



STRENGTHENING THE REGIONAL RESPONSE TO LARGE-SCALE MIGRATION OF VENEZUELAN NATIONALS IN SOUTH AMERICA, NORTH AMERICA, CENTRAL AMERICA AND THE CARIBBEAN

INTERNATIONAL ORGANIZATION FOR MIGRATION

SITUATION REPORT No. 5
Reporting period: 24 May to 15 August 2018



Highlights

IOM team assisting Venezuelans at the Binational Border Assistance Center (CEBAF) in Tumbes, Peru, © IOM, 2018

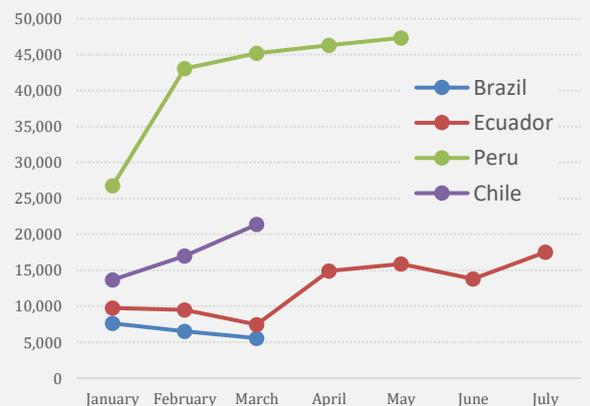
- As of July 2018, the estimated number of Venezuelans living outside their country reached around **2,3 million**. However, this figure based on official data does not fully account for the number of Venezuelans abroad with irregular status.
- The Government of **Ecuador** declared a state of emergency in three provinces impacted by an “unusual influx” of Venezuelans. The measure will be in place during August and was accompanied by the launching of a contingency plan.
- The Government of **Colombia** defined and is implementing processes and mechanisms to facilitate the regularization of **442,462** Venezuelans included in the *Registro Administrativo de Migrantes Venezolanos* (RAMV).

Situation Overview

During the reporting period the escalating and lasting nature of the Venezuelan migration and its regional dimensions have become more apparent, while the levels of vulnerability of Venezuelans on the move are increasing. Updated official data currently show 2,328,442 Venezuelans living abroad, compared to the April 2018 estimate of 1,642,442. This represents a 44 per cent variation mostly reflected in the figures for South American countries, particularly Colombia, Ecuador and Peru. In terms of cross border flows of Venezuelans, the chart illustrates the net migratory balance (entries minus exits) in 2018 for countries and periods with available official monthly data.

Most governments of the impacted countries continue to develop and adapt their institutional arrangements and programmatic response mechanisms to provide emergency assistance and protection, as well as pave the way towards socio-economic integration in highly complex local conditions.

The Government of **Colombia**, for example, issued Decree 1288 and Resolutions 6370 and 2033 of 2018 which permit 442,462 Venezuelans with irregular status who were included in the *Registro Administrativo de Migrantes Venezolanos* (RAMV) to apply for a *Permiso Especial de Permanencia* (PEP). The Decree aims at facilitating access to public social services for Venezuelans and addressing the needs of returning Colombians, and it is already being implemented. As of 5 August, 7,767 PEPs had been issued to RAMV applicants. In other developments, the Colombian migration authority,



Net migration (net migratory balance) for selected countries during 2018. Source: IOM based on official data

Migración Colombia, condemned threats against Venezuelan nationals circulating in social media and made a call for tolerance and respect.

In **Brazil**, President Michel Temer signed a new law (13,684 of 2018 based on Provisional Measure No. 820) to establish an emergency assistance mechanism for persons in vulnerable situations in large-scale influxes, including Venezuelans. These measures will facilitate assistance to unaccompanied children, victims of trafficking or labour exploitation and to persons granted residency on humanitarian grounds.

On 10 August, **Ecuador** declared a state of emergency for the provinces of *Carchi, Pichincha y El Oro* through Resolution No.105-2018 of the Ministry of Foreign Affairs. The decision aims at responding to the “unusual migration flows” of Venezuelans in the northern border and was accompanied by a contingency plan. Following these announcements, the Ecuadorian Risk Management Office (*Secretaría de Gestión de Riesgos*) indicated that five Temporary Transit Centers had been set up.

Governments in the region have continued to apply ordinary and extra-ordinary regularization mechanisms, which constitutes a key step for effective protection. Between 2015 and June 2018, more than 600,000 applications for temporary or permanent visas or other regularization mechanisms have been filed by Venezuelan nationals in main receiving Latin American and Caribbean countries. As for some of the current extra-ordinary regularization mechanisms, the latest available official figures of granted visas and permits are as follows:

Chile: <i>Visas de Responsabilidad Democrática</i>	4,500 (August)
Colombia: <i>Permisos Especiales de Permanencia</i>	181,472 (June)
Peru: <i>Permisos Temporales de Permanencia</i>	70,000 (August)
Brazil: <i>Residências Temporárias</i>	27,747 (May)

Regarding border management measures, the *Superintendencia Nacional de Migraciones* of **Peru** indicated the activation of a migration check point in Tumbes (Zarumilla Province) to verify that persons coming from Ecuador have gone through the Binational Border Assistance Center (CEBAF Tumbes). Similarly, *Migración Colombia* announced the deployment of additional staff and equipment to validate travel documents of persons passing through official crossing points in *Norte de Santander*. The preparation of this report coincided with the announcement by the **Ecuadorian** authorities that from 18 August Venezuelans are required to hold a passport to enter the country (*Acuerdo Ministerial* 000242). The Government of **Peru** took the same measure, effective 25 August, and brought forward the deadline for eligibility and application to the *Permisos Temporales de Permanencia* (*Decreto Supremo* N° 007-2018-IN).

During the reporting period IOM has observed further indicators of intensified vulnerability and increasing risks, which highlights the need for timely and relevant assistance and protection with tailored approaches according to age, gender and ethnic identification.

In **Peru** the Ministry of Interior reported that 57 Venezuelan victims were rescued in counter trafficking operations conducted between January and June of 2018, representing 63% of the foreign victims. Further, the local government of **Bogotá** (Colombia) published the results of a survey on “Paid sexual activities in contexts of prostitution” which indicated that 99% of the foreign men, women and intersex persons engaged in such activities in the city, declared Venezuela as their place of birth. Also in Colombia, the *Grupo Interagencial para los Flujos Migratorios Mixtos* (GIFMM) led by IOM and UNHCR has identified Gender Based Violence (GBV), survival sex, catastrophic illnesses and Venezuelans traveling long distances by foot, as pressing issues that need to be addressed in the short term.

The public health dimension of the flows continues to be an area of concern. The Meeting of the Strategic Advisory Group of Experts on immunization of the **World Health Organization** indicated that an important measles outbreak had been underway in Venezuela since 2017 and had led to cases in Brazil, Ecuador, and Colombia. According to the **Pan-American Health Organization** (PAHO), between January and 20 July of 2018 most measles cases were reported in Brazil (677), Colombia (40; 23 imported from Venezuela, 16 import-related), Ecuador (17; 11 of Venezuelan nationality), United States (91), and the Bolivarian Republic of Venezuela (1,613). Laboratory analyses confirmed that cases in Amazonas and Roraima (Brazil) were linked to cases in Venezuela in 2017.

Finally, PAHO’s epidemiological update of 31 July indicated that the diphtheria outbreak that began in Venezuela in July 2016 was ongoing. Between January and July 2018, there were 211 confirmed cases and 70 related deaths (44 were confirmed and 26 remained under investigation).

DEVELOPMENTS IN REGIONAL ACTION PLAN (RAP) IMPLEMENTATION



DATA PRODUCTION AND DISSEMINATION

IOM continues planning and rolling out rounds of the Displacement Tracking Matrix (DTM), its flagship system to regularly and systematically capture, process and disseminate information on movements and evolving needs of population mobility.

During the reporting period IOM teams completed DTM rounds in **Brazil**, **Ecuador**¹ and **Peru**², reaching 7,871 persons: 3,785 in Brazil (*Boa Vista and Pacaraima*), 2,450 in Ecuador (*Quito, Huaquillas and Rumichaca*) and 1,636 in Peru (*Lima, Tumbes and Tacna*). In **Argentina** and **Chile** data collection operations were finalized and data processing and analysis is underway, while baseline data is being gather or interviews conducted in **Costa Rica**, **Colombia**, **Dominican Republic** (in partnership with UNHCR), **Ecuador** (round 2), **Guyana**, **Panama** (in partnership with UNHCR, UNICEF, PHO/WHO and OAS) and **Peru** (round 4).



DTM interview in Roraima @IOM 2018

IOM also published a summary of DTM findings based on Flow Monitoring Surveys (FMS) conducted between October 2017 and March 2018 in transit and settlement sites of Venezuelans in Brazil, Colombia and Peru, encompassing 12,304 interviews³. The DTM has been instrumental to understand the mobility dynamics and current and emerging assistance, protection and integration needs of Venezuelans in vulnerable conditions. Complementing these exercises, IOM has also carried out more specific and advocacy-oriented analyses.

The IOM Country Office in **Brazil** presented the results and 35 recommendations derived from a study on the legal aspects of the assistance to Indigenous Migrants from Venezuela to Brazil.⁴ These results were followed by an assessment of persons belonging to indigenous groups from Venezuela to Manaus⁵. The conclusions are contributing to a better tailored response.

Additionally, in **Argentina** IOM and UNHCR partnered with *Comisión Argentina para Refugiados y Migrantes (CAREF)* and are developing a qualitative study on access to rights of Venezuelan who arrived in the country between 2010 and 2018.



CAPACITY AND COORDINATION

Supporting governments and their partners in furthering their coordinated response capacity to address the needs of arriving Venezuelans and the receiving communities, is a building block for sustainable solutions.

In **Colombia**, IOM and UNHCR supported the national Government in the roll out of the *Registro Administrativo de Migrantes Venezolanos (RAMV)* that ran until 8 June and included 442,462 Venezuelans in irregular situations. The IOM Office in Colombia reinforced a total of 22 registration centers in critical entry and receiving areas: 16 registry points in 5 municipalities and 1 mobile registration unit that covered 6 municipalities in the department of Cundinamarca. Some of the key RAMV figures and indicators are as follows:

No. of households registered	253,575
No. of underage persons registered	118,709
% of households that have faced food shortages	36.8%
% of persons who belong to an ethnic group	7.7%
% of people who have health insurance	1.1%
% of school-age children enrolled in schools	48.7%
% of persons who reported be unemployed	18.2%
% of persons who plan to settle in Colombia	89.4%

Data source: *Registro Administrativo de Migrantes Venezolanos (RAMV)* 2018

Following the release of RAMV results, IOM provided technical assistance on the review of the normative proposals that resulted in the Decree 1288 of 2018, that defined critical regularization and assistance mechanisms. Furthermore, the Country Office in Colombia organized a two-day academic event to identify policy guidelines to manage the influx of Venezuelans in the country. The final document containing comprehensive sectoral recommendations was presented to the government and the Handover Commission set up by the new President.

IOM has already approached the new Government in Colombia with the expectation of continuing and expanding the current support activities and adapting the strategies under RAP to potential changes in the Colombian migration policy or regulations, to further advance the agenda for a safe, orderly and regular migration of Venezuelans with a Sustainable Development perspective.

In **Chile**, IOM collaborated with the *Departamento de Extranjería y Migración* in the distribution of information on the Extraordinary Regularization Process amongst Venezuelans living in the country, to promote timely application to the mechanism between 23 April and 22 July 2018.

In **Costa Rica**, IOM and the *Tribunal Administrativo Migratorio*

¹ <https://displacement.iom.int/system/tdf/reports/DTM%20Ecuador%20Report%20Round%201%2014%20Aug%20CC%20WORD.pdf?file=1&type=node&id=4140>

² <https://flow.iom.int/system/tdf/reports/DTM%20R3 JULIO2018 %20EN.pdf?file=1&type=node&id=3945>

³ <http://displacement.iom.int/reports/south-america-%E2%80%94-flow-monitoring-surveys-venezuelan-migration-flows-south-america-may-2018>

⁴ <http://repository.iom.org/co/handle/20.500.11788/2018>

⁵ <http://repository.iom.org/co/handle/20.500.11788/2029>

agreed on a protocol by which the Tribunal will refer all Venezuelan nationals whose applications for asylum are refused to IOM's Migrant Referral Center where they will be assisted on regularization mechanisms.

IOM **Ecuador** provided technical assistance to the Ministry of Foreign Affairs for the establishment of a Human Mobility Working Group in *Carchí* Province to steer and manage the response to Venezuelans entering through the northern border. With the Ministry of Interior, IOM has prepared training sessions for first-line migration officials on prevention and identification of cases of trafficking, migrant smuggling and gender-based violence, that will be rolled out in the coming weeks.

IOM **Dominican Republic** provided technical assistance to the *Procuraduría General de la República* (PGR) on protection of victims of trafficking-in-persons (TiP) following a May 6 report of 21 Venezuelan and 4 Dominican TiP victims rescued by the *Policía Nacional* during a raid in *Salvaleón de Higüey*.

In **Peru**, IOM and UNHCR supported and facilitated the first Multi Sector Working Group in Tumbes, chaired by the regional government to promote an effective coordination and prepare a local response plan, based on identified assistance and protection gaps.

IOM **Trinidad and Tobago** trained 28 first line public officials and implementing partners' staff in emergency response and protection. In addition, IOM and the Pan American Health Organization (PAHO) are working nationally on synchronizing their current response programming and funding to reach more Venezuelans in need of healthcare assistance in **Aruba**, **Curaçao** and **Trinidad and Tobago**.

In terms of response coordination, at regional level the UN Secretary General tasked IOM and UNHCR with coordinating the operational response to the Venezuela situation. Thus, IOM and UNHCR have established an inclusive, accountable and overarching **Regional Coordination Inter-Agency Platform**. The Terms of Reference for the platform are undergoing extensive consultations with partners, including UN agencies to secure wide participation and a common regional approach.

At national level the inter-agency arrangements led by IOM and UNHCR have already been activated in Colombia, Brazil and Peru. Newly established coordination arrangements aim at supporting the Governments also through joining forces with governmental authorities, UN agencies and NGOs to ensure Venezuelans have access to protection and basic services in their countries of arrival under a government led framework for safe, orderly and regular migration.

- In **Colombia**, the *Grupo Interagencial para los Flujos Migratorios Mixtos* (GIFMM) is currently operating as the coordination mechanism for all the response to the Venezuelan migration flows, including CERF-funded actions. The group is co-led by IOM and UNHCR.
- In **Ecuador**, IOM and UNHCR are also coordinating as co-leaders the response to this situation. A national working group on human mobility is being set up with terms of reference in the process of validation.
- The Government of **Brazil** leads the response at the national level, through the Federal Committee of Emergency Assistance

created in February 2018. UNHCR and IOM support this Committee, co-leading the response of the UN System.

- In **Peru**, IOM and UNHCR have established the Working Group for Refugees and Migrants (GTRM). This group gathers all UN System agencies and has had 4 sessions between May and July. In addition, IOM and UNHCR acted as technical advisor for the creation of the Regional Intersectoral Working Group in Tumbes.
- In **Guyana**, IOM, UNHCR, UNDP and UNICEF participate in a steering committee set up to coordinate the response. This committee chaired by the Minister of Citizenships meets on a weekly basis.



DIRECT ASSISTANCE AND VULNERABILITY

During the reporting period IOM has advanced operational arrangements with concerned governments, civil society organizations, UNHCR, UNICEF, PAHO and other UN agencies to increase coverage and speed up delivery of direct assistance to Venezuelans in vulnerable situations.

In **Brazil**, the Transit Centre in Pacaraima (northern border with Venezuela) was set up and is operational with the collaboration between the Federal Government, IOM, and UNHCR. The Centre provides documentation assistance and information on internal voluntary relocation alternatives.

In **Ecuador**, IOM received endorsement from the Human Mobility Working Group of *Carchí* to create an Orientation and Referral Center in *Rumichaca*. IOM and UNHCR have opened joint field offices in Tumbes (Peru) and *Tulcán* (Ecuador) to enhance coordination and improve comprehensive and coherent assistance to Venezuelans.

As of 15 August, **temporary accommodation** support in transit and receiving areas was provided to a total of **2,397** Venezuelans in Colombia (1,823), Peru (557) and Trinidad and Tobago (17). Most Venezuelans supported in Trinidad and Tobago are victims of Trafficking in Persons (TiP) referred to IOM by the Counter Trafficking Unit of the Ministry of National Security, and they have been also assisted with emergency health care and counselling.



Assisting Venezuelans with temporary accommodation in Tumbes (Peru)
@ IOM 2018

Non-Food Items (NFI) were distributed to a total of **1,333** persons in three countries: 856 Venezuelans received hygiene kits in *Mucajá, Canta y Alto Alegre (Roraima, Brazil)* after IOM completed needs assessment exercises in six municipalities and finalized distribution arrangements with Caritas Brazil, the Armed Forces and the municipal governments; in Guyana 378 Venezuelans received kits of essential NFIs with the collaboration of two local CSOs and in coordination with the Civil Defense Commission and the Region 1 Democratic Council; in Peru 99 Venezuelans passing through CEBAF received basic NFI kits.

As Venezuelans in vulnerable situations have required **transportation assistance**, as of 15 August IOM has conducted movement operations for, or provided subsidies to, **4,925** persons in Colombia (704), Brazil (820) and Peru (3,401). In Brazil, IOM, in coordination with UNHCR and UNFPA, has supported the Government in voluntary internal re-localization to *Cuibá, Manaus, Sao Paulo, Igarassu, Conde, and Rio de Janeiro* of Venezuelans arriving in the northern state of Roraima. IOM assistance included pre-departure orientation, fitness for travel checks, and support in logistics and documentation.



Venezuelan family during a voluntary relocation to Manaus © IOM 2018

Other critical response activities are the provision of information on **documentation and regularization** pathways and **referring** Venezuelans to available government and CSOs' assistance services. As of 15 August, **9,321** Venezuelans had been reached by IOM with this type of orientation.

- In **Brazil** 4,846 persons have received documentation and regularization information in *Pacaraima and Boa Vista*, including 2,352 men, 296 boys, 1,892 women and 306 girls.
- In **Costa Rica**, the toll-free '800-Venezuela' information line launched in partnership with the General Directorate of Migration and the National Migration Council has assisted 280 Venezuelan nationals in Costa Rica with information to access social and integration services. This runs along the Migrant Referral Center which has already assisted 298 Venezuelans (58 households) in San Jose in need of guidance on regularization mechanisms and health services.
- In **Peru**, 3,987 persons have received orientation and information at the Binational Border Assistance Center (CEBAF) in Tumbes, complementing basic emergency assistance in cases of high vulnerability. Orientation has included referral to a network of eight government agencies and NGOs offering

specialized services.

Disseminating **information on threats of trafficking, smuggling and other forms of exploitation and abuse** and available assistance mechanisms is a protection activity under RAP. In Brazil IOM has reached 215 Venezuelans in *Canta and Alto Alegre (Roraima)* with messages on prevention and available assistant services.

In terms of country specific interventions, the dire conditions in which some Venezuelans, particularly women and children, arrive to CEBAF in Tumbes (Peru) after long journeys, led to the establishment by IOM of a **food distribution point**, which has served **4,194** prioritized persons as of 15 August.

In Ecuador, Venezuelans reaching *Rumichaca* have access to an IOM **free Wi-Fi hotspot** since 8 June to help them communicate with their families and support networks and access critical information. Until 15 August, the hotspot has recorded 52,412 Venezuelan users.



SOCIO-ECONOMIC INTEGRATION

While the regional assistance and protection response gains coherence, timeliness and coverage, progress in RAP activities for socio-economic and cultural integral of Venezuelans in the receiving communities have been more challenging.

In **Argentina**, IOM approached two national engineering societies to conduct a labour market study and identify insertion opportunities for Venezuelan women and men in related economic activities.

In **Colombia** the World Bank (WB) carried out a study on the socio-economic impact on Colombia of the Venezuelan population influx. IOM and UNHCR provided technical accompaniment to the WB research team during field visits to *Arauca, Maicao and Villa del Rosario*.

IOM **Ecuador** is conducting a summary analysis of the challenges and opportunities for migrant integration on the local level in the main cities of destination. The findings will be shared with the responsible government agencies and other partners as an input towards a national strategy for migrant integration aligned with Sustainable Development Goals (SDG).

IOM **Peru** is working with the Ministry of Labour to identify potential areas of collaboration on socio economic integration of Venezuelans who have settled in the country. In addition, the Country Office is also participating in the preparation of a joint regional project proposal with the International Labour Organization (ILO).

In **Uruguay**, IOM and the Konrad Adenauer Foundation organized the seminar "Migration, Innovation and Productivity in Uruguay" with participation of representatives of the public and private sector and CSOs. As part of the agenda, alternatives for the integration of Venezuelans into the labour market were reviewed and discussed and a Venezuelan CSO presented its support strategies. This seminar follows several working sessions of the Government of Uruguay and IOM with private sector leaders to

analyze perceptions on the economic impact of Venezuelans in the country, as a first step towards jointly designing sustainable socio-economic integration alternatives.

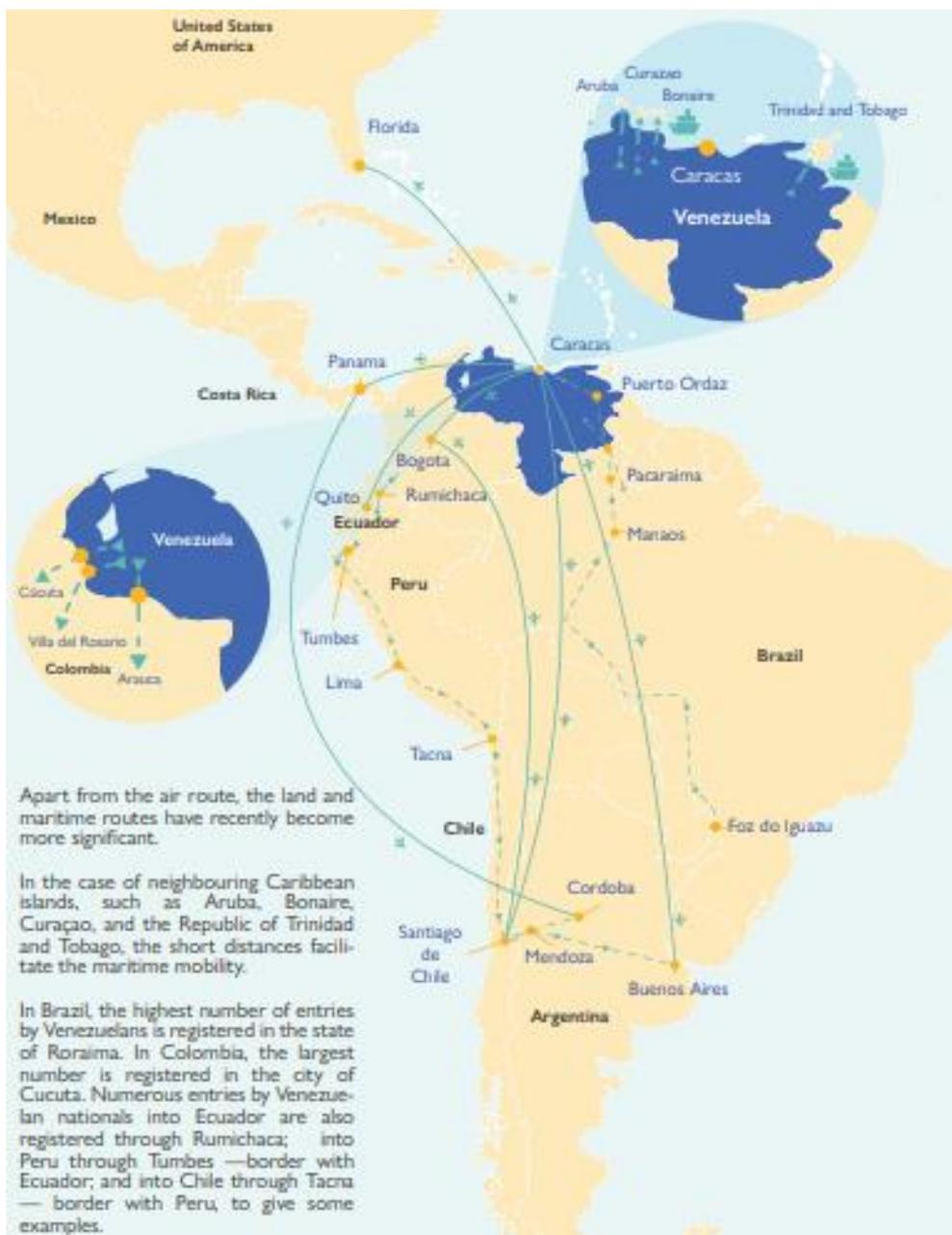


PARTNERSHIPS AND FUNDING

IOM is grateful for the support provided at the regional and national levels to the implementation of activities under RAP. The UN Central Emergency Response Fund (CERF) is

funding life-saving activities in Brazil, Colombia, Ecuador, Guyana, Peru and Trinidad and Tobago. The Bureau of Population, Refugees, and Migration (PRM) is supporting RAP implementation in nine South American and two Central American countries, and in Mexico, Aruba, Curacao, Dominican Republic and Trinidad and Tobago.

In Colombia, USAID and CERF are funding country specific activities that are also part of RAP.



Migratory routes from Venezuela to main destination countries in America

IOM's activities under the Regional Action Plan (RAP) are currently supported by:



United Nations
CERF

Central
Emergency
Response
Fund

