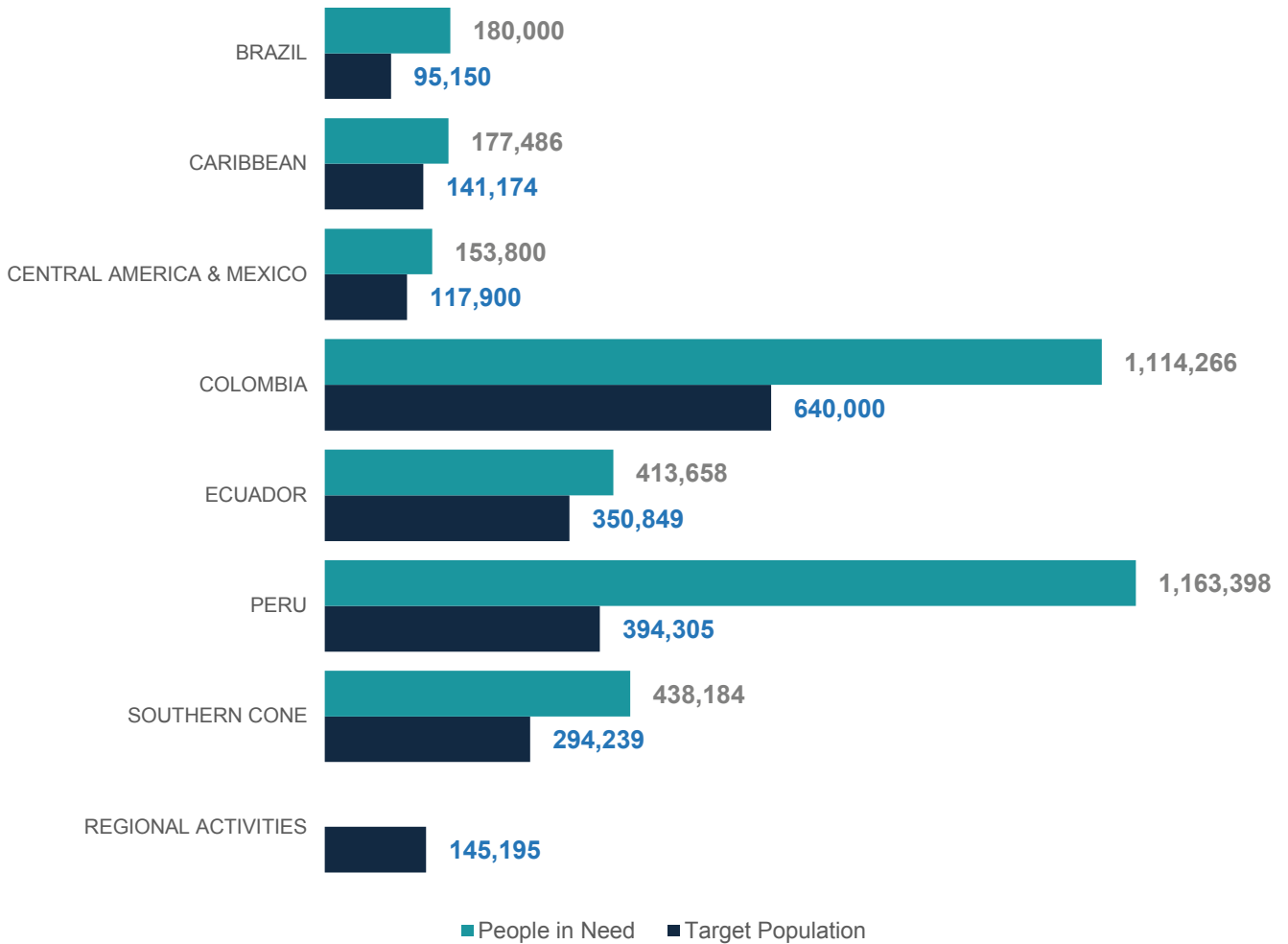
## Refugees and Migrants from Venezuela in Latin America and Caribbean



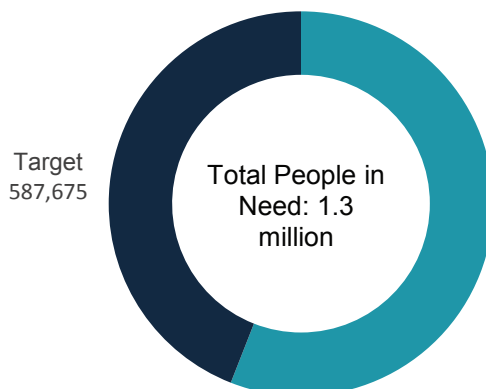


# RMRP Key Figures

## PLANNING FIGURES: REFUGEES AND MIGRANTS



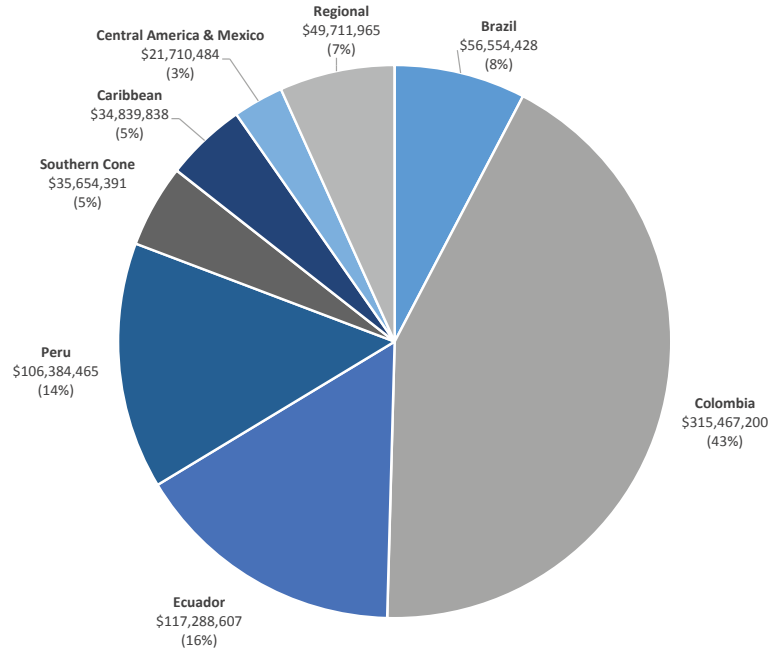
### Host Community



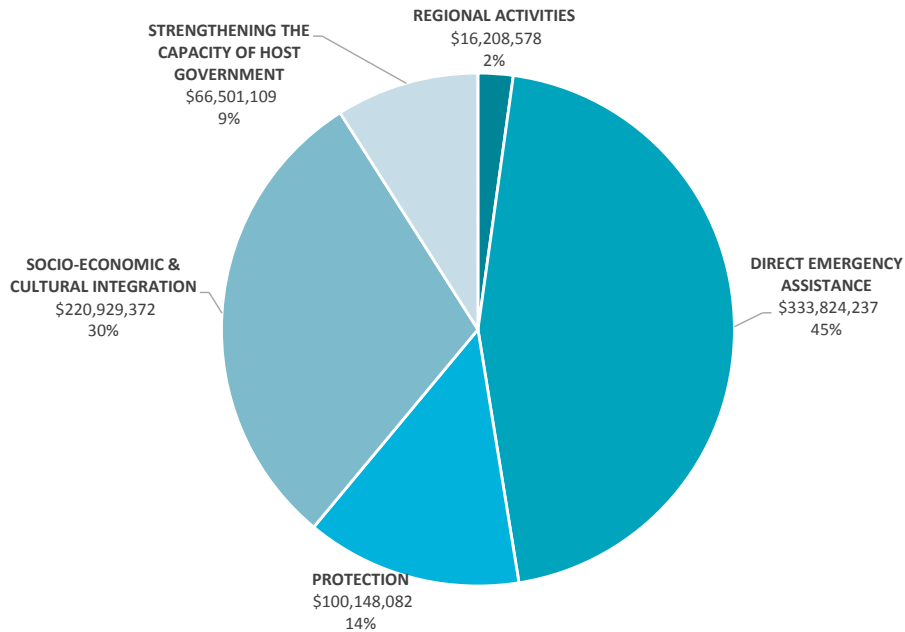
# RMRP Financial Breakdown

# TOTAL \$ 737,611,378

## BUDGET PER COUNTRY / SUB- REGION



## Budget per Area of Intervention (%)



<sup>1</sup> Regional Activities that are not assigned to an Area of Intervention (Aoi).

## Background and Context

The ongoing political, human rights and socio-economic developments in the Bolivarian Republic of Venezuela (hereinafter Venezuela) have led to the outflow of more than three million Venezuelans into neighbouring countries and beyond. The exodus of Venezuelan nationals is already the largest in the modern history of Latin America and the Caribbean and involves both refugees and migrants from Venezuela. Based on conservative government figures, it is estimated that the number of Venezuelans in countries across Latin America rose from 700,000 in 2015 to over three million in November 2018. Nevertheless, the total number of Venezuelans in the region is likely to be higher, as most data sources do not account for Venezuelans without regular status.

For decades, countries in Latin America and the Caribbean have pioneered and made fundamental contributions to the pursuit of protection and solution for refugees and migrants. This time again, the continent has demonstrated solidarity and generosity towards Venezuelans largely maintaining an open-border policy. To date, 958,965 Venezuelans are benefitting from a regular status in the region, while 365,565 globally have filed an asylum claim. However, with more than 5,000 daily arrivals,<sup>2</sup> national capacities and host communities are overstretched, increasing the risk of xenophobia if their needs are not addressed. In addition, a significant number of Venezuelans remain in an irregular situation, due to various factors including lack of documentation, administrative obstacles, long waiting periods, or high application fees, among others. In some countries, their irregular situation leaves them without rights and access to services, and therefore vulnerable to all forms of exploitation and abuse, violence, and discrimination.

Experience shows that large-scale population movements persist and deteriorate in the absence of political solutions and sustained international solidarity. Given the magnitude of the outflow of Venezuelans, only a region-wide coordinated and comprehensive approach between governments – with the support of the international community – will enable the region to cope with the scale of the influx.

With this objective in mind, the Regional Refugee and Migrant Response Plan (hereinafter “RMRP” or “the Plan”) has been developed to support and complement national authorities across Latin America and the Caribbean. The RMRP seeks to respond to the population’s needs in a holistic and comprehensive manner, in line with governments’ priorities, complementing their response plans, within the framework of regionalized response and coordination mechanisms.

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<sup>2</sup> Data from Migración Colombia, published on 18 July 2018, available at: <http://www.migracioncolombia.gov.co/index.php/es/prensa/infografias/infografias-2018/7923-infografia-general>

## Partnership and Coordination

Since 2017, with the continuous outflows from Venezuela, inter-agency preparedness and operational activities to respond to the growing needs have scaled up. In April 2018, the United Nations (UN) Secretary-General asked the United Nations High Commissioner for Refugees (UNHCR) and the International Organization for Migration (IOM) to coordinate and steer the operational response.

The Regional Inter-Agency Coordination Platform, established by IOM and UNHCR in September 2018, is at the core of these coordination efforts. The Regional Platform is an agile and flexible instrument, which aims to develop a regional approach to ensure a coherent and coordinated operational response. It does so by focusing on regional strategic and country-specific support, information management, communication and resource mobilization. The Platform, both at the regional and national levels, work in very close relation with UN Development Group for Latin America and the Caribbean (UNDG LAC), the Resident Coordinators (RC) and the UN Country Teams (UNCTs) and are mutually supportive of their respective roles. The pivotal role of the RCs in support of national priorities, development strategies, and plans is particularly relevant to the work of the platform. Currently, the Regional Platform has 40 participating entities, including 17 UN agencies, 14 non-governmental organizations (NGOs), five donors and two international financial institutions. Under the coordination leadership of UNHCR and IOM, country-level coordination platforms have been set up in Brazil, Colombia, Ecuador, Peru and other impacted countries.

In addition, UNHCR and IOM have appointed a Joint Special Representative, Mr. Eduardo Stein, tasked with promoting a coherent and harmonized regional approach in coordination with national governments, international organizations, non-traditional actors, and other relevant stakeholders.

The regional RMRP represents the framework for an inter-agency response and a coherent and predictable package of interventions based on common analysis, available assessments of the situation, and the comparative advantages of 95 partners involved in the operational response in 16 countries.<sup>3</sup>

The regional plan is needs-based and, as such, it encompasses the immediate support by the international multilateral community to the existing and estimated needs for 2019. It is a strategy, an operational blueprint, and a coordination template, as well as an appeal document. These independent yet interconnected functions of the RMRP aim to provide a holistic, integrated, and comprehensive response to the needs of refugees and migrants.

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<sup>3</sup> Countries in Latin America and the Caribbean involved in this RMRP include Argentina, Aruba, Brazil, Chile, Colombia, Costa Rica, Curaçao, Ecuador, the Dominican Republic, Guyana, Mexico, Panama, Paraguay, Peru, Trinidad and Tobago, and Uruguay.

It also seeks to complement and strengthen the national and regional comprehensive responses of governments, including through their national plans as well as the proposed Quito Plan of Action, consistent with the principles outlined in the New York Declaration for Refugees and Migrants, the Global Compact on Refugees and its comprehensive response framework, as well as the Global Compact for Safe, Orderly, and Regular Migration. Activities under the RMRP intend to bridge the nexus between a humanitarian/emergency response and the longer-term perspective to build resilience at the individual beneficiary as well as at institutional level, all while firmly engraining the 'leave no one behind' commitment enshrined in the Sustainable Development Goals.

Host countries in the region have, thus far, maintained a commendable open-door policy and demonstrated considerable solidarity towards Venezuelans. This openness and solidarity is clearly reflected in the landmark Quito Declaration on Human Mobility of Venezuelan Citizens in the Region,<sup>4</sup> adopted in September 2018, starting a regional initiative among governments of impacted countries. In the second regional meeting on Human Mobility of Venezuelan Citizens in the Region held in Quito on 22-23 November 2018, the present countries approved the Action Plan of the Quito Process on Human Mobility of Venezuelan citizens in the Region.<sup>5</sup> The Action Plan outlined a number of regional priorities including:

- Articulation of regional coordination through a Plan of Action that seeks solutions on regularization;
- Establishment of regional mechanisms for information exchange;
- Facilitation of documentation recognition;
- Inter-institutional coordination;
- Streamlining documentation requirements for access to regular status;
- Commitments to lower the cost of applications for regular status;
- Labour integration and social protection measures;
- Revision of implementation of current regularization norms;
- Utilization of the virtual platform established by the Regional Platform to facilitate the exchange of information;
- Regional actions against xenophobia and discrimination as well as trafficking and smuggling;
- Provision of assistance to persons in vulnerable situations focusing on children, persons with special needs as well as persons with severe health problems;
- Assessment of the impact of flows and development of financial options;
- Inclusion of the situation in the agendas of regional fora and enhancement of resource mobilization efforts.

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<sup>4</sup> Declaration of Quito on Human Mobility of Venezuelan Citizens in the Region (September 2018), available at: [https://www.cancilleria.gob.ec/wp-content/uploads/2018/09/declaracion\\_de\\_quito\\_en.pdf](https://www.cancilleria.gob.ec/wp-content/uploads/2018/09/declaracion_de_quito_en.pdf)

<sup>5</sup> Action Plan of the Quito Process on Human Mobility of Venezuelan citizens in the Region (November 2018), available at: [https://www.cancilleria.gob.ec/wp-content/uploads/2018/11/plan\\_de\\_accion\\_de\\_quito.pdf](https://www.cancilleria.gob.ec/wp-content/uploads/2018/11/plan_de_accion_de_quito.pdf)

International financial institutions, such as the World Bank (WB), the Inter-American Development Bank (IADB) and the Development Bank of Latin America (CAF) are already engaged in this process, providing support to assess the fiscal impact and develop national response plans. These institutions are also contemplating the use of specific financial facilities to support governments.

## Population Groups, Planning Figures and Assumptions

The continued outflow of refugees and migrants from Venezuela affects a variety of population groups who are the beneficiaries of this plan:

1. Venezuelan refugees and migrants.
2. Refugees and migrants who were living in Venezuela and who are now returning to their countries of origin or moving to a third country.
3. Stateless persons, in particular children born in a host country and who cannot access citizenship of that country.
4. Host communities.

The Plan is based on the assumption that the same context and dynamics will continue to prevail in Venezuela throughout 2019 and that the current rates of arrivals will persist. Based on the governments' figures, in particular the net migration balance, it is estimated that there will be 5.3 million refugees and migrants from Venezuela by the end of December 2019.

Some 3.6 million refugees and migrants from Venezuela in Latin America and the Caribbean, 460,000 of them children, will be in need of assistance, including protection, with no prospects for return in the short-to-medium term. This number of people in need (PiN) includes those in the country of destination, those undertaking pendular movement, and returnees.<sup>6</sup> Refugees and migrants in transit are excluded from the PiN figures, despite being among the beneficiaries, in order to avoid the same person being counted on several occasions while in transit. The estimation of PiN was calculated country-by-country, based on existing analyses of needs, collected through various assessments and data sources, including government-led exercises. The PiN numbers were validated during dedicated workshops by all partners.

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<sup>6</sup> In destination: individuals who have left their usual place of residence with the intention to remain in host country. Pendular population: temporary and usually repeated population movements, which may represent a movement pattern between country of origin and neighbouring country. Returnees in RMRP: an individual who has left Venezuela and returns to their country of origin.

Of these, 2.2 million are directly targeted by this Plan. In addition, it is also estimated that over half-a-million host community members will be targeted with some form of assistance, including particularly vulnerable host community members. RMRP partners analysed their operational and outreach capacities to estimate targets based on a realistic assessment for scaling up the response in 2019.

It is also expected that over 1.4 million among the refugees and migrants from Venezuela will be in transit through one or multiple countries before reaching their intended or final destination. This population, and especially the most vulnerable among them, will require assistance and protection throughout the journey. Therefore, a projection of this population, at country level, will be added to countries' planning figures and targets when relevant.

The Plan envisages that the majority of the refugees and migrants from Venezuela are expected to arrive in Colombia, with almost half of them remaining in the country and the other half moving mainly to Ecuador, Peru, and to a lesser extent to countries of the Southern Cone. Brazil will continue to receive a substantial number of refugees and migrants; while the Caribbean, Central America and Mexico will see a smaller number of arrivals, either directly or through secondary movements.



*Rumichaca, border of Ecuador with Colombia. Hundreds of refugees and migrants from Venezuela queuing at the border post. ©IOM/ Cristian Méndez*

## KEY PLANNING ASSUMPTIONS INCLUDE:

- Refugee and migrant outflows from Venezuela will continue at the same pace in 2019;
- Major recipient countries will continue to be Brazil, Colombia, Ecuador, and Peru;
- States, with some exceptions, will continue allowing Venezuelans access to their territories, and, in line with the principle of *non-refoulement*, will continue providing access to asylum and alternative forms of protection;
- States will continue providing pathways for regular stay, generally without restrictions nor limitations to access basic services. However, in some states, provisional documentation policies and high application fees may hinder access to regular stay;
- Countries will require continued institutional strengthening in light of overstretched services due to the scale of current and foreseen arrivals;
- Numbers of asylum-seekers will continue to increase albeit with variations in application across countries. Some states will apply the expanded regional refugee definition of the 1984 Cartagena Declaration on Refugees, while others will apply the refugee definition of the 1951 Convention relating to the Status of Refugees and its 1967 Protocol;
- The number of Venezuelans without a regular status will continue to rise at least until the implementation of the Quito Plan of Action, and thus creating barriers to accessing rights and services in receiving countries;
- Venezuelans, with and without regular status, will demonstrate heightened needs and increased levels of vulnerability;
- Women and girls will continue to be disproportionately affected in this crisis, especially in terms of risks of Gender-Based Violence (GBV) and human trafficking;
- Profiling and registration systems will be instituted and/or strengthened, and supported;
- A significant number of returns of refugees and migrants back to Venezuela are not envisaged in the short or medium term;
- States will recognise growing risks of statelessness and, in conjunction with RMRP partners, take political and legislative steps to prevent and reduce these risks;
- States will support efforts to address discrimination and xenophobia, including through awareness campaigns, strengthened media relations and outreach, and social media activity.

International protection considerations, according to the refugee criteria contained in the 1951 Convention and its 1967 Protocol and the 1984 Cartagena Declaration, have become apparent for a significant proportion of those leaving Venezuela, even though not all departures are triggered by refugee-related reasons. Moreover, the situation also affects refugees and migrants in Venezuela, many of whom are returning to their



country of origin, as well as third-country nationals living in Venezuela, stateless persons, and host communities. The text for the Global Compact for Safe, Orderly and Regular Migration, which was finalized by UN Member States on July 2018, specifically intends to reduce the risks and vulnerabilities migrants face at different stages of migration by respecting, protecting and fulfilling their human rights, and providing them with care and assistance.

## Overarching Population's Needs across the Region

The expected displacement in 2019 will further challenge the ability of host governments to respond to the influx and will reduce the absorption capacity of local communities. While migration and asylum governance in the region are well established, competent authorities generally do not have the capacity to deal with the unprecedented scale of the population flows and the diversity of destinations. Furthermore, authorities, at national and local levels, have limited human, financial, technical, and organizational resources to guarantee the new arrivals adequate access to basic services.

The most critical need for refugees and migrants from Venezuela is access to a predictable regular status and documentation framework, which would allow them to effectively enjoy their rights, access social services and the labour market. Scaling up reception and support mechanisms, shelter interventions, as well as access to basic services, including food and other humanitarian assistance, especially in border and urban areas, are also pressing needs. In addition, reception, assistance and information centres along known routes used by refugees and migrants will be a priority area. These services are critical to ensure the immediate identification of vulnerabilities and needs as well as to support efforts for efficient referrals to appropriate services, including, where feasible, ensuring and enhancing access to national systems.

While refugees and migrants from Venezuela have, to varying degrees, been able to access the labour market and other services provided by states, including health care, nutritional support, education, and social security, these services are increasingly becoming overstretched. In this context, the needs of host communities also have to be addressed.

The lack of or limited access to formal schooling is leaving many Venezuelan children without education, exacerbating their exposure to various protection risks, including negative coping mechanisms. Limitations in access to health services, including medication and treatment for chronic conditions, puts at risk a high percentage of Venezuelans arriving in host countries with serious medical conditions. This also

includes the need for free access to reproductive health, nutrition, family planning, and mental health services.

An increasing number of arrivals of families with children, unaccompanied and separated children (UASC), but also elderly and people with disabilities, is expected to continue next year. Recent monitoring activities reveal a worrying increase in the vulnerability of refugees and migrants, affecting in particular children and women on the move, including single or young mothers, and pregnant women, some of them teenagers. There are inadequate shelters or private spaces at the entry points and along the route for resting, showering, changing and breastfeeding. In addition, pregnant and lactating women have limited or no access to nutritional supplements, and quality pre- and post-natal care. Children and youth on the move, are particularly at risk of being recruited by armed groups or criminal elements near the border or along the route.

Furthermore, as of 2018, an estimated 7,700 refugees and migrants from Venezuela living with human immunodeficiency virus (HIV) are in need of life-saving antiretroviral treatment in host countries. They also require consistent access to targeted HIV prevention information, education and communication, voluntary counselling, testing and condoms.

Successful socio-economic and cultural integration is beneficial not only for refugees and migrants from Venezuela, but also for those communities hosting them. Providing support to members of host communities in these processes decreases social tensions and establishes constructive engagement between communities. This includes activities and campaigns geared towards mitigating rising discrimination, xenophobia and negative perceptions towards the presence of refugees and migrants. These activities will go hand-in-hand with establishing constructive engagement and interactions within receiving communities.

Furthermore, refugees and migrants without a regular status that would ensure access to rights and services, are often obliged to take irregular routes to access safety. They are particularly vulnerable to exploitation, including labour exploitation, as well as violence, human trafficking, sexual abuse, resorting to survival sex and recruitment by non-state armed groups, often in insecure border areas rife with criminal and armed groups. Increasing incidents of GBV and human trafficking are among the key protection concerns, primarily impacting women and girls but also men and boys, and vulnerable minorities such as lesbian, gay, bisexual, transgender and intersex (LGBTI) persons. Women engaging in survival sex, sexually exploited, and trafficked are reported as key concerns in most of the countries, especially in the Caribbean and in border areas with Venezuela. More efforts will be exerted to identify, prevent, and respond to instances of GBV. The specific situation of indigenous communities

is also contemplated in this Plan and interventions will need to factor in a culturally and ethnically sensitive approach that takes into account their specific needs.

The situation of refugees and migrants from Venezuela in transit is a major feature of this population movement, exposing them to multiple risks, amplifying their pre-existing vulnerabilities, and increasing the need for protection. Specific response strategies and activities will be formulated for this group.



*Pacaraima, border of Brazil with Venezuela. Arrival of refugees and migrants from Venezuela.  
©IOM/ Amanda Nero*

## Regional Response Strategy and Priorities

The RMRP seeks to respond to the population’s needs in a holistic and comprehensive manner, in line with governments’ priorities, complementing their respective response plans, within the framework of regionalized response and coordination mechanisms. In line with these national priorities, partners in this regional plan have developed a response structured around four areas of intervention (Aoi). For each one, the following regional strategic outcomes have been defined.

	Area of Intervention	Strategic outcomes
1.	Direct emergency assistance	Refugees and migrants are provided with life-saving goods and services
2.	Protection	Refugees and migrants enjoy rights and protection
3.	Socio economic and cultural integration	Refugees and migrants are socially, economically, and culturally integrated in empowered communities
4.	Strengthening the capacity of host government	Government institutions capacity to manage situations of refugees and migrants from Venezuela is strengthened

The assistance and protection of those who are particularly vulnerable will be at the centre of the emergency response, with community-based protection as the preferred operational modality. At the same time, however, a forward-looking lens will be applied to ensure socio-economic and cultural integration, as well as longer-term initiatives to build the resilience of refugees and migrants from Venezuela, bringing development-oriented and private sector, faith-based organizations, and international financial institutions into the fold.

The Plan will be underpinned by a strong and robust accountability framework, including feedback and complaints mechanisms as well as a strong focus on prevention of sexual abuse and exploitation, servicing both refugees and migrants as well as host communities. Their voices will inform the analysis, as well as decisions on assistance and protection responses, using participatory methodologies, in an age, gender, and diversity-sensitive manner.

The priority elements of the regional response seek to respond to the regional priorities established by governments and include:

- **Provision of emergency assistance** and basic services to new arrivals. This will include food and non-food items, emergency shelter, health and nutrition, education, and legal assistance.
- **Collection and analysis of data on human mobility and emerging trends** will be enhanced to inform both the humanitarian and development actors as well as government bodies. Analyses and generation of information products will be also harmonized across the region to better understand the volume, specific needs, characteristics and routes of changing flows of refugees and migrants for planning, operational response and advocacy purposes. The Regional and National Coordination Platforms will develop information exchange protocols whereby data collected at country-level is consolidated in a comprehensive manner, ensuring a data driven response.
- **Protection monitoring** support will be scaled up in border areas and at key strategic points along the displacement route, and partners will undertake **advocacy** on this basis. Review activities will focus on access to territory, fair and efficient asylum procedures and complementary forms of protection, access to regular status, access to rights and services conferred under national laws (in particular for the most vulnerable), profiling of people on the move, and early warning.
- **Registration and documentation** support will be provided to different countries to establish inter-operable registration and documentation systems, including at regional level.

- **Strengthening of access to territory, asylum systems, regularization processes, and documentation**, through quality assurance initiatives and the implementation of fair and efficient migration policies, while also promoting the introduction of legal forms of stay for Venezuelans that include protection safeguards in line with international standards. Regional and sub-regional harmonization of normative instruments will also be pursued in line with government-led regional initiatives.
- **Protection responses for persons at risk and/or with specific needs** will be strengthened, in particular children at risk including UASC; indigenous communities; elderly people; pregnant and lactating women; LGBTI; people with disabilities; people living with HIV, and others. The Regional and National Platforms will map existing support spaces and will harmonize minimum operational standards required to run these spaces. Support spaces will be connected in a network throughout the region as a critical element to communicate effectively with communities.
- **Prevention and response to GBV** will require strengthened and consolidated regional measures, including through the support of the Regional and National Platforms, to reduce exposure of women, men, boys and girls to the risk of GBV, through dissemination of information, identification activities, standard operating procedures, referral pathways, and delivery of life-saving services.
- **Child protection and increased access to education** are key priorities. Children and youth, including those traveling without family members or care-givers, will have access to protection, appropriate care, and inclusive quality education services. A community-based approach will be applied, in conjunction with specialized case management, to ensure access to education and social services and protection according to the best interests of the child principle.
- **Communicating with communities (CwC) and increasing accountability** will be at the core of the response. The Plan aims to enhance refugees and migrants' awareness of their rights and responsibilities, available services, as well as to gather feedback on protection risks, coping mechanisms, and response priorities. The Regional Platform will develop an inter-agency message bank to harmonize key messages. It will also map existing tools, such as use of social media and mobile applications that enable people to geolocate available services. **Legal orientation** on access to procedures and administrative procedures, in addition to specialized **legal aid** services, will form an important component of CwC activities.
- **Awareness** and solidarity campaigns as well as integration activities will be stepped up to combat discrimination and xenophobia towards Venezuelans and

promote social cohesion and longer-term relations with host communities, especially in fragile communities where there are significant population influxes. The Regional and National Platforms will coordinate anti-xenophobia campaigns.

- **Self-reliance** will be fostered by maximizing opportunities for socio-economic and cultural inclusion of refugees and migrants, enhancing livelihood opportunities as well as ensuring a focus on investing in the resilience of host communities. This will include advocacy for the inclusion of refugees and migrants in national development plans and the early engagement of the private sector, as well as faith-based organizations and development actors, in recognition of the need for long-term planning.
- **Enhancing of support and improving access to public services** and social protection mechanisms, including health care, education, water, hygiene and sanitation. Delivery of assistance will be channelled through local and national service providers, where appropriate, including through multipurpose cash assistance.
- **Strengthening capacities** at regional, national and local level will be prioritized. Efforts will continue with relevant authorities to support preparedness measures (including for contingencies) and rights-based systems and policies ensuring that protection space is guaranteed and the provision of the basic needs of all refugees and migrants from Venezuela is enhanced.

## Implementation of the RMRP: Coordination, Monitoring and Reporting

The regional and national interagency coordination platforms will serve as the main fora to monitor progress on the implementation and strategic direction of the RMRP, review and analyse changes in the context and ensure coherence in the overall response.

In addition, the work of the regional platform will be focused on seven cross-cutting priority fields of work, including anti-xenophobia campaigns, communicating with communities/communication for development, communication and public information, integration, information management, GBV, and support spaces. For each of these areas, partner agencies have developed a strategy and a work plan, to strengthen a coherent and regional response and for which financial requirements are included in the Plan.

This Response Plan includes programmes and activities that may be reflected in appeals issued by individual agencies. These activities are included – even when funded – in order to present a comprehensive picture of protection and assistance needs.

By participating in this Plan, organizations commit to engaging in the Regional and/or National Platforms, adhering to agreed standards, and providing regular reporting on their activities and funding received throughout the year.

For continuous monitoring of activities in the RMRP, a robust and efficient monitoring framework will track progress towards Aols at the national and regional levels with frequent, publicly available, reporting. Progress in meeting strategic objectives per Aol will disaggregate target populations by gender and age, with appropriate georeferentiation per country and sub-region. Information collected will be analysed for strategic, operational, and tactical decision-making and to inform advocacy efforts and programmatic adjustments during implementation.

For continuous monitoring of financial information, internationally recognized humanitarian financial tracking systems will be used to track and evaluate financial contributions per activity in the plan. Financial status will be analysed against programmatic implementation to inform advocacy efforts.

Details on the response to the situation of refugees and migrants from Venezuela can be found on the web portal of the Regional Platform at [r4v.info](http://r4v.info).







BRAZIL REFUGEE  
AND MIGRANT  
RESPONSE PLAN

# Brazil

**180,000**

Refugees and Migrants in Need

**95,150**

Refugees and Migrants Targeted

**55,000**

Target Host Community

**USD 56M**

Financial Requirements

## Regional Population Movements

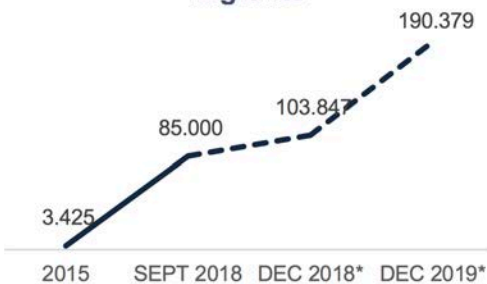
**20**

## RMRP Partners

in Task Force for the Refugees and Migrants Response Platform (TF - RMRP)

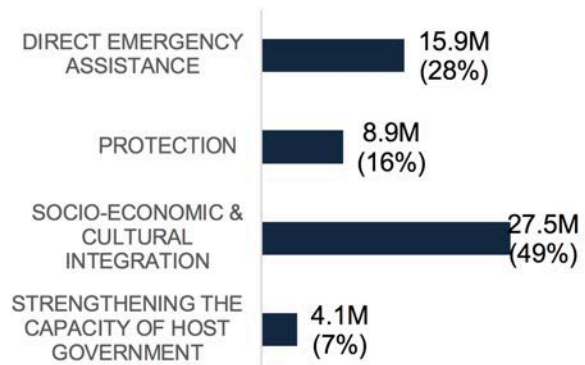


### Estimated Number of Refugees and Migrants



-- \*Projected estimate to December 2019. This projection is based on an analysis of official figures, including the net migration balance.

### Funding Requirements



## Introduction – Background and Achievements

Brazil has seen a significant influx of refugees and migrants from Venezuela crossing primarily through the northern states of the country. Since 2016, the number of refugees and migrants from Venezuela has substantially increased, to over 88,900 refugees currently living in the country.<sup>7</sup> Of these, over 65,600 Venezuelans have applied for asylum in Brazil and over 23,300 have acquired a two-year residence permit to stay in the country, through a resolution approved in March 2017.<sup>8</sup> As of November 2018, there was an average of 400 to 500 refugees and migrants from Venezuela entering Brazil per day, many of whom arrive in desperate conditions and in urgent need of humanitarian assistance.

The federal government began responding early on and engaged the United Nations (UN) System, Non-Governmental Organizations (NGOs) and civil society to help strengthen and coordinate appropriate strategies. Since 2017, UN agencies and partners have complemented the government response and have incorporated a wide range of activities for all refugees and migrants entering Brazil. Some of the main achievements were the establishment of proper reception and documentation centres, the provision of emergency shelters and basic services, the distribution of Non-Food Items (NFIs), and the implementation of integration activities, including voluntary relocation within the country.

In Brazil, the border State of Roraima is the main entry point for refugees and migrants coming from Venezuela and the only accessible state by land. The State of Roraima has a population of over 522,600 inhabitants, with a per capita income of approximately USD 270, placing it among the poorest states in Brazil. The challenging social situation and the lack of resources are influencing the conditions for violence and unrest in the state, as well as the social tensions between the host community and new arrivals. Due to its isolated location and with the poorest public service network, the situation has only been exacerbated after the arrival of refugees and migrants from Venezuela.

In order to alleviate pressure in the State of Roraima, reduce the number of Venezuelans living on the streets, and facilitate their socio-economic integration in the host cities, the Federal Government launched a plan for a voluntary relocation strategy to other Brazilian states.<sup>9</sup> Amid growing protests among host communities,

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<sup>7</sup> Statistics were provided by the Federal Police on 30 October 2018. Asylum statistics are up to 30 September 2018 and residency permit data up to 8 September 2018.

<sup>8</sup> Normative Resolution n. 126/2017 by the National Immigration Council (CNI), later updated by Inter-ministerial Decree n. 9/2018

<sup>9</sup> Solution only available for those of non-indigenous origin. A separate strategic approach will apply for the indigenous displaced community of Warao, through peaceful coexistence and local integration into public service schemes.

the Federal Government scaled up its internal relocation strategy with a commitment to relocate an average of 1,000 Venezuelans per month. To build on ongoing efforts, 2019 will focus on the humanitarian response, documenting and registering new arrivals, and the voluntary relocation process.



*Boa Vista, Brazil. Refugees and migrants from Venezuela board a Brazilian Air Force plane in Boa Vista, Roraima State, to be relocated to other cities across Brazil. The programme launched in April 2018 by the Federal Government facilitates voluntary relocation of Venezuelans to other parts of Brazil, to alleviate pressure from Roraima State and help refugees and migrants access improved living conditions, work, accommodation, and integration mechanisms. ©UNHCR/ Luiz Fernando Godinho*

## Joint Needs Analysis

RMRP partners in the country have already carried out rounds of assessments to systematize the mapping of the most pressing needs. It is projected that there will be approximately 190,000 refugees and migrants from Venezuela in Brazil by the end of 2019, including an estimated 86,500 new arrivals over the coming year. It is therefore important to capture the ever-changing needs of the most vulnerable populations. Around 180,000 refugees and migrants will be in need of assistance in Brazil. Additionally, some 110,000 people in host communities are also considered to be in need of assistance.

- As of October 2018, 5,200 refugees and migrants from Venezuela in Roraima are living in temporary shelters in Boa Vista and Pacaraima, and the **demand for**

**housing** has surpassed local capacity and structures.<sup>10</sup> The percentage of refugees and migrants from Venezuela interviewed during data collection exercises, living outside of shelters increased to 23 percent from February to June 2018.<sup>11</sup> In addition, 37 per cent of the interviewed population living outside of reception sites claimed to eat less than three meals per day. Moreover, 90 per cent of surveyed refugees and migrants from Venezuela living in Boa Vista in the street or without a solid roof have no access to sanitation facilities, and 66 per cent live in places **without access to water**.<sup>12</sup> Likewise, focus group discussions conducted in August 2018 found that the majority of refugees and migrants from Venezuela are living in precarious housing situations, such as public spaces, tents, open air, disused public buildings, or abandoned/damaged houses, among others.<sup>13</sup>

- Core protection needs include **access to asylum and a regular status**, as well as registration, which provides refugees and migrants from Venezuela with access to basic services and integration opportunities. Additionally, at the reception and documentation centres, Venezuelans have requested more information on the differences between migration modalities (i.e. asylum and temporary residence) so that they can make informed decisions. Information about the institutions and services they can access in case of violation of their rights, particularly on labour and immigration, is also needed.
- In June 2018, 32 per cent of surveyed refugees and migrants from Venezuela indicated that they have suffered a type of **violence** (verbal, physical, or sexual) after arrival in Roraima, due to their nationality, sexual orientation, and/or gender.<sup>14</sup> Femicides in the state have increased 139 per cent in the last five years, with widespread impunity and a lack of proper response mechanisms being the main challenges.<sup>15</sup> Women and children remain the most at risk of gender-based violence (GBV), including human trafficking, sexual abuse, and exploitation. Child labour is still prevalent across the city, with the most common types being begging, street-selling, and plastic waste collection.<sup>16</sup>
- Many refugees and migrants from Venezuela are facing significant challenges **accessing formal employment**. In Boa Vista and Pacaraima, the most common type of employment was reportedly informal or irregular daily work as of June 2018.<sup>17</sup> Whilst the difficulties in finding employment are partially due to a lack of

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<sup>10</sup> UNHCR's registration and case management system (ProGres) and other sources.

<sup>11</sup> IOM Brazil Displacement Tracking Matrix (DTM) Report Round 2 (May – June 2018), interviewed over 3,700 people.

<sup>12</sup> REACH-UNHCR Vulnerability Assessment (August 2018).

<sup>13</sup> REACH-UNHCR focus group discussions conducted in August 2018 with over 190 refugees and migrants from Venezuela living outside shelters.

<sup>14</sup> IOM Brazil DTM Report Round 2 (May – June 2018).

<sup>15</sup> Human Rights Watch Report (June 2017), available at: <https://www.hrw.org/pt/report/2017/06/21/305484>, and Helena Martins (27 August 2017), Agencia Brasil, available at: <http://agenciabrasil.ebc.com.br/direitos-humanos/noticia/2017-08/taxa-de-feminicidios-no-brasil-e-quinta-maior-do-mundo>.

<sup>16</sup> REACH-UNHCR results of focus group discussions (August 2018).

<sup>17</sup> IOM Brazil DTM Report Round 2 (May – June 2018).

appropriate job opportunities in the city, there is also a perceived discrimination that is compounded by the language barrier. Given these challenges, refugees and migrants have expressed a growing interest in the relocation programme. Initial consultations have seen positive results (43 per cent were able to find a job within the first two months). However, no system is yet in place at the national level to monitor and evaluate the impact and results.

- **Access to rights and social services** also remains a challenge due to the overburden on the local system in Roraima. For example, 32 per cent of the interviewed refugees and migrants from Venezuela did not have access to health services.<sup>18</sup> The reasons for which they are unable to access health services include a lack of local capacity to provide services and language barriers. Furthermore, 55 per cent of the interviewed refugee and migrant households from Venezuela with school-age children have reported that their children are not attending school.<sup>19</sup> Depending on the date of arrival, children must wait for the school year to finish to apply for placement, which has exposed them to child labour and protection risks.
- Besides local tensions related to overstretched basic services, media headlines have increasingly highlighted threats and crimes involving refugees and migrants from Venezuela in Roraima State. This has contributed to the shrinking of space for **peaceful coexistence** between refugees and migrants and the host community. In August and September 2018, a number of xenophobic incidents occurred in Roraima increasing tensions between the two communities, and in some cases causing physical violence towards refugees and migrants from Venezuela.
- Brazil has high standards of migrant and refugee protection, with advanced laws that include the expanded definition of refugee, safeguards against *refoulement*, alternative migratory pathways, and access to legal and fundamental rights in a non-discriminatory manner. However, despite the **enabling legal frameworks, implementation challenges exist**, caused by the lack of human resources for border management and documentation procedures; challenges in the coordination between stakeholders, especially from different levels of government; availability of disaggregated and up-to-date data on migratory flows, as well as data-sharing mechanisms.

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<sup>18</sup> IOM Brazil DTM Report Round 2 (May – June 2018).

<sup>19</sup> REACH-UNHCR Information Needs Assessment (November 2018).

## Areas of Intervention, Country Objectives and Priorities

The strategic objectives and priorities guiding the response in Brazil are defined under each of the below four areas of intervention. Over 95,000 refugees and migrants from Venezuela, as well as some 55,000 host community members, are expected to be reached through interventions under this Plan.

### DIRECT EMERGENCY ASSISTANCE

- Humanitarian and development partners will continue to support refugees, migrants and host communities in vulnerable situations with the **provision of basic needs**. The **distribution of food** will be provided through different implementation modalities, including food vouchers, direct food delivery, and the provision of food baskets, targeting vulnerable persons within and outside of the shelters. NFI packages will include sets of hygiene items, including for women and girls, and other basic utensils for daily needs. Other basic services include **water, sanitation and hygiene (WASH), and health**.
- Partners will provide refugees and migrants with humanitarian **transportation** to their final destination within Brazil, with special attention given to vulnerable groups, to screening and reception centres to facilitate their access to documentation and basic services, including health and hygiene.
- Partners will provide **shelter and accommodation** support, including through a variety of temporary modalities and rental subsidies.
- **Data collection and information management systems and mechanisms** will continue to be strengthened and broadened to incorporate inter-agency assessment tools, in addition to agency-specific processes. Joint assessments will aim at identifying specific urgent needs of all refugee and migrant populations, particularly women and girls, and including indigenous communities to inform evidence-based interventions.

### PROTECTION

- **Protection monitoring** as well as the existing protection response through the **identification, referral, monitoring** and access to services mechanisms of vulnerable groups. The protection response will **provide information** and guidance on rights, programmes, services, and support networks. Partners will produce and distribute bilingual information kits and other communicating with communities (CwC) materials on various thematic areas of protection identified by the population, including accompanied and unaccompanied children (UASC),

adolescents and youth, human immunodeficiency virus (HIV), GBV, human trafficking, access to rights and services, and complaint mechanisms, among others.

- Partners will enhance **access to registration, regularization and documentation** on Brazilian territory, taking into account the needs of specific groups and in accordance with the due process under Brazilian law.
- Development and improvement of **support spaces** and activities for people with **specific protection needs**, such as lesbian, gay, bisexual, transgender and intersex persons (LGBTI), indigenous populations, and children, facilitating their access to services, psychosocial and legal assistance, among others. Activities in this area of intervention will also include support to the growing number of cases of abuse and exploitation in the labour market.

### SOCIO-ECONOMIC AND CULTURAL INTEGRATION

- RMRP partners will continue to support the scale-up of the government **voluntary relocation** strategy to include activities from the point of origin to the destination. These services include transportation and accompaniment, family reunification, temporary shelters, as well as cash grants for rental support and basic needs. Integration activities will also support those in need of **access to social security, financial services, health, nutrition, and psychosocial support. Access-to-education activities** will promote the inclusion of school-aged refugee and migrant children in the Brazilian education system. Various initiatives will enhance **access to livelihoods**, including: financial services, formal employment, and self-employment. Advocacy for diploma recognition, the provision of technical, entrepreneurial and vocational courses, and Portuguese language classes will be important activities to promote socio-cultural integration.
- **Social cohesion** will be promoted between refugee and migrant and host communities, as well as among the different displaced groups in urban areas, by coordinating and collaborating with partners, working on socio-economic integration of refugees and migrants across multiple sectors. Programmes and campaigns to address xenophobia and discrimination will be strengthened with a joint approach, to support a favourable protection environment.

### CAPACITY STRENGTHENING

- Assisting the Brazilian government is a central component of the Plan, cross-cutting through all other areas of intervention. This includes the promotion of training and awareness-raising activities with institutions dealing with migration and asylum issues through a **rights-based and participatory approach**.



- **Training and technical assistance on gender equality and women's rights** in humanitarian action will be provided for first responders including to security, army, justice and social assistance sectors, as well as UN agencies, NGOs and civil society organizations.
- Advocacy and support aimed at **strengthening the national protection framework** will be conducted in close collaboration with UN agencies and the civil society in inter-sectoral coordination mechanisms. Moreover, the activities under this area of intervention provide technical support to the host institutions in sectors that **improve the provision of basic services** to refugees and migrants, including health, nutrition, education, water and sanitation.
- Activities will also focus on **strengthening the government's capacity to collect, monitor, and analyse population needs** and the provision of services, based on the local capacities of the host community. Therefore, information management plays an essential role at all levels in the delivery of a coordinated response. Improved information management systems as well as inter-institutional and inter-sectoral coordination will support regional, federal, state and municipal decision-making processes affecting refugees and migrants.

## INDIGENOUS POPULATIONS

A significant group among refugees and migrants from Venezuela is comprised of indigenous populations. Specifically, the Warao indigenous group who originate from northern Venezuela. There are currently Warao groups in the cities of Pacaraima, Boa Vista, Manaus, Santarém, Altamira, and Belém do Pará. In the State of Roraima, two of the shelters are hosting exclusively Warao population, given cultural differences between indigenous and non-indigenous populations. In August 2018, over 1,300 Warao persons were hosted in these shelters, including some 28 per cent children. In Warao communities, particularly amongst women, many speak only their native language, which impedes their access to basic services. During the past year, humanitarian partners have supported Warao in the shelters with income-generating activities. RMRP partners will continue to provide support to indigenous populations during 2019 to ensure that they are included in response activities for refugees and migrants from Venezuela arriving in Brazil, and that their needs are addressed in a culturally and ethnically sensitive approach.



*Boa Vista, Brazil. Asylum-seeker Celia Perez, 40, weaves baskets with other Warao women at Pintolandia Shelter in Boa Vista, northern Brazil. She came to Brazil from San Felix, Venezuela with her husband and six children 11 months ago. Around 700 other Waraos are staying in the shelter.*

© UNHCR/Reynesson Damasceno

# Summary of Objectives for 2019

## **DIRECT EMERGENCY ASSISTANCE**

### **OBJECTIVE 1**

Assist refugees and migrants in vulnerable situations with their basic needs.

### **OBJECTIVE 2**

Collect and maintain disaggregated data and information systems, including the analysis of movements and needs of refugees, migrants, and the host community.

## **PROTECTION**

### **OBJECTIVE 1**

Provide access for refugees and migrants to information and guidance with regards to rights, programs, services, and support networks.

### **OBJECTIVE 2**

Ensure refugees and migrants have access to territory, asylum, migratory regularization processes, and documentation, taking into account the needs of specific groups and in accordance with the due process of Brazilian law.

### **OBJECTIVE 3**

Ensure vulnerable groups have access to and are referred to protection mechanisms and receive attention, and follow-up from the relevant stakeholders.

## **SOCIO-ECONOMIC AND CULTURAL INTEGRATION**

### **OBJECTIVE 1**

Reinforce socio-economic integration, through relocation, access to livelihoods, financial services, formal employment, and self-employment.

### **OBJECTIVE 2**

Ensure refugees and migrants have access to lifelong learning and education, social security, and health.

### **OBJECTIVE 3**

Promote peaceful coexistence of refugees, migrants, and host communities, in non-discriminatory and culturally inclusive environments.

## **CAPACITY STRENGTHENING**

### **OBJECTIVE 1**

Strengthen state capacity to manage the border under a rights-based framework for the regularization of migratory and asylum procedures.

### **OBJECTIVE 2**

Improve information management by the State, as well as inter-institutional and inter-sectoral coordination in regional, federal, state and municipal decision-making processes.

### **OBJECTIVE 3**

Support and strengthen federal, state and municipal institutions and protection systems, while including civil society, migrants and refugees, as well as the host communities at all stages of the development of legislation and public policies.

## Partnership and Coordination

The Government of Brazil has led the emergency response in the country, issuing on 15 February 2018 a Provisional Executive Act (known as Medida Provisória # 820 (MP)) and establishing a Federal Emergency Assistance Committee to address the emergency assistance needs of refugees and migrants from Venezuela. Since 2017, joint mechanisms have been in place to ensure coordination among key stakeholders, including public authorities, UN agencies, NGOs and civil society organizations, through three levels.

Firstly, the Federal Government-led Emergency Assistance Committee runs a situation room in Brasilia and oversees activity planning and implementation. Three sub-groups have been established to facilitate implementation and monitoring, focusing respectively on (1) reception, identification, and screening; (2) health; (3) voluntary relocation. Some UN agencies participate in thematic sessions of the groups.

Moreover, the UN Coordination Team created a Venezuela Task Force with all agencies working in the emergency response, in order to address the most pressing issues and support the Government of Brazil at all levels, to strengthen the humanitarian response, ensure a rights-based approach, and promote the centrality of protection of Venezuelan refugees and migrants. The UN Venezuela Task Force will be strengthened and restructured into the Task Force for the Refugee and Migrants Response Platform Brazil (TF – RMRP Brazil). This group will include a wider range of stakeholders, including NGOs and civil society partners.

Additionally, at the local level in Roraima State, UN agencies, government institutions as well as international and national NGOs have established multiple forums to strengthen the coordination and impact of the humanitarian response in the ground. According to the needs, different working groups were set up to coordinate on specific thematic areas of the response, such as gender, children and youth, indigenous populations, NFI, labour, and emergency reception sites.





COLOMBIA REFUGEE  
AND MIGRANT  
RESPONSE PLAN

# Colombia

**1,114,266**

Refugees and Migrants in Need

**640,000**

Refugees and Migrants Targeted

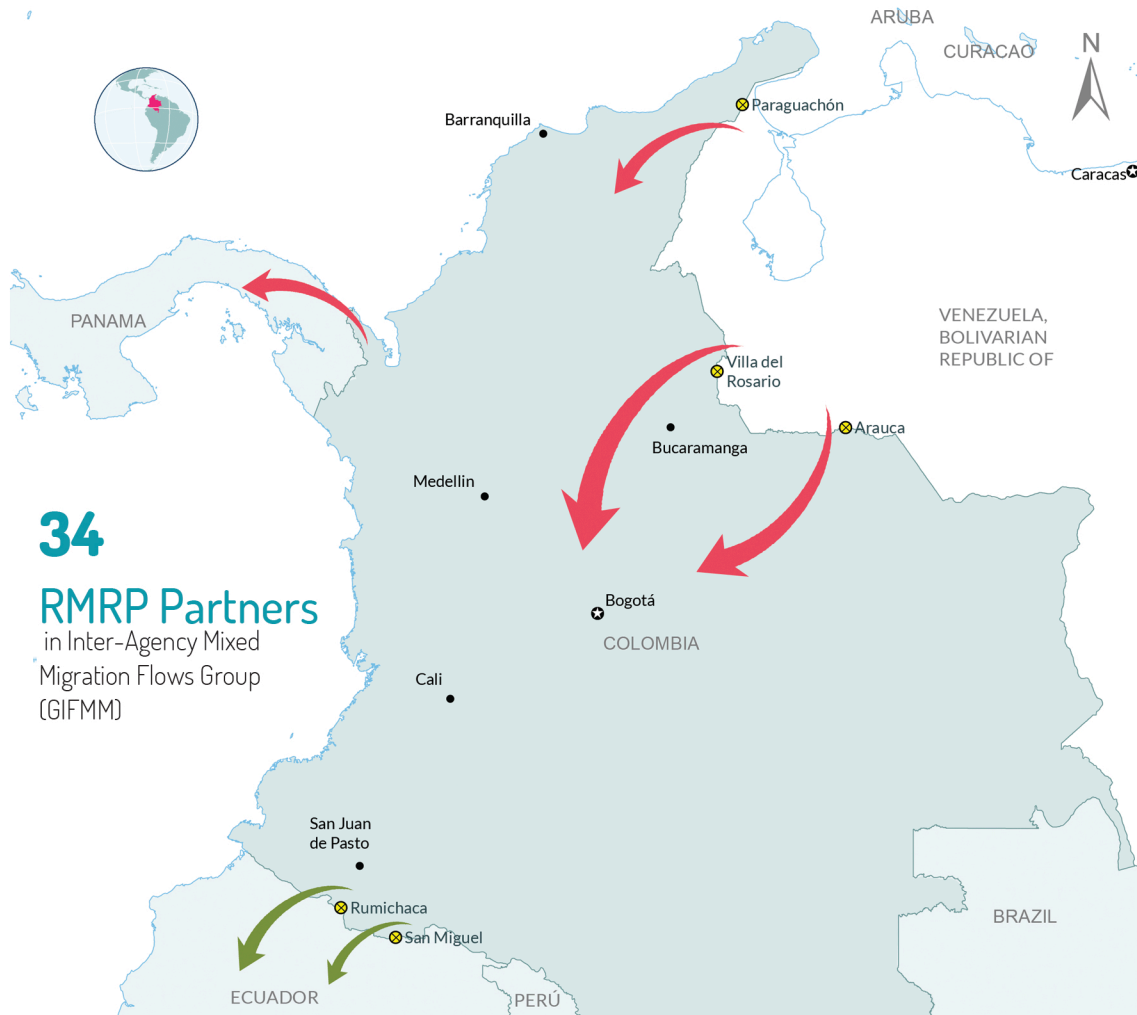
**300,000**

Target Host Community

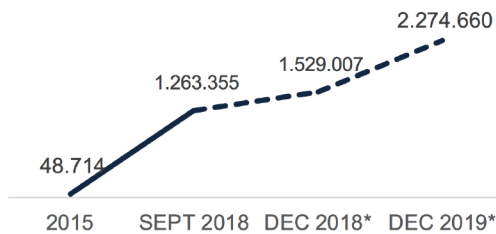
**USD 315M**

Financial Requirements

## Regional Population Movements

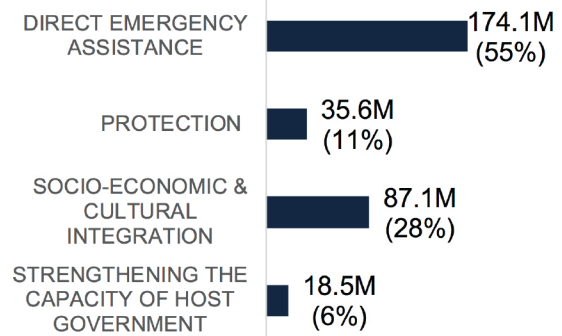


### Estimated Number of Refugees and Migrants



-- \*Projected estimate to December 2019. This projection is based on an analysis of official figures, including the net migration balance. Includes Colombian returnees.

### Funding Requirements



## Introduction – Background and Achievements

The impact of the outflow of refugees and migrants from Venezuela is felt most keenly in Colombia. Across the 2,200-kilometer common border with seven formal and hundreds of informal crossing points, Colombia has been receiving over 50 per cent of refugees and migrants from Venezuela, including those who remain in the country as well as those who transit through the country for onward movement. Colombia is also receiving a significant number of its nationals returning from Venezuela, some of them having stayed in Venezuela for decades. The situation in Colombia is indeed complex, with different types of population movements taking place simultaneously, including pendular movements in the border area.<sup>20</sup>

The arrival of refugees and migrants from Venezuela into Colombia has grown exponentially over the last few years. The number of those staying in the country rose from less than 39,000 at the end of 2015, to 1,032,000 at the end of September 2018, an increase of almost 2,550 per cent.<sup>21</sup> Similarly, the number of Venezuelans transiting through Colombia towards Ecuador and onwards increased from 14,000 in 2015, to 511,000 in the first nine months of 2018, an increase of 3,550 per cent. In addition, there are over 300,000 Colombian returnees,<sup>22</sup> with many of them requiring support for their socio-economic inclusion and safe reintegration.



*Cúcuta, border of Colombia with Venezuela. Thousands of refugees and migrants from Venezuela continue to enter Colombia daily, through the main regular entry point, crossing the Simon Bolivar International Bridge.*

©UNHCR/ Santiago Escobar-Jaramillo

<sup>20</sup> Pendular movement: temporary and usually repeated population movements, which may represent a movement pattern between country of origin and neighbouring country.

<sup>21</sup> Data from Migración Colombia, published on 1 November 2018, which provides figures as of 31 of September 2018, available at: <http://www.migracioncolombia.gov.co/index.php/es/prensa/infografias/infografias-2018/8693-migracion-venezolana>

<sup>22</sup> Data from World Bank "Migración desde Colombia – Impactos y estrategia de respuesta en el corto y mediano plazo" (November 2018), page 15, available at: <https://reliefweb.int/report/colombia/migraci-n-desde-venezuela-colombia-impactos-y-estrategia-de-respuesta-en-el-corto-y>

As the number of Venezuelans has increased, the population is settling not only along the border, but also across the country, including in large urban centres. Therefore, refugees and migrants from Venezuela, as well as Colombian returnees, sometimes find themselves in areas where the impact of armed conflicts are still felt.

The scale and complexity of this movement, coupled with the fact that the country has traditionally not received large numbers of refugees and migrants, has created considerable challenges, but has also been met with a generous response by the authorities. The Government of Colombia has taken commendable steps to respond to the situation and has called on humanitarian partners and the international community to support its efforts. In 2017, Colombia created a Special Stay Permit (PEP, by its acronym in Spanish), which benefited Venezuelans who entered through formal border points, with a total of 181,000 issued by February 2018. Between April and June of the same year, the national authorities registered more than 442,000 Venezuelans who were irregularly in the country through the largest and fastest registration process in its history (process known by its Spanish acronym, RAMV). Those registered through the RAMV were given the opportunity to regularize their status by acquiring a PEP.<sup>23</sup> The PEP allows these individuals to remain in Colombia for up to two years with access to basic rights, including employment, health, and education.

In addition to having granted PEPs to over 415,000 Venezuelans by the end of September 2018, a number that could reach around 620,000 by the end of the year,<sup>24</sup> Colombia has also opened two rounds for requesting Border Mobility Cards (TMF – by its acronym in Spanish), a permit held by some 1.5 million Venezuelans as of November 2018,<sup>25</sup> which allows them to enter Colombia for up to seven days. The progressive expansion of basic rights and provision of basic services to Venezuelans, such as emergency healthcare and basic schooling, has also accelerated in 2018.

Members of the national coordination platform (the Inter-Agency Mixed Migration Flows Group – GIFMM, by its acronym in Spanish), led by the United Nations High Commissioner for Refugees (UNHCR) and the International Organization for Migration (IOM) and composed of 38 United Nations (UN) agencies, Non-Governmental Organizations (NGOs) and the Red Cross Movement, have stepped up operations to respond to the growing needs of refugees and migrants from Venezuela, including Colombian returnees, as well as host communities, and seeking to support and complement the State's response. These efforts range from emergency response to

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<sup>23</sup> This is the third round of PEPs being granted by the Government of Colombia to this population. Under the first one (PEP –I) over 68,870 people were granted the permit, the second round (PEP-II) reached over 112,600, and the third round (PEP-III) over 233,800 people, as of 31 of September 2018.

<sup>24</sup> This includes the Venezuelans granted PEPs in the three rounds and those were registered in the RAMV who are still eligible to apply for PEPs.

<sup>25</sup> Data from Migración Colombia, published on 13 November 2018, available at: <http://www.migracioncolombia.gov.co/index.php/es/prensa/infografias/infografias-2018/8693-migracion-venezolana>



humanitarian, basic and protection needs, as well as actions to promote integration, social cohesion, and strengthening the capacity of the government.

In 2018, refugees and migrants from Venezuela and host communities have been provided with critical aid, including food assistance and recovery of agricultural production, hygiene kits, vaccinations, humanitarian transportation, and assistance in transit centres. Some tens of thousands of Venezuelans have received individual orientation during and after RAMV and the issuance of the PEP. Attention and Orientation Points, legal clinics, child-friendly spaces, and temporary schooling facilities were established throughout the country. Lastly, millions of Colombians have been reached through anti-discrimination/anti-xenophobia campaigns.



*Cúcuta, border of Colombia with Venezuela. A mother with her two sons crosses on foot the Simon Bolivar International Bridge into Colombia. ©UNHCR/Santiago Escobar-Jaramillo*

Nevertheless, further efforts are needed in areas related to protection, including ensuring access to territory as well as protection against *refoulement*, ensuring adequate safeguards are in place in deportation and expulsion procedures. Further efforts are also needed to strengthen the asylum process, in particular ensuring access to efficient and timely procedures and ensuring the fulfilment of basic needs during the process, including through the right to work. There are also protection risks related to the presence of non-state armed groups which need to be addressed – including secondary displacements, forced recruitment, violence, human trafficking, smuggling, labour exploitation, abuse, gender-based violence (GBV), and utilization

in the drug production chain. In addition, further efforts will be needed to combat discrimination and xenophobia. Lastly, the mass regularization of Venezuelans will also require coordinated efforts to ensure effective access to rights and services, as well as to employment, to promote Venezuelans' self-sufficiency and capacity to contribute to development in Colombia.

## Joint Needs Analysis

The GIFMM has worked on an analysis of the population covered by this Plan: refugees and migrants from Venezuela, Colombian returnees (including mixed families), population in transit, with pendular movement, and host communities. This analysis aimed to identify the different population profiles and different needs based on information and data gathered through various assessments and from consultations with local and national partners. The analysis was also focused on determining projections of the population covered by this Plan for 2019 and the people in need. It is estimated that by the end of 2019, over 2.2 million refugees and migrants from Venezuela will be in Colombia, including some 1,755,000 with intention to stay and 519,000 Colombian returnees. Over 1,114,000 refugees and migrants will be in need of assistance. This is comprised of over 912,000 people with an intention to remain in Colombia, some 108,000 people in pendular movement, and over 93,000 Colombian returnees. In addition, over 446,000 people in transit and some 310,000 people in host communities are also considered to be in need of assistance.

The GIFMM has also led the analysis which forms the basis of this Plan and, in coordination with the United Nations Office for the Coordination of Humanitarian Affairs (OCHA),<sup>26</sup> for the *refugees and migrants* chapter of the Colombia Humanitarian Needs Overview and corresponding Humanitarian Response Plan.

- Refugees and migrants from Venezuela that have chosen **Colombia as their country of destination** are in high need of the following, in order of priority:
  - **Access to livelihoods**, essential for their integration and self-sufficiency. Efforts are needed to ensure that the refugees and migrants from Venezuela with regular status have effective access to labour markets, reducing dependence on assistance and taking advantage of their economic potential. Almost 55 per cent of Venezuelan adults who were of irregular status and were registered during the RAMV were unemployed or work informally.

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<sup>26</sup> With support from iMMAP for the Humanitarian Needs Overview (HNO).

- **Protection**, particularly from violence, human trafficking, and gender and age-related risks, access to documentation and regularization for those without regular status, as well as access to asylum procedures.
- **Health**, as the lack of access to adequate health services in Venezuela has caused needs that require a response in Colombia, as well as their level of access to healthcare being linked to their status. Out of some 396,000 Venezuelans who have expressed their intention to stay in Colombia during the RAMV, 99 per cent were not affiliated to the social security system due to their irregular status.
- **Food security and nutrition**, related to the lack of sufficient resources to ensure a balanced diet in Venezuela, which has also negatively impacted their health.



*Cúcuta, border of Colombia with Venezuela. The Divine Providence community kitchen operates with the support of local and other volunteers. The kitchen serves up to 5,000 meals every day to refugees and migrants from Venezuela ©WFP/ Darío Lopera*

- Over 838,000 Venezuelans exited Colombia in 2018, more than 70 per cent of whom crossed into Ecuador via the Rumichaca International Bridge travelling to countries further south including Ecuador, Peru, and Chile. Those in transit, and particularly those crossing the country on foot, face distinct risks and have critical needs which include:

- **Safe transport**, identified as a top need identified by refugees and migrants.<sup>27</sup>
  - **Food**, as 60 per cent were found to be at high risk of food insecurity.<sup>28</sup>
  - **Lodging**, considering that more than 94 per cent reported to be sleeping rough.
  - **Protection**, in view of the fact that 79 per cent expressed having suffered discrimination and about 40 per cent recognize armed actors as risk factors.<sup>29</sup>
  - Access to **water and sanitation** during the journey.
- Those undertaking **pendular movement** are mostly looking to purchase basic goods, access health care and other services, and/or seek temporary work to support themselves and their families in Venezuela. The lack of formal and safe income-generating opportunities for this group creates a risk of exploitation. In addition, when Venezuelans cannot physically cross through formal border crossing points, crossing through other areas creates risks derived from the presence of non-state armed and criminal groups, including human trafficking and smuggling, forced recruitment, and survival sex. In addition, Venezuelans who enter Colombia temporarily are also in need of **basic health care and food**.
  - Regarding **Colombian returnees**, one of their main needs is **access to information** about the pathways already established by the government for **access to rights, nationality and documentation**, as well as greater support through the process to access these rights and **reintegration in their home country**. Within this group, returning Colombian refugees and victims of the armed conflict are of particular concern. While no figures are available, there are Colombians in need of international protection among those returning. These individuals will need support to **prevent re-victimization** and to **access institutional attention routes for victims of the armed conflict**, with the aim of ensuring, as appropriate, humanitarian assistance, compensation, and/or reparation for victims of human rights violations.
  - **Host communities** require support to cope with increased pressure from arrivals. This includes particularly support in terms of **livelihoods, access to basic services, and housing** due to increased demand; as well as support to **educational and health facilities**, that now exceed their capacity. In this context, there is also a need to ensure community engagement, social cohesion, and efforts to combat discrimination and xenophobia. Effective integration will also require the continuation and expansion of efforts to **promote peaceful co-existence** between

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<sup>27</sup> Santander North Local Coordination Team, "Report on the humanitarian situation of Venezuelan migrants transiting on foot" (August 2018), with the participation of GIFMM, Norwegian Refugee Council (NRC), Servicio Jesuita de Refugiados (SJR) and the UN Office for the Coordination of Humanitarian Affairs (OCHA).

<sup>28</sup> WFP, Needs Assessment persons traveling on foot, Ipiales (September 2018).

<sup>29</sup> Santander North Local Coordination Team, "Report on the humanitarian situation of Venezuelan migrants transiting on foot" (August 2018), with the participation of GIFMM, Norwegian Refugee Council (NRC), Servicio Jesuita de Refugiados (SJR) and the UN Office for the Coordination of Humanitarian Affairs (OCHA).

refugees and migrants from Venezuela and host communities, including area-based projects that benefit all populations and strengthen community-level **anti-discrimination and anti-xenophobia campaigns**.

- **Cross-border indigenous communities, such as Wayuu and Yukpa groups**, who lack full recognition as nationals of both countries, are impacted by the situation in Venezuela as well as conditions upon arrival and the impact of being uprooted from traditional lands. **Access to registration, documentation, rights and services** in this context is critical for these communities, in addition to an approach that takes into account their specific needs and is culturally and ethnically sensitive. In this context, assistance and mechanisms to ensure the recognition of their Colombian nationality are critical to ensure access to basic services and livelihoods, thus also protecting them from the effects of violence and armed conflict.

## Areas of Intervention, Country Objectives and Priorities

The Plan recognizes the principle of government responsibility vis-à-vis the delivery of humanitarian services, protection, and inclusion of refugees and migrants, with a strong supportive and complementary role provided by RMRP partners. In all areas of intervention, the coordinated response will seek to establish and reinforce links with the Government of Colombia's comprehensive response plan. Over 640,000 refugees and migrants are expected to be reached through interventions under this Plan. Additionally, a significant number of people in transit to other countries will be provided with assistance. This Plan will also take into account the needs of host communities and strives to ensure that social cohesion is maintained through delivery of improved quality of services.

### DIRECT EMERGENCY ASSISTANCE

- In response to the immediate and urgent needs of the large portion of the population covered by this Plan, and based on the fact that **almost all of those arriving who leave Venezuela will either stay in Colombia or transit through it on their way to other countries**, one key area of the Plan in Colombia focuses on emergency assistance.
- Partners' main goals under this area of intervention are to respond effectively to immediate basic needs, **facilitate access to assistance through adequate information, and actions to reduce risks that would create further humanitarian needs**.

The top three sectors for this area of intervention correspond to critical and **life-saving assistance including (i) basic health assistance** through emergency health services, vaccinations, health assistance to people with specific needs; (ii) **food security and nutrition** through provision of food, communal kitchens and food vouchers; **multi-sectoral interventions**, such as (iii) **shelter** and (iv) **Water, Sanitation and Hygiene (WASH)** in areas where the number of arrivals has overwhelmed local absorption capacity, such as border and reception areas. Assistance through cash-based interventions for immediate needs, including multi-purpose cash transfers, will be prioritized. Activities under this area of intervention also include humanitarian transportation, communication and connectivity mechanism, provision of Non-Food Items (NFIs), provision of information to assist those needing to access response services, and preventive health and nutritional efforts. Humanitarian assistance will target key reception and transit areas, which covers both borders, urban centres and key transit points, including highways from Venezuela to Ecuador. The provision of humanitarian assistance will be closely coordinated by the national and local-level GIFMMs through participation in the government's local Unified Command Posts and Migratory Management Roundtables to ensure a complementary and efficient response.



*Cúcuta, border of Colombia with Venezuela. A woman from the Yukpa indigenous group takes part in the mass registration exercise conducted by the Colombian authorities. ©UNHCR /Johanna Reina*

## PROTECTION

- Under this area of intervention, the response will focus on ensuring **access to documentation, regularization, territory and international protection mechanisms**.
- The **identification, referral and response to cases with specific needs will be strengthened**, such as for children and survivors of GBV through appropriate community-based or partner response mechanisms; and strengthening community networks.
- Activities will also include **legal assistance, provision of information and orientation on rights and procedures, support on access to documentation, regularization and asylum procedures, protection monitoring, psychosocial support** for people with specific needs, prevention and identification and response to cases of **human trafficking, GBV, and exploitation**.
- Partners will also look to support **community-based organizations and networks**, supporting activities to strengthen their capacity to advocate and organize for the promotion of their rights, as well as facilitating communication between partners and communities and between communities themselves.

## SOCIO-ECONOMIC AND CULTURAL INTEGRATION

- Partners' main goals under this area of intervention will be to strengthen **long-term, equal and consistent access to basic services**, such as education and healthcare, generating livelihood opportunities, and promoting peaceful coexistence with host communities.
- The objective of the planned activities is **to enhance provision of services while at the same time promoting integration** of the arrivals and supporting Colombian host communities. This will focus on activities to support access to livelihoods, including access to the job market, facilitating access to documentation needed for employment, such as the validation of academic titles and work experience, and the promotion of productive initiatives.
- The Plan will also promote **long-term access to services** such as healthcare, education and clean water, through interventions in host communities that expand the availability and capacity of clinics, schools and water systems, among others. This will be prioritized through an area-based approach to the response, with the aim of creating or improving access to services in those areas where arrivals from Venezuela are concentrated and providing them to host communities as well, thus promoting peaceful coexistence.

- In addition, the Plan includes activities to **promote social cohesion and efforts against discrimination and xenophobia**, including anti-discrimination/anti-xenophobia campaigns and community-based projects to promote peaceful coexistence and dialogue between arrivals and host communities.

## CAPACITY STRENGTHENING

- The main goal of the Plan is to strengthen the overall capacity of the Colombian State, both national and local institutions, to provide a **comprehensive management of the arrival of refugees, migrants and Colombian returnees**. This will be achieved through two key actions:
- The first line of activities seeks to **provide technical support and increase the capacity of different state institutions at the national and local levels** that have responsibilities related to refugees and migrants or protection-related areas, such as child protection, as well as ensure interoperability of information systems from different state institutions, with the support of the GIFMM Information Management sub-group. This will be achieved through advocacy, technical assistance, and the dissemination of best practices at all levels of government, as well as financing personnel and equipment in key institutions.
- The second line aims to **create structural and long-term State capacity** by providing technical assistance and conducting advocacy that will be reflected and adopted into concrete norms, such as laws, decrees, and other regulations, as well as strategic and far-reaching public policies.

## Summary of Objectives for 2019

### DIRECT EMERGENCY ASSISTANCE

#### OBJECTIVE 1

Provide an effective response to immediate humanitarian basic needs of target population, complementing and coordinated with the Government of Colombia's response.

#### OBJECTIVE 2

Provide target population with timely access to reliable, up-to-date, socially, and culturally adequate information on access to mechanism to attend basic humanitarian needs.

#### OBJECTIVE 3

Prevent and reduce humanitarian needs and risks of target population.



## PROTECTION

### OBJECTIVE 1

Ensure effective access of target population to documentation, registration processes, regularization, and to the asylum system, including the provision of information and guidance, and promotion of access to territory for people in need of international protection.

### OBJECTIVE 2

Prevent, identify, refer, or provide a protection response for persons with specific needs, among target population.

### OBJECTIVE 3

Strengthen organizational community processes, including community networks and protection mechanisms, for the target population, and promote participation to guarantee two-way communication.

## SOCIO-ECONOMIC AND CULTURAL INTEGRATION

### OBJECTIVE 1

Strengthen access to basic services and basic goods and national and local capacity, including on health care and education.

### OBJECTIVE 2

Generate opportunities for dignified work, productive resources, and livelihoods for the target population.

### OBJECTIVE 3

Promote social cohesion, peaceful coexistence, and non-discrimination within host communities.

## CAPACITY STRENGTHENING

### OBJECTIVE 1

Strengthen capacities and response mechanisms of government institutions for the management and care of refugees and migrants.

### OBJECTIVE 2

Strengthen the legal framework and public policy of the Government of Colombia for the protection of refugees and migrants and management of the influx.

## Partnership and Coordination

In light of the increase in arrivals from Venezuela, in 2016 UNHCR and IOM established the Inter-Agency Border Group (GIF, by its Spanish acronym). The group's goal was to coordinate the response to the situation along the border area with Venezuela and Colombia. In 2018, the GIF expanded its work and became the GIFMM, led by UNHCR and IOM, covering the issue at a national level and providing operational, strategic and political leadership.

As of the end October 2018, the GIFMM has 38 members and local branches in six departments. More branches are expected to be set up by the end of 2018 and in 2019, mirroring the Government of Colombia's local coordination mechanism, the Migration Management Roundtables (Mesas de Gestión Migratoria, in Spanish), to ensure complementarity and coherence between the Government's response and GIFMM operations on the ground in key reception and transit areas.

In parallel to this situation and due to the ongoing armed conflict, Colombia is the only country in the region with an existing humanitarian architecture, including a cluster system. GIFMM works at the national and local level in a back-to-back system with the humanitarian architecture to ensure maximum efficiency for all partners and coherence between both coordination mechanisms.

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# ECUADOR REFUGEE AND MIGRANT RESPONSE PLAN

# Ecuador

**413,658**  
Refugees and  
Migrants in Need

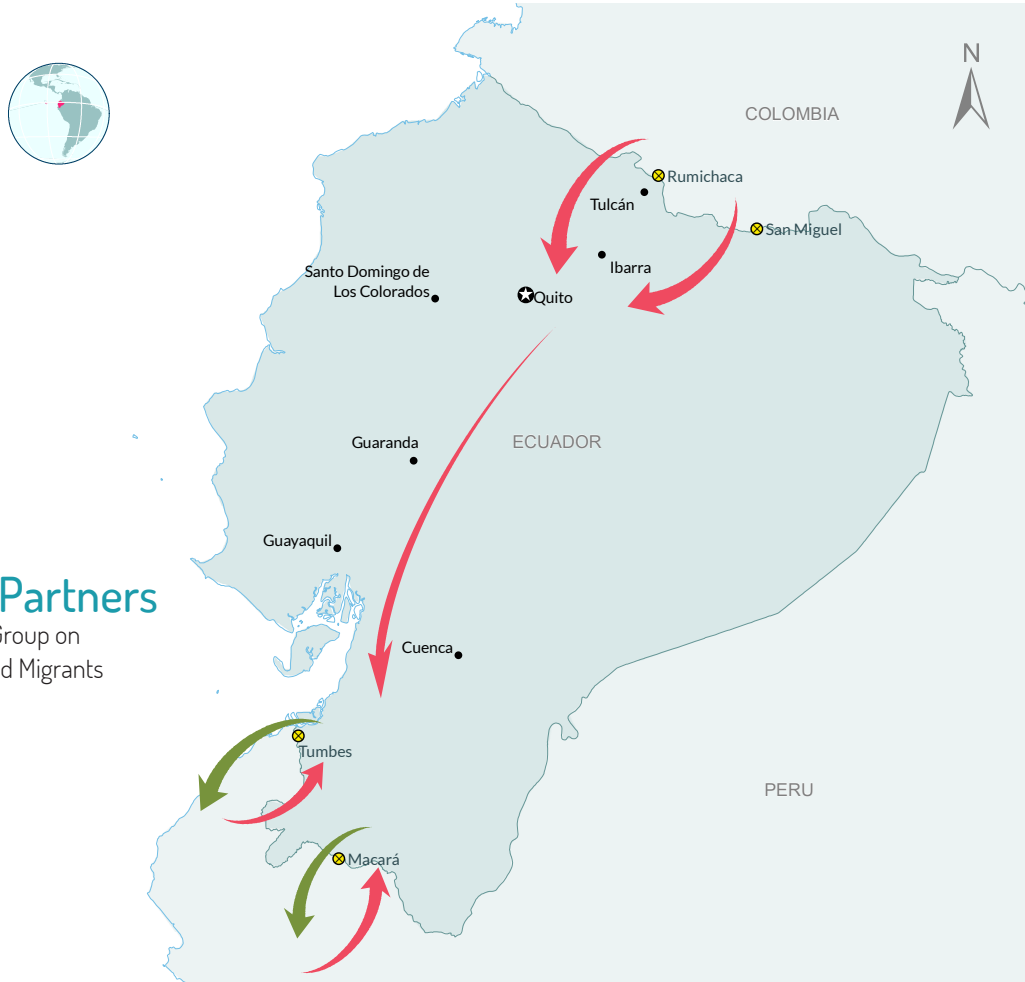
**350,849**  
Refugees and  
Migrants Targeted

**109,396**  
Target Host  
Community

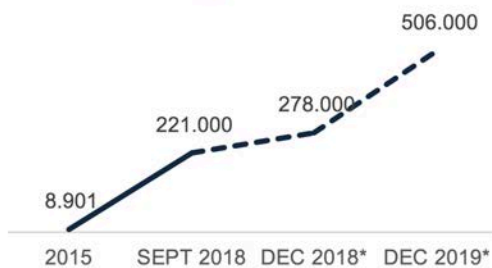
**USD 117M**  
Financial  
Requirements

## Regional Population Movements

**24**  
**RMRP Partners**  
in Working Group on  
Refugees and Migrants  
(GTRM)

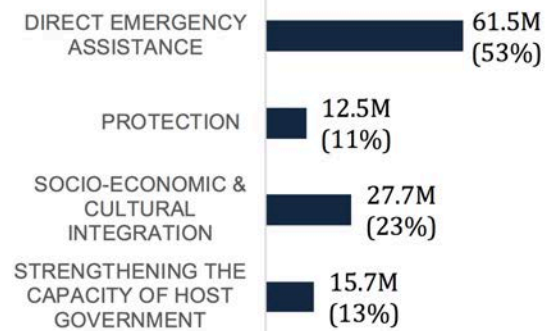


**Estimated Number of Refugees and Migrants**



-- \*Projected estimate to December 2019. This projection is based on an analysis of official figures, including the net migration balance.

**Funding Requirements**



## Introduction – Background and Achievements

The steady increase in the number of arrivals of refugees and migrants from Venezuela in Ecuador posed a major challenge for governmental, humanitarian and development actors responding to the unfolding situation. There were some 806,000 arrivals of refugees and migrants from Venezuela from January to October 2018, compared to 288,000 in 2017.<sup>30</sup> Against this backdrop of increasing population movements and humanitarian needs, resources became significantly overstretched.

Ecuador is a country of transit and destination for refugees and migrants from Venezuela and is second largest after Colombia in terms of the number of arrivals. Among those who entered the country regularly in 2018, an estimated 83 per cent (671,000) were in transit to Peru and other destinations, while 17 per cent (135,000) remained in Ecuador. This brings the total number of refugees and migrants from Venezuela to approximately 221,000 inside the country as of September 2018.<sup>31</sup>

One of the major challenges faced by many Venezuelans choosing to stay in Ecuador is access to regular status. Although those entering the country through regular means obtain a temporary (tourist) visa for up to 180 days, this does not give them the right to work. Once in the country, they can access temporary – and later permanent – residence. However, the documents required to apply for a residence permit are often difficult to obtain for Venezuelans, and the cost is high. Those who cannot produce these documents or cover the cost will find themselves in an irregular situation when their visas expire. As such, they face particular challenges, including limited access to basic services and lack of income-generating opportunities as well as greater exposure to protection risks, such as human trafficking, exploitation and abuse. Access to asylum was another challenge faced initially, although this improved progressively towards the end of 2018. However, asylum systems, initially intended to cope with about 5,000 to 6,000 claims a year, remain insufficient to cope with large numbers of arrivals.

Over the course of 2018, the Government of Ecuador progressively adapted its response to the growing number of arrivals. A state of emergency was declared in the provinces of Carchi, El Oro and Pichincha in August 2018, enabling institutions to take extraordinary measures to address needs as well as public health and security risks.

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<sup>30</sup> According to data from the Government of Ecuador, available at <http://servicios.turismo.gob.ec/index.php/turismo-cifras/2018-09-19-17-01-51/movimientos-internacionales>).

<sup>31</sup> Ibid.

For instance, migration authorities increased the number of staff to process arrivals, while mobile units from the Ministry of Public Health and social workers from the Ministry of Social and Economic Inclusion were deployed. Local emergency committees also took measures to identify and assist extremely vulnerable individuals, including unaccompanied and separated children (UASC).



*Rumichaca, border of Ecuador with Colombia. Hundreds of refugees and migrants from Venezuela queue at the border crossing. ©UNICEF/ Santiago Arcos*

Despite these efforts, mitigating the impact of the increased number of arrivals remains challenging. When arrivals peaked in May, August and October 2018 at over 5,000 per day,<sup>32</sup> it became increasingly difficult to address the heightened vulnerability of new arrivals, many of whom spent days in the open at two northern border crossings – Rumichaca and San Miguel – in Colombia before entering Ecuador. Approximately 36 per cent of refugees and migrants from Venezuela are reportedly travelling on foot for part or all of their journey, often continuing onwards in very difficult conditions.<sup>33</sup>

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<sup>32</sup> Ibid.

<sup>33</sup> UNHCR Protection Monitoring Report (October 2018).

In 2019, a forward-looking and protection-oriented response will be adopted to meet the needs of refugees and migrants from Venezuela in transit, while also assisting those who stay in Ecuador. With respect to the humanitarian and emergency response, partners plan to scale up life-saving assistance while reinforcing coordination efforts. With protection as a core component of the response, particular emphasis will be given to the provision of tailored assistance to vulnerable groups such as children, women at risk, including pregnant and lactating women, elderly, gender-based violence (GBV) survivors, and others with specific needs.

Beyond emergency interventions, the response strategy contains a significant medium to long-term component, geared towards promoting the socio-economic and cultural integration of refugees and migrants from Venezuela remaining in-country, with specific attention also paid to host communities and governmental institutions. A certain degree of flexibility will be maintained to enable partners to adapt to sudden developments. As such, a specific inter-agency contingency plan aiming to respond to unforeseen eventualities is underway.

## Joint Needs Analysis

It is estimated that by the end of 2019, around 506,000 refugees and migrants from Venezuela will be in Ecuador. Over 413,000 refugees and migrants will be in need of assistance. In addition, over 209,000 people in host communities are also considered to be in need of assistance.

- Virtually all refugees and migrants from Venezuela arrive at Ecuador's northern border, where a significant number are in **critical need of humanitarian and emergency assistance**. Many do not have the resources to continue their onward journey in a safe way. A needs assessment conducted in September and October 2018 found that more than 55 per cent of those surveyed were unable to meet their basic needs, resulting in high levels of food insecurity.<sup>34</sup> Challenges highlighted also included limited access to safe **water, sanitation and hygiene (WASH)**, as well as **shelter**, with many forced to sleep in public spaces.<sup>35</sup> **Access to health care**, including psychosocial support services, immunization and anti-retroviral human immunodeficiency virus / acquired immune deficiency syndrome (HIV/AIDS) treatment, was also described as insufficient. Besides existing needs in key entry points at border areas, needs for assistance have also been identified for populations in transit. Return dynamics will have to be closely monitored, with

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<sup>34</sup> Ecuador CFF Multi-Sectorial Needs Assessment (October 2018), available at <https://app.powerbi.com/view?r=eyJoiZmFIZDBjOGQIMjU2My00YWFlLTlhOTMtOTNiMGJhY2Y1NDIwIiwidCI6IlgwNWRiZTRkLWFIZDMiNDdINS1hNDQ2LWQ0NzQ5N2FIMTE4YSIsImMiOiF9.>

<sup>35</sup> IOM Ecuador Displacement Tracking Matrix (DTM) Report Round 1 (August 2018).

increasing numbers of Venezuelans entries being recorded at the border with Peru (Huaquillas).

- **Information needs on available life-saving services and rights** have been identified among refugees and migrants from Venezuela.
- Major challenges in the protection environment of refugees and migrants from Venezuela relate to their **documentation, regularization, access to asylum, and access to residency status**. By early November 2018, some 97,000 had obtained a residence permit, while some 9,200 had requested asylum in 2018.<sup>36</sup> Although this is considerable, the pending visa requests are still high. In recent months, the number of refugees and migrants from Venezuela travelling with their identity card as their only form of documentation has grown, which increased challenges on visa processing.<sup>37</sup> Many reported experiencing difficulties in obtaining a passport in Venezuela, and faced a number of barriers when accessing a residence permit or requesting asylum. In view of these challenges, refugees and migrants from Venezuela are increasingly exposed to protection risks. In this context, access to asylum and regular status is an important component in discussions with the government, to ensure that refugees and migrants from Venezuela are able to access services, enjoy rights and benefits and are less exposed to various protection risks.
- The number of arriving refugees and migrants from Venezuela indicating to have various vulnerabilities has grown over the course of 2018. Some 27 per cent of the people surveyed presented **specific needs** in the month of October, such as serious and critical medical conditions or disabilities.<sup>38</sup> Seventeen per cent of those surveyed in Quito also reported witnessing some form of human trafficking and smuggling,<sup>39</sup> and approximately 30 per cent reported having been robbed, intimidated, scammed, or assaulted during the journey, mainly in Colombia.<sup>40</sup> Available information indicates that women are exposed to sexual exploitation and abuse and forced to resort to survival sex.<sup>41</sup> Children also face serious protection risks such as exploitation and abuse and separation from caregivers, especially when undocumented. Only about one-third of those estimated to be in the country are registered to attend school. There is also a particular need to facilitate family tracing and reunification, especially in the case of UASC. Lesbian, gay, bisexual, transgender and intersex (LGBTI) persons are also especially vulnerable.

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<sup>36</sup> UNHCR Protection Monitoring Report (October 2018).

<sup>37</sup> Ibid.

<sup>38</sup> Ibid.

<sup>39</sup> IOM Ecuador DTM Report Round 1 (August 2018).

<sup>40</sup> UNHCR Protection Monitoring Report (October 2018).

<sup>41</sup> Ecuador CFF Multi-Sectorial Needs Assessment (October 2018).



- Access to income-generating opportunities is crucial to the **socio-economic inclusion** of refugees and migrants. However, most reported needing an income not only to meet their basic needs, but also to support their families who are still in Venezuela. Lack of income-generating activities exacerbates risks for women, girls and young people in particular, exposing them to different forms of exploitation and abuse. Mobility monitoring activities show that those arriving in Ecuador have different educational backgrounds.<sup>42</sup> In this regard, the recognition of skills and education, particularly among refugees and migrants with higher qualifications, will be critical. In addition, xenophobia and discrimination will need to be addressed with a view to fostering social cohesion and facilitating access to adequate housing, health care and social protection programmes.
- Support to ensure access to asylum and regular status, including through registration processes led by **strengthened government institutions** is required. In light of the increasing scale and complexity of the emergency, there is a critical need to coordinate with and strengthen the primary role of the government to support a medium to long-term response, including through the national social security system. Active engagement with national authorities will be crucial to ensure the response is complementary to the government's comprehensive response plan and related strategies. Regarding reception conditions, strengthening border management capacities and enhancing social services and monitoring systems are two key areas of focus.

## Areas of Intervention, Country Objectives and Priorities

The Plan recognizes the principle of government responsibility vis-à-vis the delivery of humanitarian services, protection, and inclusion of refugees and migrants, with a strong supportive and complementary role provided by RMRP partners. In all areas of intervention, the coordinated response will seek to establish and reinforce links with the government's comprehensive response plan. Over 350,000 refugees and migrants from Venezuela, as well as over 109,000 host community members, are expected to be reached through interventions under this Plan.

### DIRECT EMERGENCY ASSISTANCE

- **Data collection and analysis on human mobility** as well as the design of specific **monitoring mechanisms, needs and vulnerability assessments tools** for humanitarian and development partners will continue to be a major priority in order

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<sup>42</sup> IOM Ecuador DTM Report Round 1 (August 2018).

to inform decision-making and coordination. Data on the enjoyment of rights, needs, goods and services, with a particular focus on age and gender, will be collected and analysed. Changes in the context will also be closely monitored, especially if a greater number of refugees and migrants remain in or move to Ecuador due to developments in neighbouring countries. Close monitoring of the movements of refugees and migrants will be crucial to meet needs.

- **The provision of basic assistance** such as food, shelter, non-food items (NFIs), as well WASH and health interventions will be coordinated at border points and in areas where refugees and migrants from Venezuela transit through or have settled. Food security and food assistance will also form an integral part of the coordinated response, including for those in transit. Regarding health, a number of interventions will be prioritized, such as the provision of health supplies and nutritional supplements, medical referrals, and strengthening of capacities to identify, prevent, and respond to communicable and non-communicable diseases. The provision of temporary shelter will also offer essential protection and assistance to those who need it most. WASH activities will be carried out to ensure access to clean water and sanitary services. Humanitarian transportation will facilitate the safe movement of vulnerable individuals and families, while other vulnerable individuals without resources will be identified and assisted through cash-based interventions (CBI).



*Rumichaca, border of Ecuador with Colombia. Ana Victoria Vivaz, five years old, receives a vaccine against measles, rubella, and mumps by a doctor of the Ministry of Health of Ecuador, whilst in transit to travel to Peru with his parents. ©UNICEF/ Santiago Arcos*

- Partners will also focus on better **communication with refugees and migrants**, including through social media, in order to provide more information on which services are available and how to access them. Innovation will be a key component in this regard.

## PROTECTION

- Partners will focus their interventions on ensuring **access to the asylum system and regular status**. Particular attention will be paid to barriers to processes surrounding documentation and access to regular stay. In these different areas, partners will intervene by providing legal assistance to refugees and migrants on access to asylum and mechanisms for regularization.
- Partners will continue the **identification and referral of persons with specific needs** to specialized services. Partners will place greater emphasis on the provision of protection services for children, women at risk, GBV survivors, vulnerable LGBTI persons, and others.
- Partners will apply a new protocol on **children on the move** that was agreed in November 2018 by the Ministry for Foreign Affairs and Human Mobility, the Ministry of Economic and Social Inclusion and the Ministry of Interior, to ensure that children and adolescents can access the territory, are registered, and provided with protective measures, in accordance with their best interests. In line with the protocol, mechanisms will be developed to ensure family reunification for UASC.

## SOCIO-ECONOMIC AND CULTURAL INTEGRATION

- With respect to **socio-economic and cultural inclusion**, partners will seek to enhance self-reliance opportunities and ensure access to health care, education, and adequate housing, all with an age, gender and diversity perspective. To this end, partners will support the provision of services in existing – and where needed, strengthen – structures, including through investments benefitting Venezuelan refugees and migrants and host communities.
- Access to formal employment and **enhanced livelihoods**, also for host communities, will be key areas of focus. Income-generating opportunities will be prioritized in 2019 for those choosing to remain in Ecuador, with partners examining the employability of refugees and migrants from Venezuela, supporting processes for the recognition of skills and education, conducting job-market studies, and offering tailored livelihood trainings. Partners also plan to collaborate with employee associations, business associations and chambers of commerce. Active outreach and dialogue will be sought with the private sector and international financial institutions as well. Self-reliance programmes will also be strengthened to

ensure basic needs are met and that public services are not further congested or overcrowded.

- Cross-cutting among these themes are fostering **social cohesion, peaceful coexistence and non-discrimination**. Particular attention will be paid to monitoring and mitigating social tensions and xenophobia inside Ecuador, which may arise as the number of arrivals of refugees and migrants from Venezuela continues to increase. Partners are committed to carrying out an anti-xenophobia campaign and monitoring the increasing emergence of a polarized discourse, including through the establishment of an observatory. In the context of the campaign, age, gender and diversity will be highlighted with inclusive initiatives, including to the benefit of host communities, which will also be important to prevent and/or respond to tensions.

## CAPACITY STRENGTHENING

- Activities will focus on **strengthening government institutions**, including their information management and coordination mechanisms to facilitate decision-making at the local and national levels and reinforce institutional capacities.
- At border points, **technical assistance** will target border management, protection and health. For example, material support and training will be provided to government officials working on asylum, regularization and documentation.
- Visa processing, migration registry, refugee status determination and regularization efforts by the Government of Ecuador will receive **support to facilitate access to regular status** to Venezuelan refugees and migrants.
- Government institutions will also be strengthened to be able to **prevent, identify, and respond to cases of GBV, exploitation and abuse**, as well as human trafficking and people smuggling.
- **Mapping of existing services** will be carried out to help build capacity and strengthen a range of services, including access to information, asylum, regularisation, legal assistance, health and education.
- Regarding **information management and coordination**, emphasis will be placed on establishing and formalizing local coordination mechanisms, including opportunities for cross-cutting collaboration. In general, partners plan to create more opportunities for government officials to participate in technical trainings, and enhance knowledge and coordination of the response.

# Summary of Objectives for 2019

## **DIRECT EMERGENCY ASSISTANCE**

### **OBJECTIVE 1**

Identify and respond to the immediate priority needs of the target population in an efficient and timely way.

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### **OBJECTIVE 2**

Generate and facilitate access to information on rights, goods and services that save lives, using a gender, age and diversity approach, and that guides the humanitarian response.

## **PROTECTION**

### **OBJECTIVE 1**

Increase access to asylum, regular status and documentation.

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### **OBJECTIVE 2**

Support the identification and referral of cases with specific protection needs and access to services.

## **SOCIO-ECONOMIC AND CULTURAL INTEGRATION**

### **OBJECTIVE 1**

Increase the access of the refugee and migrant population to health, and education services, and adequate housing, on an equal footing with the host community, taking into consideration specific age, gender and diversity characteristics.

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### **OBJECTIVE 2**

Generate opportunities to access formal employment, productive resources, and livelihoods for the refugee and migrant population, on an equal footing with the host community.

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### **OBJECTIVE 3**

Foster social cohesion, peaceful coexistence, and non-discrimination in host communities.

## **CAPACITY STRENGTHENING**

### **OBJECTIVE 1**

Enhance the capacities of the Government in border management, placing a particular emphasis on access to social services, as well as to asylum and regular status.

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### **OBJECTIVE 2**

Strengthen the management of information and coordination for decision-making at the local and national level.

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### **OBJECTIVE 3**

Reinforce the capacities of local and national institutions in the area of comprehensive protection and integration of the refugee and migrant population.

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## Partnership and Coordination

Many partners in the country participate in the National Human Mobility Board meetings convened by the Ministry for Foreign Affairs and Human Mobility. The Board aims to supervise, coordinate and monitor the implementation of public policies at an inter-institutional, inter-sectoral, and thematic level for people on the move. Such forums open up opportunities to collaborate with a wider range of actors in the response. In this regard, the contribution of civil society groups has been crucial and will continue to be a key area of cooperation, while new partnerships are fostered in a spirit of complementarity and sustainability.

The increasing scale of arrivals of refugees and migrants from Venezuela in 2018 and the anticipated flows in 2019 have demonstrated the need to scale up inter-agency coordination mechanisms within the humanitarian community as well as with government counterparts. To ensure effective monitoring, efficiency of the overall response, and integration of a longer-term perspective, dedicated coordination mechanisms at the local and national level are being established and/or formalized. At national level, the Working Group on Refugees and Migrants (GTRM by its Spanish acronym), led by the United Nations High Commissioner for Refugees (UNHCR) and the International Organization for Migration (IOM), was established. In order to complement the ongoing response led by the Government of Ecuador and within the framework of the regional response planning, GTRM partners developed this Plan during the latter half of 2018. Eleven United Nations (UN) agencies and 13 Non-Governmental Organizations (NGOs) were involved in defining the national objectives and activities within the four areas of intervention.

Under the overall framework of the GTRM, partners aim to establish sub-working groups, which will ensure that they can discuss thematic priorities and cross-cutting issues within a formal structure. Channels with government counterparts will be strengthened to promote active dialogue and ensure the technical alignment of the response provided by humanitarian partners and (local) authorities. Other existing formal and de facto coordination mechanisms will be broadened, and where needed, formalized to avoid duplication of activities and foster strong inter-agency leadership at the field level.

Inter-agency information management will be a key pillar of the Plan and of related coordination mechanisms. Dedicated resources will be made available in this regard. At national level, an information management sub-working group will be the platform for key interventions such as the tracking of implementation of activities and the systematic dissemination of coordination products. These products will include maps and population movement trends, the mapping of the presence of partners, and reporting tools against objectives and targets identified. Existing sources of

information will be examined and will feed into such products. This will help address current gaps in information and be undertaken to ensure the comparability of results.



*Rumichaca, border of Ecuador with Colombia. Reynaldo Leon, 38 years old, shaves his beard while waiting his turn at the border of Ecuador before continuing his travel to Peru. ©UNICEF/ Santiago Arcos*







PERU REFUGEE  
AND MIGRANT  
RESPONSE PLAN

# Peru

**1,163,398**  
Refugees and  
Migrants in Need

**394,305**  
Refugees and  
Migrants Targeted

**89,460**  
Target Host  
Community

**USD 106M**  
Financial  
Requirements

## Regional Population Movements

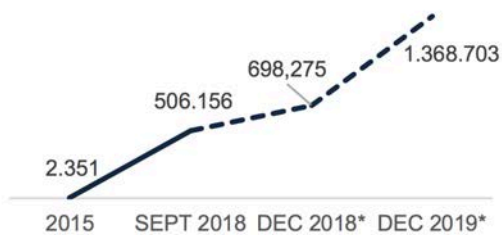


**32**

## RMRP Partners

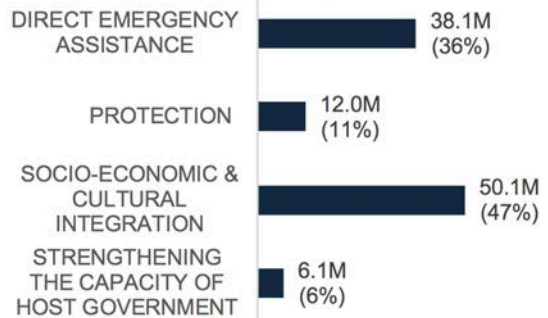
in Working Group on  
Refugees and Migrants  
(GTRM)

### Estimated Number of Refugees and Migrants



-- \*Projected estimate to December 2019. This projection is based on an analysis of official figures, including the net migration balance.

### Funding Requirements



## Introduction – Background and Achievements

Since early 2017, 600,000 refugees and migrants from Venezuela arrived and are living in Peru, the second largest destination country in the region.<sup>43</sup> As of September 2018, Peru has received over 150,000 asylum-seekers from Venezuela. Over the past year, according to the national Migration Authority, more than 220,000 refugees and migrants from Venezuela settled in the metropolitan areas of Lima and Callao,<sup>44</sup> with a significant number moving to other regions in the country, as livelihood opportunities in Lima are becoming scarce.



*Tumbes, border of Ecuador with Peru. Arrival of refugees and migrants from Venezuela. ©IOM/ Juliana Quintero*

Throughout 2018, a monthly average of 60,000 refugees and migrants from Venezuela entered Peru through official entry points. Almost 90 per cent arrived

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<sup>43</sup> “Superintendencia Nacional de Migraciones” (National Migrations Authority).

<sup>44</sup> According to data from Migration authorities and the Special Commission for Refugees of the Ministry of Foreign Affairs, some refugees and migrants from Venezuela are moving to Cusco, Piura, Arequipa, Ica and the regions of Ancash, Lambayeque, La Libertad, and Junin.

through the northern border entry point of Tumbes. Further, in 2018, some 151,000 people have left Peru through official border points, including Tacna, which is the main exit point for Venezuelans who travel southwards on to other countries.

Refugees and migrants from Venezuela face various protection risks throughout their journey and arrive in dire need of assistance. Access to food, water, medical services, safe shelter, and documentation is an immediate need after traveling for days through dangerous routes and being exposed to risks including extortion, threats, discrimination, gender-based violence (GBV), abuse, exploitation, human trafficking, and smuggling. Once in the country, access to health and other social services, livelihoods, and the rise in xenophobia are among the main concerns.

Peru continues to provide access to asylum procedures and regular status for refugees and migrants from Venezuela. Since 2015, over 150,000 persons have requested asylum, and over 113,000 have done so since January 2018. Since 2017, Venezuelans can access the Temporary Stay Permit (PTP, by its acronym in Spanish), which provides access to the right to work. The programme has been praised by the international community as an example of how states can protect refugees and migrants by offering regular status. As of November 2018, more than 350,000 people had obtained, or were in the process of obtaining, the PTP. However, as of 31 December 2018, the opportunity for those who arrived before 31 October to obtain the PTP will end, and those who arrived after 31 October cannot apply for the PTP, leaving refugees and migrants from Venezuela with fewer options to regularize their stay.

Since 25 August 2018, it is also a requirement for Venezuelans to have a valid passport to enter the country, with a few exceptions for vulnerable cases, who can access. As an effort to ensure access to the territory for those who do not hold passports, the Special Commission for Refugees is now present at the Binational Border Centre in Tumbes, bordering Ecuador. This measure allows people in need of international protection to access the asylum system from the moment they enter the territory. Early observations in November 2018 illustrate that an increased number of Venezuelans are seeking asylum in the absence of the possibility of applying for PTP.

It is estimated that 630,000 persons from host communities will be in need of some form of assistance. The Plan will ensure support to over 89,000 persons in host communities in addition to support to governmental institutions.

Following the request by the United Nations (UN) Secretary General to the United Nations High Commissioner for Refugees (UNHCR) and the International Organization for Migration (IOM) in April 2018, to lead and coordinate the response to refugees and migrants, humanitarian partners established a working group to respond to the needs of Venezuelan refugees and migrants (GTRM, by its Spanish acronym). The GTRM provides a coordination platform for humanitarian and development actors to ensure a comprehensive response.

The response for refugees and migrants from Venezuela in the country spans a vast geographical area, from the northern border with Ecuador to the southern border with Chile. The main locations of interventions are the capital Lima, Tumbes, and Tacna. Efforts in 2018 focused on the provision of immediate relief to refugees and migrants from Venezuelan entering Peru, including water, food, shelter, medical support, identification and assistance for the most vulnerable, including internal travel arrangements, as well as legal orientation and support for the regularization of legal stay.

## Joint Needs Analysis

Refugees and migrants from Venezuela living in Peru face protection risks and have limited access to resources to meet their basic needs. The response planned in this chapter is based on the projection that over 1.3 million Venezuelans will be living in Peru by December 2019. Of these, 85 per cent will be in need of humanitarian assistance. Additionally, 630,000 persons from host communities are also considered to be in need of assistance.

- **Access to asylum and regular status** for refugees and migrants from Venezuela continues to be one of the main challenges in Peru. While access to asylum procedures is guaranteed, the increasing number of asylum applications places a toll on personnel, registration systems, and decision procedures. This results in delays to decisions on asylum requests and limits asylum-seekers' opportunities for local integration, with administrative barriers when accessing many public services and with no access to social programmes. Peru continues to grant access to territory to Venezuelans who use regular pathways such as the work visa. Nevertheless, this mechanism does not substitute the need for a specific pathway for Venezuelans that tackles the restrictions in accessing public services and minimizes the protection risks that exacerbate the difficulties faced by refugees and migrants from Venezuela in Peru.
- Most refugees and migrants from Venezuela entering Peru have endured long journeys and require **access to health** as well as urgent assistance upon arrival. Once settled in the country, medical treatment continues to be a pressing need. Around five per cent of Venezuelans entering Peru have an urgent health problem and of those, 76 per cent will require life-long treatment or daily medication.<sup>45</sup> The majority have no access to the public health system in Peru. The asylum-seeker certificate and the PTP document are not recognized as valid documents to access

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<sup>45</sup> IOM Peru Displacement Tracking Matrix (DTM) Report Round 3 (July 2018).

the Peruvian social service system. Pregnant women and children under five years of age, however, have access to medical assistance, regardless of their legal status in the country.

- During the 2018 school year, approximately 23,000 Venezuelan children were able to enrol in the Peruvian **education** system. An additional number of children attended school despite not being formally enrolled. Therefore, many children face problems with the validation of their certificates due to lack of proper documentation. Other children are out of school due to lack of financial resources or lack of placements for their age group, amongst others. The capacity of the education system is under pressure and cannot ensure access to quality education for all Venezuelan children.
- **Access to employment** also remains a challenge. Many Venezuelan professionals face difficulties in accessing the formal labour market and validating their professional and academic titles in a country with predominantly informal sector employment. In this context, many refugees and migrants from Venezuela resort to non-formal jobs, where they are exposed to labour exploitation and abuse.
- Women and children are found to be particularly vulnerable. Over recent months, humanitarian partners have observed an increase in the number of female-headed households entering Peru. They may have been exposed to significant **protection risks** during their journey, including human trafficking, abuse, and GBV, resulting in needs for specialized services. There are strong indications that a significant number of women engage in survival sex as a negative coping mechanism to provide for themselves and their children. The number of victims of human trafficking and/or sexual exploitation is also increasing. In addition, increasing numbers of unaccompanied and separated children (UASC) traveling to Peru have been observed, as well as elderly and people with disabilities.
- Host communities have demonstrated enormous solidarity with refugees and migrants from Venezuela in Peru. However, the current **reception capacity is overstretched**, as infrastructure and services are becoming strained. In this context, the most pressing needs of the host communities need to be addressed.
- With stretched resources and increasing number of arrivals, the **risks of mounting discrimination and xenophobia** is increasing. Over 35 per cent of Venezuelan refugees and migrants interviewed in Lima reported being subjected to discrimination based on their nationality.<sup>46</sup> It is also noted that 20 per cent of the

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<sup>46</sup> IOM Peru DTM Report Round 3 (July 2018).

people interviewed in Tumbes had experienced risks during their travel, including discrimination.<sup>47</sup>

## Areas of Intervention, Country Objectives and Priorities

Under the coordination platform, humanitarian partners aim to provide a comprehensive response for refugees and migrants from Venezuela, in close cooperation with the government and host communities. Over 394,000 refugees and migrants from Venezuela, as well as over 89,000 host community members, are expected to be reached through interventions under this Plan. Interventions will focus on the following:

### DIRECT EMERGENCY ASSISTANCE

- Given the increasing number of arrivals to Peru, humanitarian partners will focus on providing direct **emergency assistance at the main entry border points** in the form of water and food, core relief items, medical assistance, shelter, legal orientation, counselling, and psychosocial support. Communicating with communities (CwC) will be strengthened in order to ensure that refugees and migrants are aware of how to access basic services and assistance.
- **Access to shelter** will be facilitated through a range of shelter options, where **water, food, and other essential services** will be available. The distribution of core relief items will also be prioritized, as many Venezuelans enter the country with limited or no belongings.
- **Access to counselling**, including legal assistance, will also be strengthened to ensure that refugees and migrants from Venezuela are aware of their rights and responsibilities, and the options available to regularize their status in Peru, including access to asylum procedures, when appropriate.
- In 2019, humanitarian interventions will furthermore aim at ensuring a strong **data collection** to better understand the specific needs of refugees and migrants from Venezuela and tailor the response accordingly.

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<sup>47</sup> UNHCR Protection Monitoring Report (April-May 2018).

## PROTECTION

- Improving **access to identification, documentation, and regular status** will be a priority to ensure that refugees and migrants from Venezuela can remain regularly in Peru. These efforts will be coupled with further reinforcing **asylum** procedures through strengthened and decentralized registration and decision procedures as well as additional personnel, while also working to identify and support **access to regular status** that include protection safeguards.
- Humanitarian and development actors will prioritize the **strengthening of protection responses** for UASC, elderly people, GBV survivors, lesbian, gay, bisexual, transgender and intersex (LGBTI) persons, people with disabilities, and others with specific needs. Efforts will also be strengthened to reinforce national capacities to prevent and assist survivors of human trafficking or smuggling.



Lima, Peru. Kelvis Briceño (right), 27 years old, lives with his wife and daughter in Lima, Peru. He arrived from Venezuela alone a year ago and his family joined him a few months later. To make a living, he bakes and sells pastries in his neighbourhood with help from fellow Venezuelans, Richard Plaza (left), 39, and Greyma Badillo (centre). ©UNHCR/ Santiago Escobar-Jaramillo



## SOCIO-ECONOMIC AND CULTURAL INTEGRATION

- Programming and advocacy for **integration into existing national services**, such as primary healthcare, education, and financial inclusion will be pursued.
- **Livelihood opportunities** will be strengthened through advocacy efforts and targeted interventions. Vocational training and capacity building will support the economic integration of refugees and migrants from Venezuela into the Peruvian market and will also target host communities. Entrepreneurship will be promoted through small-scale projects and the provision of seed capital to start businesses in the country.
- Partners will furthermore focus on the strengthening of awareness and solidarity campaigns to **combat discrimination and xenophobia** towards Venezuelans and promote their social inclusion in host communities.

## CAPACITY STRENGTHENING

- Working with national and local authorities on their **preparedness measures and protection-based response plans** will be a priority in 2019. Efforts will focus on supporting national systems to cope with the increasing number of arrivals in the country and strengthening the public sector. Increased resilience of host communities is key to promote social cohesion.
- Capacity strengthening opportunities will be provided to public officials focusing on different topics, including **human rights, international refugee law, and migration management**.

# Summary of Objectives for 2019

## **DIRECT EMERGENCY ASSISTANCE**

### **OBJECTIVE 1**

Provide target population with emergency assistance to cover their basic needs in a timely and efficient manner.

### **OBJECTIVE 2**

Provide target population with access to relevant, reliable and up-to-date information and guidance for the exercise and knowledge of their rights.

### **OBJECTIVE 3**

Generate and share reliable information to guide decision-making.

## **PROTECTION**

### **OBJECTIVE 1**

Ensure access of the target population to the national territory, documentation, registration processes, asylum, and regular status

### **OBJECTIVE 2**

Respond to the specific protection needs of target population.

### **OBJECTIVE 3**

Prevent and reduce protection risks through the dissemination of information, communication, and the strengthening of organizational processes, including community protection networks.

## **SOCIO-ECONOMIC AND CULTURAL INTEGRATION**

### **OBJECTIVE 1**

Provide target population with access to public services, social programmes, and housing in a dignified manner.

### **OBJECTIVE 2**

Provide target population with access to formal employment and to financial products and services in an effective manner.

### **OBJECTIVE 3**

Promote a peaceful, inclusive, and respectful environment where refugees, migrants, and host communities can coexist.

## **CAPACITY STRENGTHENING**

### **OBJECTIVE 1**

Strengthen the capacities and preparedness mechanisms of government institutions to manage the population flows.

### **OBJECTIVE 2**

Adapt and update the legal framework and public policy of the State for the protection and management of the refugee and migrant population flows.

## Partnership and Coordination

Since its establishment in May 2018, the GTRM has provided a coordination platform for humanitarian and development actors to ensure a comprehensive and cohesive response. The platform, led by UNHCR and IOM, has established and promoted a coordinated approach, engaging more than 33 partners working across the country to support refugees and migrants from Venezuela and their host communities. The GTRM complements the efforts undertaken by the Government of Peru in responding to the growing needs of refugees and migrants.

Under the GTRM, joint assessments and monitoring are being strengthened, benefiting the larger humanitarian community and ensuring that interventions are targeted and responsive to the most pressing needs. So far, four Sub-Working Groups have been established in the areas of Information Management, Communications, Protection and Cash Transfers. An example of the work of the Sub-Working Groups is the ongoing coordination effort to carry out a national survey to understand the socio-demographic characteristics, trends, and vulnerabilities of Venezuelan populations settled throughout the country.





CARIBBEAN  
SUB-REGIONAL  
REFUGEE  
AND MIGRANT  
RESPONSE PLAN

# Caribbean

**177,486**

Refugees and Migrants in Need

**141,174**

Refugees and Migrants Targeted

**24,639**

Target Host Community

**USD 35M**

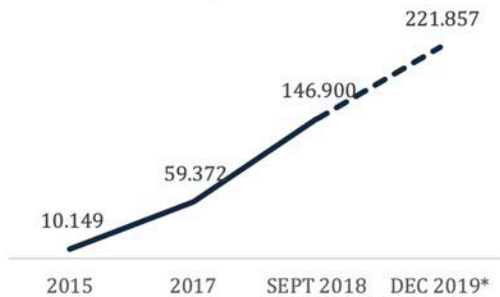
Financial Requirements

## Regional Population Movements



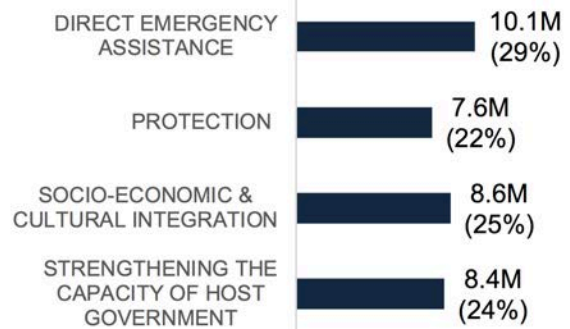
**14**  
RMRP  
Partners

### Estimated Number of Refugees and Migrants



--\*Projected estimate to December 2019. This projection is based on an analysis of official figures, including the net migration balance.

### Funding Requirements



## Introduction – Background and Achievements

In recent years, five countries in the sub-region have been hosting growing numbers of refugees and migrants from Venezuela: Aruba, Curaçao, the Dominican Republic, Guyana, and Trinidad and Tobago. It is estimated that around 147,000 individuals will have arrived by air, land, and sea by the end of 2018, including some returnees in Guyana.

Caribbean countries vary in terms of their geography, linguistic, legal, and socio-economic backgrounds, which results in diverse local operational environments and humanitarian responses. For instance, official languages in the Caribbean include English, Dutch, and Spanish. Guyana and Trinidad and Tobago are members of the Caribbean Community and Common Market (CARICOM) and Caribbean Single Market and Economy (CSME), while Aruba, Curaçao, and the Dominican Republic are not. All of the aforementioned countries have migration policy guidelines translated into different national policies. The Dominican Republic, Guyana, and Trinidad and Tobago have adopted policy and laws to counter human trafficking. In addition, Aruba and Curaçao have dedicated counter-trafficking units in the government.

Considering the small size and limited absorption capacity of the concerned countries, the increasing number of refugees and migrants from Venezuela has had an impact on their host communities. Concerns about the growing numbers have led countries in the Caribbean to introduce restrictions on regular migration such as reinstating visa requirements for Venezuelans and issuing visas with more limited time periods. Increasingly, non-entry practices are leading to instances of *refoulement*. Many people who entered the countries regularly are now finding themselves in situations where they are unable to extend their stay and are falling into irregular status. With reduced options for regular stay in these host countries, coupled with increasing difficulties in obtaining documentation and passports from their country, refugees and migrants from Venezuela with irregular status are at high risk of being detained and deported. Furthermore, given the absence of/or nascent asylum systems and lack of national asylum legislation in many Caribbean countries, access to territory and asylum procedures need to be enhanced for those in need of international protection.

Shrinking regular routes out of Venezuela to the Caribbean have made refugees and migrants, especially women and children, particularly vulnerable to human trafficking and smuggling, as well as to increasing risks of exploitation and abuse. Concerns regarding protection at sea are also prevalent in the Caribbean, with refugees and migrants from Venezuela arriving by boat, risking perilous journeys to reach safety.

Further, partners have identified shelter, access to food, adequate nutrition and health care as well as the provision of livelihoods, and self-reliance opportunities, as the priority needs that are to be addressed in a more efficient and timely manner. The Caribbean chapter of the 2019 RMRP outlines the intended interventions and their related financial requirements for the sub-region, in support to the response of national governments. Through the coordination platforms that are being established at national level, United Nations (UN) agencies, Non-Governmental Organizations (NGOs), and civil society aim to meet the emergency assistance, protection, and integration needs of refugees and migrants from Venezuela.

## Joint Needs Analysis

The Caribbean response is based on the projection that the refugee and migrant population from Venezuela will grow to around 222,000 by the end of 2019, with irregular arrivals expected to continue. Among this population, around 177,500 refugees and migrants from Venezuela are estimated to require assistance throughout the upcoming year. A scale-up of the direct emergency and protection response, as well as increased support for socio-economic and cultural inclusion mechanisms, are urgently required to complement governments' efforts and to ensure communities continue to receive refugees and migrants from Venezuela.



*Port of Spain, Trinidad and Tobago. A group of refugee and migrant children from Venezuela attend a mathematics class in an alternative learning space. ©UNHCR/ Santiago Escobar-Jaramillo*



- A significant number of the refugees and migrants from Venezuela in the Caribbean are estimated to be in an irregular situation, as of late 2018. With the rising number of arrivals, growing needs are linked to **access to territory, access to asylum, and regular status** including alternative legal pathways to stay. National asylum legislations and systems need to be put in place or enhanced across the sub-region for those in need of international protection. Without regular status, refugees and migrants from Venezuela face greater protection threats and risks and have limited access to public services.
- While information on the vulnerabilities of those leaving Venezuela is being collected on a limited scale in some countries of the sub-region, there is a need for further multi-sectoral **data collection and analysis** on human mobility, emerging trends, and needs in order to better tailor the response.

**Access to sufficient food and nutrition, safe drinking water and sanitation facilities, and safe shelter** are reported to be the most pressing needs by refugees and migrants from Venezuela in the sub-region.

- **Access to health care** is also insufficient and is more acute in those countries where Venezuelans and other third country nationals do not have access to public health facilities, especially with regards to the treatment of communicable diseases, sexual and reproductive health services, life-saving drugs, anti-retroviral human immunodeficiency virus and acquired immune deficiency syndrome (HIV/AIDS) treatment, psychosocial support, and vaccinations.
- Refugees and migrants from Venezuela are exposed to significant protection risks. Growing entry restrictions across the sub-region increase the number of people taking irregular routes being exposed to **risks of human trafficking and/or smuggling**, with women and children especially vulnerable to **exploitation and abuse**. Access to immigration detention facilities, to monitor the detention conditions and the situation of migrants and refugees from Venezuela in such centres remains limited in the region.
- Partners have noted growing vulnerabilities, with an increase in the number of persons at risk or with acute needs. In this context, the risk of **gender-based violence (GBV)** is aggravated. As their vulnerabilities grow, refugees and migrants from Venezuela become more susceptible to resorting to negative coping mechanisms, including **survival sex** for many women, and **child labour** as well as other forms of exploitation.
- Several governments of Caribbean countries are in the process of establishing registration systems and require support from the international community to

strengthen and scale up those systems. In consultation with governments, **registration procedures will need to continue to be reinforced** across the Caribbean to facilitate identification and referral of persons in need of protection. Without these systems in place, tailoring specialized services for particularly vulnerable persons is challenging.

- Few refugees and migrants from Venezuela have **legal assistance or access to information** to orient them on their rights, obligations, and administrative procedures. The need to enhance communication with refugees and migrants from Venezuela through outreach, feedback mechanisms, and information provision about services and rights, in English, Spanish, Dutch and indigenous languages, have also been raised as a priority need.
- Receiving communities are also under increased strain and show **signs of emerging discrimination and xenophobia** due to the lack of local communities' understanding of the reasons behind the arrival of refugees and migrants from Venezuela. In addition, the language barrier in the non-Spanish speaking Caribbean countries also has a strong negative effect on socio-economic and cultural inclusion in all realms of life.
- **Access to safe and dignified work and livelihoods opportunities** remains a challenge. Most refugees and migrants from Venezuela in the Caribbean do not have access to the right to work. Many are therefore unable to access the formal labour market and resort to working in the informal sector, where they are exposed to discrimination, abuse and exploitation. Partners have noted that there are few vocational training or accredited education programmes and limited access to financial services and/or micro-credit for entrepreneurs. Meanwhile, issues have also arisen regarding the recognition of academic and professional credentials in host countries.
- Local authorities' capacity and resources to absorb and guarantee **adequate access to basic services** for new and recent arrivals are overstretched. Throughout the sub-region, public services, such as health and education, have been put under pressure to respond to the additional demand resulting from the presence of refugees and migrants from Venezuela, further to the needs of the host populations.
- In some countries, the overall legal framework and related **policies, procedures and administrative systems** need to be strengthened to accommodate the new situation resulting from the arrival of Venezuelans and, in some cases, the return of their own nationals from Venezuela. For instance, there is a need in some states to develop or improve standard operating procedures (SOPs) for registration, identification, documentation and referral of victims of human trafficking, as well as

to ensure that refugees and migrants arriving by air, land and sea – including irregular arrivals – can enter and seek protection and are protection from forced return, including whilst in detention.

- Improved **coordination and communication with government officials** and with partners needs to be enhanced to ensure that interventions are complementary to government plans and in line with international protection standards. Increased awareness of migrants' rights, refugee protection, and recognizing and assisting vulnerable populations is needed.

## Areas of Intervention, Country Objectives and Priorities

To meet the needs of refugees and migrants from Venezuela, as well as host communities, RMRP partners will focus on fulfilling immediate assistance and protection needs of new and recent arrivals, while incorporating transition initiatives and comprehensive solutions from the outset. Over 141,000 refugees and migrants are expected to be reached through interventions under this Plan. In addition, the Caribbean sub-regional Plan will also take into account the needs of local communities and strives to ensure that social cohesion is maintained through delivery of improved quality of services. A degree of flexibility will be maintained, should contextual changes or regional policy developments arise, necessitating stakeholders to adapt their respective responses within the Plan's parameters.

### DIRECT EMERGENCY ASSISTANCE

- Partners will address information needs by conducting **harmonized and joint needs assessments, data collection and analysis on human mobility and emerging trends, and profiling and mapping of specific needs** of new and recent arrivals.
- **Standard operating procedures and referral systems** will be developed to handle the specific protection and assistance needs of the most vulnerable. This will enable governments and partners to improve the facilitation of access to specialized assistance.
- Given the increasing number of arrivals, **enhancing reception conditions by providing basic assistance and services** is being given priority both in urban settings and border areas. Through multipurpose cash assistance, extremely vulnerable refugees and migrants from Venezuela will be able to cover their basic needs and afford them the freedom of choice and to maintain their dignity. Temporary shelter will provide much needed protection to women, girls, men and

boys. Food/nutrition assistance and non-food items (NFI) will be provided to the most vulnerable. Water, Sanitation and Hygiene (WASH) services will be delivered, to improve access to safe drinking water and sanitation. Complementary education in emergency programmes, such as learn and play and early childhood development activities, will be conducted for children. Civil society actors will be supported to identify persons living with HIV and ensure that they are provided with appropriate assistance.

## PROTECTION

- To facilitate the reception of refugees and migrants from Venezuela, partners will work closely with governments to **promote access to territory, identification, documentation, asylum and regular status**, while ensuring that protection safeguards are in place.
- Partners will **identify and address gaps in the prevention and response to GBV and human trafficking**, by mapping available services and identifying partners to provide appropriate direct assistance and services.
- To ensure refugees and migrants from Venezuela are **aware of their rights and responsibilities**, partners will establish free-of-charge legal assistance programmes in English and Spanish. Attention will also be paid to the risk of statelessness, especially for children born to parents who are undocumented in the host country or whose births were not registered with the national authorities.
- To promote evidence-based protection interventions at the national and Caribbean levels, partners will gather **data on vulnerabilities and needs** in a coherent and harmonized manner, in line with data protection principles, and disseminate analysis to improve the response.
- Through **strengthened case management**, partners will assist vulnerable refugees and migrants from Venezuela – especially GBV survivors, victims of human trafficking, lesbian, gay, bisexual, transgender and intersex (LGBTI) persons, unaccompanied and separated children (UASC), and others with specific needs – to receive specialized services and provide them with access to support spaces.
- Given the existing legislation, policies, structures and programmes to **identify and respond to human trafficking**, protection and prosecution procedures will be reviewed and strengthened to ensure that international standards are applied. Training of key front-line actors in the identification, referral, and protection of victims of human trafficking will be critical for the provision of comprehensive services.

- **Community-based protection** has been determined to be the most appropriate modality for engagement with refugees and migrants from Venezuela and communities hosting them. Activities will support and build upon existing family and community-based protection mechanisms, strengthen grassroots organizations, promote community self-management and two-way communication avenues. Partners will engage proactively in interventions to promote awareness on rights of refugees and migrants, and strengthen self-reliance through identifying structures, resources, and resilience within host communities and Venezuelan populations.

## SOCIO-ECONOMIC AND CULTURAL INTEGRATION

- While the response to the situation of refugees and migrants from Venezuela is still in its early stages, efforts are already being pursued to identify comprehensive solutions, including short to medium-term social **inclusion and self-reliance**, with access to formal employment and livelihood opportunities key components. Partners will examine informal barriers to employment and develop strategies and programmes to address them. They will advocate for and support the government to include particularly vulnerable people in government livelihoods programmes. Furthermore, they will support refugees and migrants from Venezuela as well as vulnerable host community members to develop income-generating opportunities, set up micro-businesses, and provide support for agriculture, livestock, and fishery activities. Tailored vocational training as well as business knowledge transfer and experience sharing, to increase refugees and migrants' capacity to access employment opportunities and income-generation initiatives will also be provided.
- An important pillar of the response is to contribute to creating a **welcoming environment** for refugees and migrants from Venezuela. Increasing public understanding of, and solidarity with, the situation of refugees and migrants from Venezuela will be vital for successful integration and peaceful coexistence. **Activities to prevent xenophobia and discrimination** will be implemented in the sub-region through awareness campaigns in host communities impacted by the arrival of refugees and migrants from Venezuela.

## CAPACITY STRENGTHENING

- The response builds on existing government capacity and infrastructure. Necessary human resources, technical support and equipment will be provided where required, to **improve reception facilities, strengthen registration, regularization and documentation processes, promote access to asylum procedures, provide complementary legal pathways**, and find alternatives to detention for asylum-seekers. A substantial part of assistance under this Plan will

be channelled through relevant line ministries. Governments will also be supported to establish SOPs for systematic identification and referral of vulnerable people, including survivors of abuse and exploitation. Partners will support host governments to develop contingency plans and enhance emergency preparedness.

- **Sensitization and awareness** of key actors such as police, immigration, judiciary, and other relevant authorities and actors will be prioritized through specialized trainings, campaigns, and sharing of good practices throughout the region.
- To strengthen host governments' capacity to deliver services, **support will be provided in the areas of social protection, education, health, and protection-sensitive border management.** In particular, material support and training will be provided to government officials working in these areas.
- To ensure that Venezuelans can access existing public services, such as health and education, partners will advocate with states in cases where access is limited. In order to enable this access, partners will **assist the host governments to map their national services** to understand the gaps and address them. Partners will identify sectors and geographic areas where public services need additional capacity to serve refugees, migrants, and host community members in order to channel the appropriate resources, staffing, etc. A national information system containing information on vulnerabilities and population dynamics in each country will be developed in parallel to support this process.
- Partners will **increase the capacity of local schools** hosting Venezuelan youth by supporting local educational institutions, in terms of material, infrastructure and support to teachers.
- **Support will be given to the governments of the sub-region in establishing shelters for victims of human trafficking and GBV survivors.** These shelters support victims and survivors by offering them a safe space to live where they receive continuous psychosocial and material support vital to their healing process.

# Summary of Objectives for 2019

## **DIRECT EMERGENCY ASSISTANCE**

### **OBJECTIVE 1**

Produce and disseminate information regarding the profile and vulnerability of refugees and migrants from Venezuela as well as affected host community, to relevant stakeholders to improve the response.

### **OBJECTIVE 2**

Ensure refugees and migrants from Venezuela and vulnerable host communities have access to immediate basic needs, services, and assistance including NFI, shelter, food, WASH, health (including sexual and reproductive health as well as GBV related health interventions), and education.

## **PROTECTION**

### **OBJECTIVE 1**

Promote access to territory, alternative legal pathways, and legal aid and justice for refugees and migrants from Venezuela.

### **OBJECTIVE 2**

Strengthen community-based protection, grassroots refugee and migrant organizations, and two-way information gathering and sharing.

### **OBJECTIVE 3**

Improve access to specialized services for refugees and migrants from Venezuela with specific needs such as GBV survivors, victims of human trafficking, UASC and others.

## **SOCIO-ECONOMIC AND CULTURAL INTEGRATION**

### **OBJECTIVE 1**

Support income generating interventions to improve the living conditions of refugees and migrants from Venezuela and vulnerable host communities.

### **OBJECTIVE 2**

Create a welcoming environment for refugees and migrants from Venezuela, and support continued access to existing public services, including education and health.

## **CAPACITY STRENGTHENING**

### **OBJECTIVE 1**

Strengthen host governments' essential services capacity and delivery, including in education, health, and social protection.

### **OBJECTIVE 2**

Support policy, procedures, and systems development affecting refugees and migrants from Venezuela, including victims of human trafficking, as well as host communities, in compliance with humanitarian principles.

## Partnership and Coordination

With the primary leadership and responsibility of the response remaining with the host governments, which have already deployed substantial resources, this Plan seeks to support and complement the efforts of national and local authorities. Further engagement with regional coordinating bodies such as CARICOM will be pursued. The Plan seeks to establish and strengthen linkages with the broader humanitarian, social, and development initiatives already being implemented throughout the sub-region, such as the Multi-Country Sustainable Development Framework (MSDF) and national development plans, to ensure complementarity of actions and to enhance efficiency, effectiveness, and the search for solutions. Moreover, it is also aligned with the Brazil Plan of Action and the Caribbean Migration Consultations (CMC).

The United Nations High Commissioner for Refugees (UNHCR) and the International Organization for Migration (IOM), as co-leads of the Inter-Agency Coordination Platform at regional level, are engaging closely with a wide range of actors working across the Caribbean to continue to build partnerships and ensure ongoing coordination with all stakeholders, with the aim to increase the overall effectiveness and impact of inter-agency interventions. Mirroring the Regional Platform, regular thematic coordination meetings will be hosted with partners in the Dominican Republic, Guyana, and Trinidad and Tobago to support the authorities' efforts to respond to the situation and with the objective of avoiding gaps and duplications, addressing obstacles, and ensuring protection as well as predictable assistance delivery to those in need. The coordination fora in the different countries are being adapted to the situational context and operational needs of actors in each location, taking into account existing mechanisms in place and leveraging the expertise of agencies that are present in the sub-region. Within these fora, partners will ensure that common assessments, monitoring and reporting on progress, as well as communication and information-sharing tools are put in place in coordination with the governments and relevant stakeholders.

In addition, the national platforms will work closely with the UN Resident Coordinators covering the Caribbean countries and territories impacted by the situation to ensure cohesion between the various coordination structures that are already in place. Through the RMRP and its monitoring framework, regular updates will be provided to donors and key stakeholders.





CENTRAL AMERICA  
AND MEXICO SUB-  
REGIONAL REFUGEE  
AND MIGRANT  
RESPONSE PLAN

# Central America and Mexico

**153,800**  
Refugees and Migrants in Need

**117,900**  
Refugees and Migrants Targeted

**9,180**  
Target Host Community

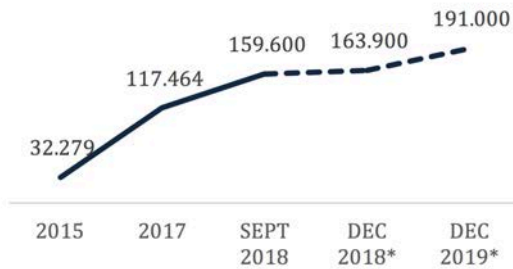
**USD 22M**  
Financial Requirements

## Regional Population Movements



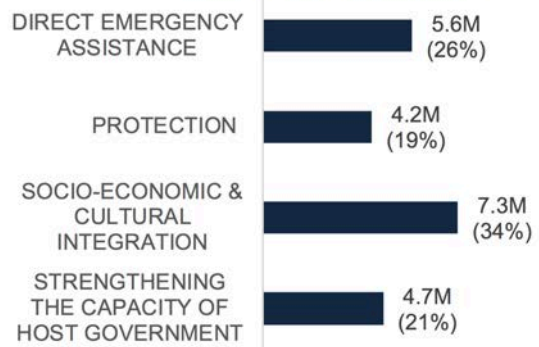
**17**  
RMRP  
Partners

### Estimated Number of Refugees and Migrants



-- \*Projected estimate to December 2019. This projection is based on an analysis of official figures, including the net migration balance.

### Funding Requirements



## Introduction – Background and Achievements

In the past decades, Mexico and Central America has been a region of transit and destination for thousands of refugees and migrants from diverse countries. In more recent years, in view of ongoing political, human rights, socio-economic, and public order circumstances in Venezuela, an increasing number of refugees and migrants have left their country and reached Central America/Mexico, looking for protection and better opportunities in countries such as Costa Rica, Mexico and Panama. Despite refugees and migrants from Venezuela having to face additional challenges to reach these countries in terms of logistics, migratory restrictions, and cost of living, it is estimated that by the end of 2019, the number of refugees and migrants from Venezuela living in Costa Rica, Mexico, and Panama will increase to a total of 191,000 people. Of these 153,800 will be in need of assistance and almost 118,000 will be directly targeted by the interventions prioritized under the RMRP. The large majority of Venezuelans arrive in Mexico and Central America by air, although arrivals through Panama's southern border with Colombia have slightly increased in the second quarter of 2018 as well. There are also secondary movements from Costa Rica to Panama.

Since October 2017, Venezuela has been included in the list of countries that require a visa to enter Panamanian territory. Despite these restrictions, Panama continues to be the main destination for refugees and migrants from Venezuela in Central America, hosting an estimated 94,000 people as of the end of October 2018. Panama has established by executive decree a system that allows to apply for regular status during specific periods, open to all nationalities. Up to November 2018, according to Panamanian migration authorities, 37,031 Venezuelan people had signed up in the latest period. This regularization pathway has, however, certain requirements regarding documentation and cost which makes it inaccessible to many Venezuelans. In addition, Panama has not included the Cartagena definition in its refugee decree, resulting in many Venezuelans being rejected at the admissibility stage of the refugee status determination procedure.

In Mexico, the number of temporary and permanent resident cards issued or renewed for Venezuelans between January and September of 2018 was over 13,900, a 24 per cent increase compared to same period in 2017. The issuance of visit cards for humanitarian reasons<sup>48</sup> increased from 180 in 2016 to 1,650 in 2017, and 3,120 in 2018 as of the end of September. An estimated 39,500 Venezuelans are in Mexico as of the end of October 2018. Mexico has included the Cartagena definition in its refugee decree and the recognition rate of Venezuelan asylum seekers is 97 per cent. Mexico

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<sup>48</sup> These permits are granted to applicants of asylum, for humanitarian or public interest reasons.

also provides complementary protection to those that do not fall within the refugee definition, but cannot be returned to their country of origin.

In 2017, over 8,800 Venezuelans were regular residents in Costa Rica, of whom over 2,300 were permanent. Including asylum-seekers and persons with other migratory status, it is estimated that there are 25,000 refugees and migrants from Venezuela in the country as of the end of October 2018. Costa Rica generally does not apply the Cartagena definition to Venezuelans, resulting in recognition rates of Venezuelans of under 10 per cent, although recent judicial decisions open the possibility to apply the broader definition on a case-by-case basis. In addition, to date, no pathway to regularization has been opened, although discussions are underway on the possibility of opening such a pathway through an executive decree.

According to consultations with humanitarian and development partners in the region many refugees and migrants from Venezuela who enter Mexico and Central America regularly have difficulties extending their stays and fall into irregular status due to lack of information and options for regularization. This in turn increases the vulnerability of refugees and migrants from Venezuela who cannot access health and education services and resort to working in the informal sector. An increasing number of victims of human trafficking with Venezuelan nationality have also been identified, particularly in Mexico and Panama.

Xenophobic discourse is also on the rise among host communities due to the demands that the increasing number of refugees and migrants from Venezuela as well from other countries place on resources and services. In a region with significant mixed population flows, refugees and migrants from Venezuela are confronted with a feeling of overstretched basic services and a saturated aid system, as host communities received many people from different countries searching for a better life or protection. In the case of Mexico, the recent caravans of people from the Northern Triangle have exacerbated these feelings.

RMRP partners in Mexico and Central America will work to continue supporting governments in collecting and analyzing data on human mobility and the needs of refugees and migrants from Venezuela. The Plan will assist governments to further ensure that refugees and migrants are adequately protected, and have access to basic needs and assistance. The planned activities will focus particularly on involving host communities, but also Venezuelan diaspora established in the region, in supporting the socio-economic and cultural integration of refugees and migrants from Venezuela.

## Joint Needs Analysis

The response strategy is based on the needs detailed below, which were identified through a series of workshops with humanitarian and development actors conducted throughout the region in late 2018. RMRP partners have conducted profiling and other data collection exercises in order to better assess the profiles and needs of refugees and migrants from Venezuela in the three countries.

- Data collection exercises undertaken by partners indicate that over 90 per cent of the refugees and migrants from Venezuela who arrived at the sub-region have come by air. While their socio-economic status may generally be a little higher than those arriving into other countries by land routes, their protection needs are largely similar. The main needs identified include information about and effective **access to territory** (prevention of *refoulement*), **access to asylum and regular status**, as well as other legal pathways, access to documentation (identification documents, criminal record, certificates, etc.), and equal access to justice and legal services. For example, during a data collection exercise in Costa Rica, over 80% of interviewees stated legal assistance as the first and main need.<sup>49</sup> In Mexico, during a similar exercise, 60% of interviewees who indicated having requested asylum did not have a document indicating such claim, despite the law establishing that asylum seekers must receive a humanitarian visa.
- **Access to health care** was identified as a major need following the data collection exercises carried out in the three countries, especially with regards to treatment of communicable diseases, sexual and reproductive health services, life-saving drugs, anti-retroviral human immunodeficiency virus and acquired immune deficiency syndrome (HIV/AIDS) treatment, psychosocial support, and vaccinations.
- Access to **support networks and telecommunication services** (including Wi-Fi services) is deemed important in terms of access to information on basic services and the humanitarian response available.<sup>50</sup> Although some information is available at border points of the countries concerned, the availability and quality of information on rights, responsibilities, access to asylum and regular status has to be increased.
- Major protection threats and risks are linked to **smuggling and human trafficking**. During 2018, partners in the region have recorded an increase in numbers of human trafficking victims from Venezuelan origin, with women and children

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<sup>49</sup> IOM Costa Rica, Displacement Tracking Matrix (DTM) Round 1 (data collection ongoing at time of writing, November 2018).

<sup>50</sup> Mentioned by humanitarian actors working with Venezuelans during a planning workshop held in San Jose, Costa Rica, November 2018

especially falling victim to exploitation and sexual abuse, as well as to forced labour.

- The specific needs of unaccompanied and separated children (UASC), survivors of gender-based violence (GBV), lesbian, gay, bisexual, transgender and intersex (LGBTI) persons, women and children at-risk, and other vulnerable individuals will need to be taken into account, including through **family reunification and violence prevention interventions**. In general, partners have noted growing vulnerabilities, with more persons at risk or having acute needs as the situation protracts. Continued communication with refugees and migrants through outreach, information about protection services, and effective referral mechanisms will therefore be of utmost importance.
- The results of the data collection exercises in the region show that a significant percentage of Venezuelans arrive with high skills. For Instance, in Costa Rica almost half of the interviewees possess a university degree.<sup>51</sup> However, **access to safe and formal employment and livelihoods opportunities** remains a challenge, as underlined by all partners in the sub-region. For example, in Costa Rica around 80 per cent of the interviewees who work are part of the informal sector, without a proper work contract and thus exposed to abuse and exploitation<sup>52</sup>. In Panama, asylum-seekers are not allowed to be formally employed as they are not granted a work permit until a formal decision has been taken on their individual asylum claim. In addition, during a data collection exercise in Panama, almost one in four of interviewees declared that they had received less than the agreed salary at least once.<sup>53</sup>
- The main needs related to socio-economic integration identified in Central America and Mexico include **access to documentation** (permanent residency, work permits, etc.), **access to education** (including recognition of professional and academic certificates), **access to livelihoods** (financial services, vocational, and technical training, etc.) **access to dignified shelter/housing, access to health, and social security services**, and information on availability of social programmes / safety nets.
- There is a perception amongst host communities that authorities and civil society have overall limited resources and capacity to absorb the new arrivals, leading to rising discrimination and xenophobia. In this context, there is a need to scale-up **prevention and mitigation initiatives against discrimination and xenophobia**.

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<sup>51</sup> IOM Costa Rica DTM Round 1 (DTM, data collection ongoing at time of writing, November 2018).

<sup>52</sup> Ibid.

<sup>53</sup> Joint data collection exercise by IOM, UNHCR, UNICEF, and the OAS, based on 1,200 interviews with Venezuelan refugees and migrants (August – October, 2018, publication forthcoming at time of writing, November 2018).

- In Costa Rica, Mexico and Panama, some **legal frameworks and related policies, procedures and administrative systems** need to be strengthened to accommodate for the arrival of refugees and migrants from Venezuela. In Panama for instance, progress was made in advancing asylum regulations by including fundamental principles for protection and provisions for attention to children and adolescents. Despite these modifications, other aspects of the recently-approved regulation remain of concern, namely the inclusion of a six-month deadline to seek asylum.
- Partners have observed a need to **increase awareness** among first line responders including police, health workers, educators, as well as immigration officials, judiciary, and other relevant authorities and actors, on refugee protection, migrants' rights, and recognizing and assisting vulnerable populations.
- A number of elements need to be guaranteed to support an effective response and to **ensure maintenance of protection standards**, including coordination between institutions for the identification and referral of cases with international protection needs, with a focus on age and gender; strengthening of asylum-processing capacities; strengthening of border management capacity; decentralization of asylum and migratory regularization processes; capacity strengthening of education and health public services, in particular in areas hosting refugees and migrants from Venezuela; strengthening of the institutions in charge of housing (subsidies for vulnerable cases, temporary shelter); facilitation of access to public universities; and reduction of the barriers to status regularization (documents, costs, information).

## Areas of Intervention, Country Objectives and Priorities

In Mexico and Central America, partners will support the governments' priorities and response for refugees and migrants from Venezuela, in close cooperation with host communities and in line with the four RMRP areas of intervention.

### DIRECT EMERGENCY ASSISTANCE

- The response will focus initially on **ensuring that vulnerable refugees and migrants as well as host communities have access to basic services** including health, education, communication, food and shelter, among others. Most urgent needs will be identified through data collection and profiling exercises by partners. Assistance through cash-based interventions (CBI) will be prioritized in order to respond in a flexible manner to the needs of the most vulnerable refugees and migrants.

- Refugees' and migrants' access to updated and accurate **information about life-saving services** is essential and will be at the core of the response. Partners will carry out mapping of the services available to refugees and migrants from Venezuela. Information provision will be ensured at key border points, such as Paso Canoas in the case of the border between Costa Rica and Panama, and international airports in each of the countries. Information will also be distributed through digital means and social media.

## PROTECTION

- Refugees and migrants will be adequately informed about and can effectively **access the territory, asylum procedures, regular status, including other legal pathways to stay**. Legal assistance and orientation will be provided at border entry points, gathering points for Venezuelan populations and through social media. Partners will be present to provide guidance on how to access basic services, including health services and education.
- The response will promote **two-way information exchange**, and will engage refugees and migrants in participatory assessments to identify their needs through various data collection and profiling exercises, as well as focus group discussions with beneficiaries.
- Information on refugees and migrants from Venezuela, including their **profiles and gender and age specific needs**, will be gathered and used for further programming as well as advocacy with governments and key stakeholders, in order to improve their protection and reduce vulnerabilities.

## SOCIO-ECONOMIC AND CULTURAL INTEGRATION

- Promoting access to formal employment, entrepreneurship and access to health and education will be a priority to attain effective **social and economic integration**. In alliance with partners from the private sector, labour insertion will be promoted through vocational trainings and support to access credit. Mapping exercises to match Venezuelan expertise with labour market needs in host communities will also be carried out.
- **Host communities** play an important role in promoting the social, economic, and cultural integration of refugees and migrants from Venezuela in Mexico and Central America. Their needs and concerns will be considered through participatory assessments and prioritized interventions at the community level, such as recreational activities and the improvement of community centres in areas with a high presence of refugees and migrants from Venezuela. Additionally, anti-bullying sessions will be held in schools, prioritizing secondary education, where



Venezuelans and other foreigners are enrolled. Furthermore, **anti-xenophobia and anti-discrimination campaigns** to reduce tensions between refugees, migrants, and host communities, and generate positive environments to foster integration, will be developed in close consultation with host communities.

#### CAPACITY STRENGTHENING

- In order to promote the sustainability of the response, in addition to sensitizing national and local authorities, strong emphasis will be put on **providing technical assistance** to strengthen migration management and international protection processes, improve identification and assistance of people with protection needs, and create or strengthen inter-institutional coordination mechanisms related to migration and asylum in the participating countries.
- **Capacity-strengthening** efforts will focus particularly on basic **protection principles**, establishment of referral pathways and managing conflicts/tension at border crossings. Emphasis will be also placed on strengthening the efforts of governments and stakeholders to **counter human trafficking and smuggling**.

# Summary of Objectives for 2019

## **DIRECT EMERGENCY ASSISTANCE**

### **OBJECTIVE 1**

Provide assistance to refugees and migrants in vulnerable situations to cover their basic needs.

### **OBJECTIVE 2**

Guarantee and facilitate access to information about rights, goods, and services that save lives with a gender, age and diversity approach, and that helps to guide humanitarian response.

## **PROTECTION**

### **OBJECTIVE 1**

Promote access to territory, to asylum and to migratory regularization.

### **OBJECTIVE 2**

Support identification and referral of cases with specific protection needs and their access to services.

## **SOCIO-ECONOMIC AND CULTURAL INTEGRATION**

### **OBJECTIVE 1**

Generate opportunities for formal employment, productive resources, and livelihoods for refugee and migrant population, equal to host community.

### **OBJECTIVE 2**

Promote access to basic rights, particularly education, health, and dignified housing for refugees and migrants, equal to host community.

### **OBJECTIVE 3**

Promote social cohesion, peaceful coexistence, and non-discrimination in host communities.

## **CAPACITY STRENGTHENING**

### **OBJECTIVE 1**

Strengthen technical and management capacities of migration and asylum institutions for the registration, accessing regular status, documentation and identification of protection needs.

### **OBJECTIVE 2**

Enhance the capacity of government institutions for the identification and assistance of specific protection needs.

### **OBJECTIVE 3**

Strengthen coordination, management, analysis, and information sharing capacities at national and local levels.

## Partnership and Coordination

With the primary leadership and responsibility of the assistance remaining with the host governments, which have already deployed substantial resources, RMRP partners are engaging closely with a wide range of actors working across the region to continue to build partnerships and ensure ongoing coordination with all stakeholders.

In order to avoid gaps and duplications, address obstacles, and ensure protection as well as predictable assistance delivery to those in need, regular multi-sector coordination meetings are taking place in Costa Rica, Mexico, and Panama respectively, based on structures that existed before the influx of refugees and migrants from Venezuela, such as the inter-agency working groups in support to border territories (Panama) and other coordination mechanisms with partners.

By replicating the Regional Inter-Agency Coordination Platform at the national level in all three countries, partners will ensure the effectiveness and impact of inter-agency interventions. In order not to duplicate efforts, specific mechanisms in each country could vary based on the existing coordination structures and UN Country Teams. RMRP partners will ensure that common assessments, monitoring and reporting on progress and communication as well as information-sharing tools are put in place in coordination with the governments and relevant stakeholders.



*Panama City, Panama. A Venezuelan family prepares sweets to sell on the streets. ©UNHCR/ Santiago Escobar-Jaramillo*





SOUTHERN CONE  
SUB-REGIONAL  
REFUGEE AND  
MIGRANT  
RESPONSE PLAN

# Southern Cone

**438,184**  
Refugees and  
Migrants in Need

**294,239**  
Refugees and  
Migrants Targeted

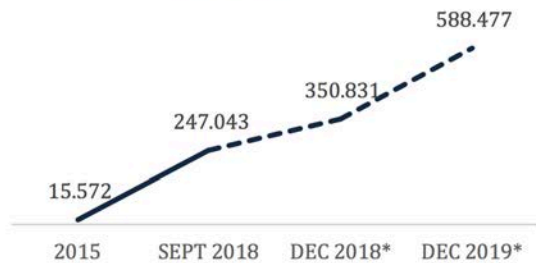
**USD 35M**  
Financial  
Requirements

## Regional Population Movements



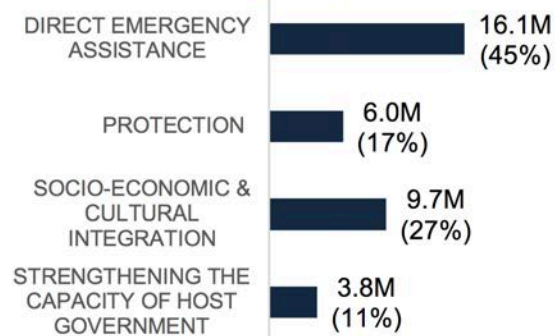
**29**  
RMRP  
Partners

### Estimated Number of Refugees and Migrants



--\*Projected estimate to December 2019. This projection is based on an analysis of official figures, including the net migration balance.

### Funding Requirements



## Introduction - Background and Achievements

Since early 2017, an unprecedented number of refugees and migrants from Venezuela have left their country and arrived in the four countries of the Southern Cone (Argentina, Chile, Uruguay, and Paraguay), a trend which is foreseen to continue during 2019. During the second half of 2018, the number of arrivals has continued to increase unabated. According to official figures from the governments, it is estimated that over 247,000 Venezuelans were living in these four countries as of September 2018. It is expected that the total population of refugees and migrants from Venezuela in the abovementioned countries will reach over 588,000 by the end of 2019, with over 238,000 individuals in Argentina, 337,000 in Chile, almost 1,000 in Paraguay, and 12,000 in Uruguay. Data indicates that most plan to remain in the sub-region.<sup>54</sup>

Venezuelan nationals have benefitted in Argentina, Chile, and Uruguay from current migration policies and agreements to regularize their status in the sub-region. However, increasing challenges in accessing asylum or regular status and therefore, access to basic rights, have been observed by partners. As of November 2018, over 200,000 residence permits have been granted to Venezuelans,<sup>55</sup> and as of October 2018 approximately 3,900 individuals have lodged asylum claims or have obtained refugee status.<sup>56</sup> Others are thought to be in an irregular situation due to the lack of required documentation upon entry and/or irregular stay. The risk of *refoulement* in the sub-region has traditionally been low. There are, however, at-risk cases facing denial to access the territory due to lack of required documentation. This is specially the case for Venezuelan children who only travel with their birth certificates without carrying an identity card or a passport, or those travelling with expired passports.

Challenges in access to asylum and regular status, as well as delays in obtaining status and/or suitable documentation, limit the possibility to access the formal labour market and basic services, increasing their economic instability. Whilst Venezuelan asylum-seekers and those with a residence permit have the right to work in the sub-region, access to formal employment and self-employment are still limited due to the overall socio-economic context in most countries, a predominant informal sector, cumbersome recognition of skills/degrees, and limited duration of residence permits. Moreover, most refugees and migrants reside in capitals; for example in Chile 96 per

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<sup>54</sup> IOM Chile Displacement Tracking Matrix (DTM) Report Round 1 (July 2018) and DTM Argentina Report Round 1 (July 2018).

<sup>55</sup> According to national authorities including the Argentinian Dirección Nacional de Migraciones (DNM), the Chilean Departamento de Extranjería y Migración (DEM), the Paraguayan Dirección General de Migraciones (DGM), and the Uruguayan Ministerio de Relaciones Exteriores (MRREE) and Homeland Ministry.

<sup>56</sup> According to national authorities, including the Argentinian National Commission for Refugees (Comisión Nacional para los Refugiados), the Chilean Refugee and Resettlement Section of the Migration Department (Sección de Refugio y Reasentamiento del Departamento de Extranjería y Migración), and the Uruguayan Refugee Commission (Comisión de Refugiados).

cent live in Santiago de Chile,<sup>57</sup> in Uruguay 86 per cent reside in Montevideo,<sup>58</sup> and in Argentina 85 per cent are in Buenos Aires,<sup>59</sup> where access to adequate and affordable housing is limited.

Governments have established programmes to guarantee the inclusion of refugees and migrants, in their societies. For instance, the Government of Argentina has facilitated workshops on labour opportunities around the country, offering specific information on the requirements that need to be fulfilled in order to work in Argentina. The main aim of these is to decentralize the refugee and migrant population, while contributing to the inclusion, participation, and development of Venezuelans in the Argentinian society.<sup>60</sup> In Uruguay, a migration policy was adopted based on human rights, promoting social and labour inclusion of migrants in equal conditions to the local community, while fighting stigmatization and discrimination.<sup>61</sup> In the case of Chile, the government is implementing the Democratic Responsibility Visa (by its Spanish name, *visa de Responsabilidad Democrática*), which enables Venezuelans to arrive in the country with a valid work visa.<sup>62</sup>



*Buenos Aires, Argentina. Sofia, Carla, and Lara arrived in Buenos Aires from Venezuela some months ago and discovered their love for music in the Argentinian capital. Sofia (13), as well as Lara (9) dedicate their free time to practice viola lessons. Carla (11) prefers trombone. ©UNHCR/ Santiago Escobar-Jaramillo*

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<sup>57</sup> Instituto Nacional de Estadísticas (2017) National Census.

<sup>58</sup> Ministry of Foreign Affairs of Uruguay (Ministerio de Relaciones Exteriores), (October 2018).

<sup>59</sup> Dirección Nacional de Migraciones (DNM) of Argentina

<sup>60</sup> National Direction of Migration of Argentina (Dirección Nacional de Migraciones - October 2018)

<sup>61</sup> Ministry of Foreign Affairs of Uruguay (Ministerio de Relaciones Exteriores - May 2018).

<sup>62</sup> <https://chile.gob.cl/chile/blog/venezuela/informacion-sobre-visa-de-responsabilidad-democratica>



Increasingly, new arrivals reach the sub-region with fewer resources and social networks. Contrary to most of the refugees and migrants from Venezuela who arrived between 2016 and 2018 (primarily in Argentina and Chile), of whom a significant number were young Venezuelans with university degrees,<sup>63</sup> recent arrivals include more families, as well as female-headed households. The profiles of these more recent arrivals represent a lower income background, different educational assets and limited family/social networks, which makes them particularly vulnerable to exploitation, extortion, human trafficking, gender-based violence (GBV), discrimination, and xenophobia. They are facing challenges in covering their basic needs and remain dependent on the assistance provided on a case-by-case basis by some public institutions and partners.

During 2018, partners in the countries have been providing humanitarian assistance, including temporary shelter, non-food items (NFIs), and psychosocial support to the most vulnerable cases identified in urban areas. Partners also started promoting access to asylum and migratory protection-oriented solutions on a small scale. Efforts in 2018 focused also on tracking population movements, collecting data, protection monitoring exercises, and participatory assessments, as well as promoting enhanced local integration prospects and sustainable livelihoods. In 2019, partners' capacities will be scaled up to ensure effective actions are taken at operational level while complementing host governments' programmes. Actors involved in the response in the four countries will also focus on enhanced contingency planning, ensuring the protection space is guaranteed, and that the basic needs of all refugees and migrants from Venezuela are met. At the same time, improved information management through the implementation of the RMRP will be instrumental to anticipate most urgent actions to better respond to the increasing arrivals of Venezuelans.

## Joint Needs Analysis

The response in the Southern Cone is based on the projection that the refugee and migrant population from Venezuela will grow to over 588,000 by the end of 2019. Among this population, over 438,000 refugees and migrants from Venezuela are estimated to require assistance throughout the upcoming year, with priority needs summarized below.

- The **basic needs** of the increasing refugee and migrant population from Venezuela in the Southern Cone are diverse, including access to psychosocial support,

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<sup>63</sup> IOM Argentina Displacement Tracking Matrix (DTM) Report Round 1 (July 2018) and IOM Chile Displacement Tracking Matrix (DTM) Report Round 1 (July 2018).

nutrition and accommodation. For instance, data collection exercises revealed that refugees and migrants from Venezuela entering Argentina through the border with Brazil in Misiones have nutritional needs, and that most reach the border with almost no money to cover their basic needs and to continue their journey safely.<sup>64</sup>

- In the capitals where the majority of the refugees and migrants from Venezuela reside, **basic services provided by national institutions are overstretched**, compounded at times by an already fragile economic, environmental, and social situation. This also applies to host communities at the local level, where administrative capacities to provide services and ensure access to basic rights are strained.
- Many refugees and migrants from Venezuela who settled in the Southern Cone, require **medical treatment and access to health services** immediately upon arrival. While the legal framework in all countries at least grants access for emergency care, as well as for pregnant women and children in all countries, practical barriers including discrimination often impede effective access. For example approximately 10 per cent of refugees and migrants participating in data collection exercises required life-long medical treatment or daily medication.<sup>65</sup>
- In general, countries of the sub-region are characterized by a legal framework in line with international refugee law standards and are endowed with administrative structures and national refugee commissions to adjudicate asylum claims. However, an unprecedented spike of new asylum applications during 2017 and 2018, which is foreseen to continue, is threatening the **quality and efficiency of the asylum systems and refugee status determination procedures**. In addition, countries of the sub-region have legal frameworks to grant regular status (temporary and permanent residence permits) with few requirements in terms of documentation. However, some application fees as well as and medium to long-waiting procedures due to high demand are among the difficulties Venezuelans have to face in order to obtain regular status.
- Generally, the Southern Cone countries continue to grant **access to asylum procedures, to regular status, and other legal pathways** for Venezuelan nationals to regularize their stay. Nevertheless, several cases have been reported of Venezuelan nationals who have not been allowed to file an asylum claim, particularly at entry points. Government authorities, partners as well as refugees and migrants have noted the need to provide information and assistance at entry points, particularly to children and adolescents who do not have any official

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<sup>64</sup> IOM Argentina Displacement Tracking Matrix (DTM) Report Round 1 (July 2018).

<sup>65</sup> IOM Chile Displacement Tracking Matrix (DTM) Report Round 1 (July 2018).

documentation and therefore are entering Southern Cone countries as asylum-seekers while their parents or guardians have a tourist visa.

- **Population groups at high protection risk and with specific needs**, such as female-headed households, persons with disabilities, children, those with mobility challenges, and elderly, are particularly vulnerable and will require access to specialized services and referrals. Partners have observed that most of their specific needs are currently being addressed at only a rudimentary level, if at all. There is an urgent need to provide protection and assistance, including psychosocial support to these particular population groups, and to strengthen the involvement and capacities of humanitarian personnel, social workers and governmental staff to provide adequate responses.
- Medium and long-term response strategies that guarantee the **socio-economic integration** of refugees and migrants in the Southern Cone are the most pressing need of refugees and migrants in the sub-region. Therefore, access to income-generating opportunities is crucial to the socio-economic inclusion of refugees and migrants from Venezuela. Refugees and migrants from Venezuela have reported to require an income not only to meet their basic needs, but also to support their families who are still in Venezuela with remittances (for example 60 per cent of surveyed population in Argentina).<sup>66</sup>
- Across the sub-region, data collection exercises indicate many recently arrived refugees and migrants from Venezuela in a regular situation have difficulties in **accessing the formal labour market** due to the lack of available information on supply and demand of jobs, few vocational training and accredited education programmes, and limited access to micro-loans for entrepreneurs. As such, refugees and migrants from Venezuela resort to working in the informal sector,<sup>67</sup> where they are exposed to discrimination, abuse, and exploitation. Refugees and migrants also experience difficulties in obtaining official recognition for their academic titles and certificates.
- **Financial inclusion** also remains a challenge due to the established requirements for opening a bank account. Obtaining a credit and access to financial and technical training has been identified as a priority to support both existing micro-enterprises and business start-up.

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<sup>66</sup> IOM Argentina DTM Report Round 1 (July 2018).

<sup>67</sup> IOM Chile Displacement Tracking Matrix (DTM) Report Round 1 (July 2018).

## Areas of Intervention, Country Objectives and Priorities

The sub-regional objectives devised for the Southern Cone context closely align with the overall region's strategic objectives. Over 294,000 refugees and migrants are expected to be reached through interventions under this Plan. Under the general coordination mechanisms, partners aim to provide a comprehensive response for refugees and migrants from Venezuela with interventions focusing on the below.

### DIRECT EMERGENCY ASSISTANCE

- In response to the humanitarian needs of refugees and migrants from Venezuela in the Southern Cone countries, partners will provide **critical and life-saving humanitarian assistance** in the following priority sectors: health services (including mental health), food security and nutrition, NFIs, and temporary shelter.
- Partners have committed to addressing information and disaggregated data needs, by conducting harmonized **data collection and joint needs assessments, profiling and mapping of specific needs, rights, goods and services**, with a particular focus on age, gender and diversity of the refugee and migrant population.

### PROTECTION

- With protection at the centre of the response, partners will aim to improve **access to territory, documentation, asylum, fair and efficient refugee status determination procedures, regular status and alternative legal pathways**, as well as legal aid and justice, for refugees and migrants from Venezuela.
- The response will focus on **strengthening partners' presence in border areas, existing protection networks, the provision of accurate information** to refugees and migrants from Venezuela, as well as strengthening **legal aid** provision. In order to anticipate and adapt changes in population flows at the sub-regional and national level and its potential impact inside the four countries, **systematic protection monitoring** will be carried out.
- **Protection responses for persons with specific needs**, including children, elderly, survivors of GBV, lesbian, gay, bisexual, transgender and intersex (LGBTI) persons, people with disabilities, and other vulnerable groups will be prioritized, as well as prevention and assistance to survivors of human trafficking or smuggling. This will include, for example, the strengthening of mechanisms for the identification and referral of victims of trafficking and survivors of GBV, as well as public services to respond to their specific needs, and the establishment of a dedicated fund to support these persons.

## SOCIO-ECONOMIC AND CULTURAL INTEGRATION

- In the Southern Cone, socio-economic inclusion of refugees and migrants arriving from Venezuela will be a main focus of the response plan for next year. Efforts are already being pursued to find comprehensive solutions, including short to medium-term **social and economic inclusion** with access to formal employment and enterprise development as key components. Partners will focus on supporting both the authorities and communities themselves to increase access to employment promotion schemes, social protection programmes, livelihoods support. For instance, mapping will be undertaken to identify sectors where employment gaps exist which could be filled by the expertise of refugees and migrants from Venezuela.
- Activities aimed at **enhancing access to services** such as health care, education, and adequate housing, are also planned, including through the provision of services and investments in existing structures which will benefit refugees and migrants from Venezuela, as well as members of the host community.
- **Increased resilience of host communities** is key to promoting social cohesion. Therefore, the promotion of initiatives that are inclusive to both host communities and refugees and migrants from Venezuela, will be prioritized by partners in next year's plan.
- Successful integration will require the continuation and expansion of efforts to **promote peaceful coexistence** between refugees and migrants from Venezuela and host communities, including projects that benefit all populations. Partners will work on **creating a welcoming environment** for refugees and migrants from Venezuela, by addressing stigmatization, discrimination and xenophobia between and among refugees, migrants, and host communities. Initiatives focusing on intercultural communication and diversity will be launched at local level, in addition to wider awareness-raising activities on antidiscrimination.

## CAPACITY STRENGTHENING

- In view of the leadership on the response from the governments in the sub-region, the Plan will focus on **capacity strengthening of institutions, policies, procedures, and systems** benefitting refugees and migrants from Venezuela, returnees, and host communities in compliance with humanitarian principles and international human rights standards.
- Capacity-strengthening opportunities will be also provided to public officials focusing on different topics, including **coordination, information management, human rights, international refugee law and refugee status determination procedures, and migration management.**

# Summary of Objectives for 2019

## **DIRECT EMERGENCY ASSISTANCE**

### **OBJECTIVE 1**

Assist refugees and migrants in vulnerable situations to cover their basic needs.

### **OBJECTIVE 2**

Promote the availability of disaggregated data, systematized information, and analysis of the flows and the immediate needs of refugees and migrants.

### **OBJECTIVE 3**

Promote access to information and guidance for the population of migrants and refugees.

## **PROTECTION**

### **OBJECTIVE 1**

Promote access to territory, asylum, and regular status.

### **OBJECTIVE 2**

Support the identification, referral, and assistance of refugees and migrants with specific protection needs, especially victims of trafficking and other types of exploitation, children, and GBV survivors.

## **SOCIO-ECONOMIC AND CULTURAL INTEGRATION**

### **OBJECTIVE 1**

Facilitate the economic inclusion of refugees and migrants, including access to formal and/or independent employment, as well as financial services.

### **OBJECTIVE 2**

Promote access to education, health, and other rights for refugees and migrants.

### **OBJECTIVE 3**

Promote dialogue and social integration of refugees and migrants with the host communities.

## **CAPACITY STRENGTHENING**

### **OBJECTIVE 1**

Strengthen technical and management capacities for the registration, regularization, documentation, identification of protection needs at the national and regional level of authorities working on the protection of refugees and migration.

### **OBJECTIVE 2**

Strengthen government capacities in the identification, referral and provision of assistance to persons with special protection needs.

### **OBJECTIVE 3**

Strengthen capacities on coordination, management, analysis, and information sharing.

## Partnership and Coordination

RMRP partners engaged in this response Plan for the Southern Cone include nine United Nations (UN) agencies and 16 Non-Governmental Organizations (NGOs), civil society organizations, and other relevant stakeholders. In close coordination with governments, UN agencies, NGOs, civil society, and the private sector, national coordination platforms will be established in at least three of the four countries covered, namely in Argentina, Chile, and Uruguay. The national platforms will promote and consolidate a comprehensive framework in the Southern Cone to ensure a sustainable and effective humanitarian, protection, and solutions-oriented response for refugees and migrants from Venezuela, as well as for host communities.

RMRP partners will also enhance partnerships with National Offices of the Ombudsperson to secure access to legal assistance and the protection of persons with specific needs. In addition, partners will seek to diversify partnerships with other specialized institutions that provide psycho-social support and help to create effective case monitoring systems for those identified as most in need.

In order to promote local integration and sustainable livelihoods, the national platforms in the Southern Cone will also coordinate with organizations that advocate for public policies that benefit refugees and migrants (for example regarding wages, self-employment, recognition of academic or vocational degrees, training and financial inclusion, etc.), to support labour inclusion. At the same time, coordination with local governments will be strengthened to promote access to social programmes at local level. RMRP partners will work closely with faith-based organisations and are currently expanding partnerships with NGOs in the framework of their humanitarian operational response. Moreover, constructive relationships with academia will be instrumental to support research and training activities.

# Abbreviations and Acronyms

<b>AoI</b>	Area of Intervention
<b>CARICOM</b>	Caribbean Community and Common Market
<b>CBI</b>	Cash-Based Interventions
<b>CMC</b>	Caribbean Migration Consultations
<b>CSME</b>	Caribbean Single Market and Economy
<b>CwC</b>	Communicating with Communities
<b>DTM</b>	Displacement Tracking Matrix
<b>GBV</b>	Gender-Based Violence
<b>GIF</b>	Grupo Interagencial de Fronteras, Spanish acronym for the Inter-Agency Border Group, predecessor of the GIFMM in Colombia
<b>GIFMM</b>	Grupo Interagencial para los Flujos Migratorios Mixtos, Spanish acronym for the Inter-Agency Mixed Migration Flows Group in Colombia
<b>GTRM</b>	Grupo de Trabajo sobre Refugiados y Migrantes, Spanish acronym for the Working Group on Refugees and Migrants in Ecuador and Peru Human
<b>HIV/AIDS</b>	Immunodeficiency Virus and Acquired Immune Deficiency Syndrome
<b>IASC</b>	Inter-Agency Standing Committee
<b>IOM</b>	International Organization for Migration
<b>NFI</b>	Non-Food Item
<b>MSDF</b>	Multi-Country Sustainable Development Framework
<b>NGO</b>	Non-Governmental Organization
<b>LGBTI</b>	Lesbian, Gay, Bisexual, Transgender and Intersex
<b>PEP</b>	Permiso Especial de Permanencia, Spanish acronym for the Special Stay Permit in Colombia
<b>PiN</b>	People in Need
<b>PSEA</b>	Prevention of Sexual Exploitation and Abuse
<b>PTP</b>	Permiso de Temporal de Permanencia, Spanish acronym for Temporary Stay Permit in Peru
<b>RAMV</b>	Registro Administrativo de Migrantes Venezolanos, Spanish acronym for mass registration exercise in Colombia
<b>RMRP</b>	Refugee and Migrant Response Plan
<b>SOP</b>	Standard Operating Procedure
<b>SRH</b>	Sexual and Reproductive Health
<b>TF – RMRP Brazil</b>	Task Force for the Refugee and Migrants Response Platform Brazil
<b>TMF</b>	Tarjeta de Movilidad Fronteriza, Spanish acronym for Border Mobility Card in Colombia
<b>UASC</b>	Unaccompanied or Separated Child(ren)
<b>UN</b>	United Nations
<b>UNHCR</b>	United Nations High Commissioner for Refugees
<b>WASH</b>	Water, Sanitation and Hygiene





Foro Salud				110,000						<b>110,000</b>
Fundacion Halü Bienestar Humano		903,000								<b>903,000</b>
Fundacion de las Americas			751,410							<b>751,410</b>
Fundacion Mujer						500,000				<b>500,000</b>
Fundación Scalabrini							120,273			<b>120,273</b>
Handicap International		460,000								<b>460,000</b>
Hebrew Immigrant Aid Society			1,739,244			700,000				<b>2,439,244</b>
Idas y Vueltas							177,478			<b>177,478</b>
iMAAP								1,200,000		<b>1,200,000</b>
Institute for Migration and Human Rights	36,000									<b>36,000</b>
Instituto de Democracia y Derechos Humanos				43,139						<b>43,139</b>
Illari Amanecer				55,000						<b>55,000</b>
International Labour Organization			3,250,000	1,990,000	40,000	500,000	1,547,890	1,451,570		<b>8,779,460</b>
International Organization for Migration	14,400,118	51,315,600	21,895,896	17,229,472	6,419,944	6,537,899	17,173,497	19,067,162		<b>154,039,588</b>
International Rescue Committee		2,442,000								<b>2,442,000</b>
Jesuit Migration Service						170,000				<b>170,000</b>
Jesuit Refugee Service		315,100	830,561	531,362						<b>1,677,023</b>
Jesuit Service for Migrants							91,970			<b>91,970</b>
Lutheran World Federation		315,000								<b>315,000</b>
Malteser International		500,000								<b>500,000</b>
Manos Veneguayas							314,200			<b>314,200</b>
Mercy Corps		8,410,000								<b>8,410,000</b>
Migrants, Refugees and Argentine Social Entrepreneurs							38,080			<b>38,080</b>
Misión Scalabriana			1,207,000	595,000						<b>1,802,000</b>
Norwegian Refugee Council		10,180,000	4,000,000			1,150,000				<b>15,330,000</b>
OXFAM		380,000		250,000						<b>630,000</b>
Pan American Development Foundation		1,080,199		3,000,000						<b>4,080,199</b>
Pastoral Service of Migrants	125,000									<b>125,000</b>
Plan International		5,725,000	1,500,000	900,000	12,000					<b>8,137,000</b>
Progetto mondo mlal				250,000						<b>250,000</b>
Programa de Soporte a la Autoayuda de Personas Seropositivas				108,000						<b>108,000</b>
REACH								628,000		<b>628,000</b>
Red Cross Argentina							665,000			<b>665,000</b>
Red Cross Chile							568,182			<b>568,182</b>
Red Cross Colombia		5,700,000								<b>5,700,000</b>
Red Cross Ecuador			1,230,000							<b>1,230,000</b>
Red Cross Uruguay							476 832			<b>476 832</b>
RET International			2,531,620	1,124,000		1,511,082		697,400		<b>5,864,102</b>
Religiones por la Paz América Latina y el Caribe				6,000						<b>6,000</b>
Save the Children		11,775,000		1,520,000	95,000			1,250,000		<b>14,640,000</b>
Semillas							80,000			<b>80,000</b>

Social Assistance Foundation of the Christian Churches							212,121		212,121
SOS Children's Villages of Brazil	1,125,000								1,125,000
Terre des Hommes		520,000							520,000
United Nations Children's Fund	8,940,000	17,382,000	10,484,400	6,448,050	2,210,000	536,800	335,000	6,058,741	52,394,991
United Nations Development Programme	490,000	2,100,000	250,000	710,000		494,366	368,000		4,412,366
United Nations Educational, Scientific and Cultural Organization	530,000		2,620,000		1,720,000	776,642	10,000		5,656,642
United Nations Entity for Gender Equality and the Empowerment of Women	1,500,000	1,085,000	880,000		2,250,000			325,000	6,040,000
United Nations Environment Programme	993,250	378,250							1,371,500
United Nations Food and Agricultural Organization		6,000,000			1,200,000		200,000		7,400,000
United Nations High Commissioner for Refugees	17,278,518	36,000,000	18,420,000	19,500,000	16,250,000	7,666,075	6,480,737	12,404,670	134,000,000
United Nations Human Settlements Programme		7,000,000							7,000,000
United Nations Office for Coordination for Humanitarian Affairs			104,000	145,000				313,296	562,296
United Nations Office on Drugs and Crime	160,000				1,350,000	680,000			2,190,000
United Nations Office of the High Commissioner for Human Rights							117,500	1,267,006	1,384,506
United Nations Office for Project Services							215,000		215,000
United Nations Population Fund	903,202	9,243,000	1,200,000	2,756,400	1,333,914	225,000	300,000	682,000	16,643,516
United Nations Programme on HIV and AIDS				528,000	246,672		63,000		837,672
University of Buenos Aires							161,000		161,000
University of Costa Rica, Faculty of Law						50,000			50,000
University of Diego Portales, Legal Clinic for Migrants and Refugees							38,636		38,636
War Child		347,000							347,000
Without Borders - Private Assistance Institution						37,620			37,620
World Food Programme		69,314,982	34,265,741	794,522	390,000				104,765,245
World Health Organization		31,700,000	1,025,631	37,987,470	1,322,308		487,000		72,522,409
World Vision		10,791,000	2,000,000	1,975,000		100,000	252,846		15,118,846
Regional Platform Collective Thematic Products								3,617,120	3,617,120
<b>Grand Total</b>	<b>56,554,428</b>	<b>315,467,200</b>	<b>117,288,607</b>	<b>106,384,465</b>	<b>34,839,838</b>	<b>21,710,484</b>	<b>35,654,391</b>	<b>49,711,965</b>	<b>737,611,378</b>

## Annex 2: Financial Requirements by Area of Intervention and Country (USD)

Area of Intervention	Brazil	Colombia	Ecuador	Peru	Caribbean	Central America & Mexico	Southern Cone	Regional
Direct Emergency Assistance	15,950,351	174,178,150	61,450,128	38,122,229	10,122,948	5,556,607	16,141,333	12,302,491
Protection	8,968,413	35,628,779	12,470,409	12,032,210	7,601,779	4,217,403	6,040,684	13,188,405
Socio-economic and Cultural Integration	27,518,620	87,173,809	27,677,725	50,117,185	8,628,962	7,280,933	9,685,568	2,846,570
Strengthening the Capacity of Host Government	4,117,044	18,486,462	15,690,345	6,112,841	8,486,149	4,655,541	3,786,806	5,165,921
Regional Activities								16,208,578
<b>Total</b>	<b>56,554,428</b>	<b>315,467,200</b>	<b>117,288,607</b>	<b>106,384,465</b>	<b>34,839,838</b>	<b>21,710,484</b>	<b>35,654,391</b>	<b>49,711,965</b>



Coordination Platform for Refugees and Migrants from Venezuela

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