 COLOMBIA

HUMANITARIAN NEEDS OVERVIEW

<table>
<thead>
<tr>
<th>PEOPLE IN NEED</th>
<th>HUMANITARIAN PIN</th>
<th>PIN REFUGEES AND MIGRANTS</th>
</tr>
</thead>
<tbody>
<tr>
<td>7 M</td>
<td>5.1 M</td>
<td>1.9 M</td>
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NOV 2018

Photo: NRC - Ingrid Prestetun
This document was prepared in the name of the Humanitarian Country Team and OCHA, with the support of the Colombia Information Management and Analysis Unit (UMAIC in Spanish), and iMMAP Colombia.

This document integrates the shared analysis of the Humanitarian Country Team and the Inter-Agency Mixed Migration Flow Group (GIFMM in Spanish), including the most urgent humanitarian needs and estimates of number of people needing assistance. The HNO is a consolidated evidence base that assists in joint planning for the strategic response.

The terminology and presentation of data used within this report do not imply on the part of the United Nations Secretariat a judgement on the juridical status of any country, territory, city or region or their authorities, nor regarding borders.

The chapter on Refugees and Migrants was led by the Inter-Agency Mixed Migration Flow Group (GIFMM in Spanish), co-led by UNHCR and IOM, in collaboration with OCHA and with the support of iMMAP.

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PEOPLE WITH HUMANITARIAN NEEDS

Over the past five years, and as part of the humanitarian programming cycle, the number of annual People in Need in Colombia was identified with a group of partners from the Humanitarian Country Team in coordination with State counterparts. The historical impact on millions of people due to different humanitarian emergencies as a consequence of the armed conflict, armed violence and natural disaster events, has required the complementary presence and intervention of the State by both national and international humanitarian organizations.

After four years of Peace Talks between the Government of Colombia and the FARC-EP guerrillas, a Peace Agreement was signed. This major event should have also represented humanitarian relief for many regions of the country which had been hit for years by the armed conflict. However, the deterioration of the internal humanitarian situation in Colombia is reflected by the more than 5.1 million people in need calculated for 2019, as we document here.

Combined with this scenario of violent conflict, there are an additional 1.9 million estimated People in Need including Venezuelan refugees and migrants, Colombian returnees and host communities who have arrived in Colombia with pre-existing needs and who are exposed to risks and the impact of the existing humanitarian context inside of Colombia. According to data provided by the Regional Platform coordinated by UNHCR and IOM, the situation in Venezuela has obliged more than 3 million people to leave that country since 2015, Colombia being the main country of destination and transit.

With the goal of prioritizing, planning and managing resources for an adequate humanitarian response, carried out in an integral, inter-sectoral manner, the HNO 2019 includes a special chapter which describes needs and identifies locations where there is a cross-over between different internal and external impacts in the country, leading to double and even triple affectation.

One of the greatest challenges today is to be able to systematically report on collective results and accomplishments, based on evidence (HNO), and with an objective planning framework utilizing common goals and indicators (HRP); it should be mentioned that these accomplishments require rigorous and systematic monitoring of changes against a baseline taking into account the results of proposed interventions.

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1. Double affectation is understood as the impact on population in a same environment of armed conflict/violence and natural disaster events. In the same sense, triple affectation is understood as situations include these two impacts as well as a context with migrants and refugees arriving in the area.
HUMANITARIAN SITUATION

- Humanitarian Needs and Key Figures
- Impact of the Crisis
- Disaggregation of People in Need
- Needs Prioritization
PART I: PEOPLE WITH HUMANITARIAN NEEDS

HUMANITARIAN PEOPLE IN NEED

5.1 M

People in Need (PIN)

- 0
- 1 - 500
- 501 - 2,000
- 2,001 - 5,000
- 5,001 - 10,000
- 10,001 - 388,222

Departamentos
PART I: HUMANITARIAN NEEDS AND KEY FIGURES

The increase and persistence of humanitarian needs, protection risks and violations of Human Rights and Infractions of International Humanitarian Law, are all causes for concern for the international community, different sectors of civil society and the Government of Colombia. Vulnerable communities suffer the impact of new conflict dynamics, an increase in violence, natural disaster events and migration, where structural problems related to inequality, exclusion and extreme poverty worsen their living conditions and represent a threat against their lives and dignity.

In 2018, in a change from earlier years, the humanitarian impact due to a convergence of emergencies related to the conflict, an increase in armed violence, and the occurrence of natural and man-made disasters, resulted in more than 5.1 million people in need in different sectors and regions of Colombia. The regions of greatest concentration of humanitarian impact included the Northeastern border with Venezuela, the southern border with Ecuador and the Pacific coast bordering Panama, as well as the northwest region. A total of 268 municipalities were prioritized. This prioritization increases the visibility of needs for assistance and strengthening of humanitarian actors and protection and the need for maintaining coordination spaces active in complementarity with the State.

In areas where illegal mining and illicit crop cultivation exists, there are cases of sexual abuse and exploitation, gender-based violence (GBV), and the forced recruitment and use of women, girls, boys and adolescents. In addition, there are deficiencies in terms of emergency prevention and response plans, as well as work on solutions, return, relocation and local integration. The focus of attention of the Cluster is on people with double or multiple affectation caused by the armed conflict, generalized violence and natural disasters, and persons in need of international protection.

HUMANITARIAN SECTOR PRIORITIZATION

1. Protection

Ethnic and rural communities in difficult to access areas, as well as inhabitants of urban areas, include the worst humanitarian impact and protection risks. There is a continuity and increase in victimization that is the result of new violence and conflict dynamics. This situation worsened due to poor deployment of mitigation measures, which fail to create scenarios that guarantee non-repetition of victimization, which is key in the search for durable solutions.

In 2018, the juncture of the increasing arrival of refugees, migrants and returnees from Venezuela since 2017 is explored in further detail in the chapter on refugees and migrants in this document, and makes evident the need to provide integral analysis connecting pre-existing humanitarian situations, as well as reflecting an urgent need to guarantee the rights of victims and affected communities, making use of a differential focus for ethnicity, age and gender. One of the major challenges of the new administration is to take measures and implement effective strategies in the areas of prevention, protection and durable solutions by the State for vulnerable populations.

3. Began on 7 August 2018 and will run through 6 August 2022
4. Mass displacement, confinement, restrictions on humanitarian access, APM-UXO accidents and presence, deaths and injuries due to armed actions, as well as threats, aggression and homicides of social and community leaders, Human Rights works, and FARC-EP ex-combatants
Indigenous communities and children under five, pregnant and nursing mothers, and the elderly in rural areas, show needs due to an imbalance in their diets, and have reduced their food intake, crops and activities providing daily sustenance due to limitations in access to land, committing to the self-sustenance of rural families (hunting, agriculture, livestock). Agricultural production and food security of new generations face protection risks due to the involvement of persons in illicit economies, the impact of emergencies related to conflict or violence, flooding and drought, climate change and structural issues; to this is added a lack of connection, continuity and organization in processes associated with illicit crop substitution with productive systems and alternative development programs.

Basic Unsatisfied Needs and high poverty rates mark the lives of ethnic and rural communities; response gaps deteriorate living conditions of people with prolonged humanitarian needs. The victims of forced displacement and/or receptor communities present inter-sectoral needs due to double affectation after suffering from natural disaster, conflict and violent events, occasionally all at the same time. Beyond the immediate response to emergencies, there is a need for monitoring processes and recovery that guarantees durable solutions in the medium and long-term, in conformity with the Guiding Principles on Forced Displacement\(^5\), actions should have a multi-sectoral focus, complementary as part of an integral response.

The existence of prevalent sicknesses among children under five, sickness transmitted by vectors, sexually transmitted diseases and restrictions on the free exercise of sexual and reproductive rights, is made worse due to difficulties in healthcare service access. The historical gap in medical infrastructure, equipment and personnel, to a greater degree in rural areas where indigenous and Afro-colombian communities, results in a degradation of these populations physical and mental health. The effects of chronic contamination (water, air and food) due to exposure to the elements where there is mining and other resource exploitation, leads to a series of sicknesses associated with food insecurity due to a lack of access to potable water and poor hygiene habits, increasing infant and female mortality. An increase in population from Venezuela led to a collapse in institutional capacity, leading to a potential humanitarian crisis in this sector given a high demand on healthcare services.

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PART I: HUMANITARIAN NEEDS AND KEY

5 Education in Emergencies

The lack of guarantees to access the fundamental right to education in distant rural and urban areas are factors that lead to school desertion among girls, boys and adolescents in different ethnic groups. The actions of armed actors, the presence of anti-personnel mines and unexploded munitions. Close to educational institutions, the occurrence of natural disaster events, combined with other physical risk and security factors due to deteriorating problems with overcrowding and a deterioration in the livability of host communities in rural and urban areas with Basic Unsatisfied Needs has led to a chain of events causing humanitarian needs linked to the persistence of emergencies due to mass displacements, natural and environmental disasters and the increasing numbers of refugees and migrants. A lack of adequate shelter with appropriate conditions and with a protection and differential focus, expose inhabitants to different risks and increase installations or where boarding schools are the only educational model (indigenous communities), and other structural problems, also create a scenario favorable to forced recruitment, use and sexual exploitation of minors when these spaces lack protective spaces. The high demand for education for Venezuelan boys, girls and adolescents creates additional pressure on educational services, affecting local communities.

6 Water, sanitation and hygiene

Serious health and livelihood consequences are associated with the contamination of water sources in regions including the Pacific coast, the northwest and the northeast due to mining, illicit crop fumigation, and frequent oil spills due to attacks on oil lines or oil line failures. These events have repercussions on education and food security related to fishing in rural populations, having a relatively large impact on children under five, pregnant and nursing mothers, and elderly members of ethnic and rural groups. Humanitarian emergencies, climate change, customs and community environment, human interventions along river basins, these are all different factors that limit water access. High poverty rates, a lack of water distribution and purification infrastructure investment, poor hygiene practice and different humanitarian emergencies all worsen needs and gaps in this sector.

7 Shelter

Problems with overcrowding and a deterioration in the livability of host communities in rural and urban areas with Basic Unsatisfied Needs has led to a chain of events causing humanitarian needs linked to the persistence of emergencies due to mass displacements, natural and environmental disasters and the increasing numbers of refugees and migrants. A lack of adequate shelter with appropriate conditions and with a protection and differential focus, expose inhabitants to different risks and increase the likelihood of gender-based violence, making girls and women more likely to be the victims of sexual violence. In recurring mass emergencies, there is concern over the limitations in destinations of shelter, which frequently lacks appropriate spatial distribution, the time people can remain in the shelter, and minimum sanitation and hygiene conditions, made even worse by other needs already present in these populations.
PART I: HUMANITARIAN NEEDS AND KEY NUMBER

**Total Population**

45.5M

**Number of People Forcibly Displaced (1985-2018)**

8M

**Number of People in Need of Humanitarian Assistance (2016 - 2018)**

5,1M

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### By Group

<table>
<thead>
<tr>
<th>Internal Displacement</th>
<th>Affected by Natural Disasters</th>
<th>Girls and Boys (Under 18)</th>
<th>Adults (18 to 59)</th>
<th>Elderly (Over 59)</th>
</tr>
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<tbody>
<tr>
<td>409K 7.9%</td>
<td>1.8M 35.4%</td>
<td>2.1M 41%</td>
<td>2.5M 49%</td>
<td>0.5M 10%</td>
</tr>
</tbody>
</table>

### By Age and Sex

- **Total Male**: 2.5M
  - 51% Hombres
  - 49% Mujeres
- **Total Female**: 2.6M
  - 49% Hombres
  - 51% Mujeres

Note:内部流离失所、自然灾害影响、受灾社区统计数据。

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By Group:

- **Internal Displacement**: 409,000
- **Affected by Natural Disasters**: 1,800,000
- **Girls and Boys (Under 18)**: 2,100,000
- **Adults (18 to 59)**: 2,500,000
- **Elderly (Over 59)**: 500,000

By Age and Sex:

- **Total Male**: 2,500,000
  - 51% Hombres
  - 49% Mujeres
- **Total Female**: 2,600,000
  - 49% Hombres
  - 51% Mujeres
PART I: IMPACT OF THE CRISIS

IMPACT OF THE CRISIS

Since 2017 in Colombia, and even more so in 2018, rural communities living in geographically strategic corridors with a low State presence, are those which have the greatest humanitarian needs and are most exposed to protection risks, caused by the new dynamics of armed violence and the persistence of the conflict. The juncture of armed actions combined with natural disasters and the crisis caused by the arrival of refugees and migrants from Venezuela have led to different scenarios including double and even triple affectation.

Between 2012 and 2016, as part of the bilateral ceasefire agreed upon between the Government of Colombia and the FARC-EP guerrillas, the official IDP and victims registry showed a major drop in victimization and a drop in corresponding humanitarian needs in many areas of Colombia where there had been an historical presence and control of the FARC-EP guerrillas. However, on the contrary, following the signature of the Peace Accords between the two parties in November 2016, there was a new deterioration in the humanitarian situation during the implementation of the Accords; the trend of recurring humanitarian emergencies including mass displacement and confinement, as well as worsening humanitarian indicators, is now at the same levels as those suffered during the negotiation of the Peace Accords.

In different rural and urban areas throughout Colombia, particularly where there are strategic corridors for illicit economies in illicit crops and illegal mining, there has been a concentration of armed actions between non-state armed groups, organized crime groups, new armed groups, as well as other armed groups, as well as confrontations between these groups and the Armed Forces. Of particular concern are attacks targeting civilians such as the assassination of social and community leaders, environmental and human rights activists, as well as others. Forced recruitment, sexual violence, massacres, kidnappings, accidents with explosive artifacts such as antipersonnel mines (APM) and unexploded munitions (UXO) are other events of concern. Other events with humanitarian impact have included major events with hydroelectric dam projects, large-scale mining and agroindustrial activities, which may deny or limit the rights and living conditions of some vulnerable receptor communities, increasing the risks of socio-environmental disasters, food insecurity, migration and a denial of access to land and livelihoods.

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6. FARC-EP: Fuerzas Armadas Revolucionarias de Colombia – Ejercito del Pueblo, in English: Armed Revolutionary Forces of Colombia – People’s Army; a long-standing guerrilla group that was part of the historical armed conflict in Colombia since the 1940s; signed a peace agreement with the Government of Colombia in November 2016
7. Forced displacement, antipersonnel mine injuries, kidnappings, use of boys, girls and adolescents in armed groups, crimes against sexual freedom and integrity, terrorist acts and attempts, combats, ambushes, psychological and physical injuries, etc. are all classified as types of victimization by the conflict in Colombia by the UARIV, the GOC authority responsible for the Victims Registry
8. Ejercito de Liberacion Nacional (ELN) guerrillas, or National Liberation Army in English; Ejercito Popular de Liberacion (EPL) or Popular Liberation Army in English
9. Organized Armed Groups (GAO in Spanish) is a Government of Colombia designation for groups including Clan del Golfo, Autodefensas Gaitanistas de Colombia (AGC) and others. These have also been referred to by the GOC as Post-demobilization Armed Groups (GAPD in Spanish)
10. this is a classification used to refer to FARC-EP dissident groups that did not demobilize with the guerrillas after the peace accords, as well as deserters during the peace accord implementation process who left demobilization programs due to delays in implementation and alleged lack of security and juridical guarantees
11. there are also ‘new armed structures’ that have emerged connected to alliances between multiple armed groups (both national and transnational), fragments of existing groups and some groups linked to narcotrafficking and organized crime
PART I: IMPACT OF THE CRISIS

UNDERLYING FACTORS

There are evident gaps in the response to the needs associated with the reorganization, occupation and positioning of armed groups in those areas that the FARC-EP guerrillas\textsuperscript{12} by the Ejercito Nacional de Liberacion (ELN), Ejercito Popular de Liberacion (EPL), Clan del Golfo or Autodefensas Gaitanistas de Colombia and other new armed groups such as FARC-EP dissidents, which continue to cause humanitarian emergencies. At the same time, other structures including deserters of the Peace Accord implementation demobilization and reincorporation process, or alliances between different armed groups and even factions of Organized Armed Groups (GAO in Spanish), are having a major humanitarian impact.

The weak presence of the State in vulnerable rural areas with large coca cultivations and the persistence of gaps in opportune prevention and protection actions, also permits the configuration of violent scenarios with the revictimization of many rural and urban populations.

There is also an apparent fragility in the reincorporation process in terms of physical and juridical security; “the weakness in State institutions, or their non-existence, the effect of illegal economies and the untiring efforts of armed groups to attract the old members of the FARC-EP to their rank and file”, have led to desertions and/or abandonment of demobilization and reincorporation zones, known as Espacios Territoriales de Capacitacion y Reincorporacion (ETCR).

This was noted in the Verification Mission’s report to the UN Secretary General\textsuperscript{13}

Different alerts issued through communiques and reports by the Public Ministry, international organizations, the United Nations System, civil society and Government, have all reflected increasing concern, making calls for monitoring and special and differential assistance to affected populations, especially women, girls, boys and adolescents, who are those most suffering due to humanitarian emergencies and who are most exposed to protection risks. The suspension of negotiations between the ELN guerrillas and the Government of Colombia due to the ongoing hostilities by the guerilla group is another risk factor for the civilian population due to the persisting humanitarian impact of that conflict.

If the current context of Colombia continues as is, with expanding response and State intervention gaps in the short and medium-term, there will be a weakening in capacities to execute the peacebuilding process. This dynamic, including armed violence, disaster risks, the arrival of new migrants and refugees from Venezuela and regional elections in 2019, will also impact the implementation of the Peace Accords\textsuperscript{14}. While there are notable efforts by the new administration to respond, the challenges emerging are overwhelming operational capacities of entities, making coordination between national and local authorities difficult. Another of the greatest challenges is to build and strengthen the State at the local level, using differential strategies that take into account different contexts and actors\textsuperscript{15}.

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\textsuperscript{12} many never entered into the peace accord negotiations


\textsuperscript{14} associated with the electoral guarantees law and transition between local administrations

\textsuperscript{15} Fundacion Ideas para la Paz. Security Guarantees: a local perspective: Challenges for protection of communities, social leaders and ex-combatants. Available at: http://ideaspaz.org/especiales/garantias-seguridad/
Persistence and increase in forced displacement

According to official data from the Unidad para la Atención y Reparación Integral para las Víctimas (UARIV), the historical conflict has resulted in 8 million IDPs since September 2018 making Colombia the country with the most IDPs in the world according to the Global Trends Report published by UNHCR in 2017.

Between 2012 and 2016, there was a recognized and substantial drop in forced displacement in Colombia during the Peace talks; nonetheless there was also a major delay in information over a two year period with an estimated 65 to 75 per cent under-reporting of same-year IDP data in the official registry. It should be noted that the Constitutional Court is performing monitoring of measures adopted to overcome an unconstitutional situation with respect to the failures in the official registry and in IDP profiling. Other factors associated with delays and a lack of declarations by victims include threats by armed groups, information gaps when declarations are taken, or difficulties in local processes and capacities, which mean there is a lack of rapid processing and evaluation of IDP declarations for the system.

In order to identify IDP trends and determine the response to people in need due to internal forced displacement, OCHA supported by UMAIC every year carry out an estimate of IDPs based upon official registry information, but taking into consideration the aforementioned gaps in that data. The methodology applied in 2018 arrived at a final estimate of 145,287 IDPs during 2018, for a total of 409,120 IDPs during the three-year period analyzed by the HNO (January 2016-September 2018). However, IDP trends should also be taken into account around mass displacements and a disproportional increase in these mass displacements and the official data is gradually edging closer to these estimates, as time passes and the two-year delay in registration goes by.

Since the signature of the Peace accord, a total of 57,800 IDPs were displaced in these so-called ‘mass events’, according to monitoring carried out by OCHA with the support of UMAIC. It is concerning that between January and October 2018 more than 30 thousand people displaced in these events, representing more than 66 per cent of those registered in 2017, and surpassing annual IDP figures for the past five years. Armed confrontations between different armed groups (68%) in Colombia are the primary cause of these mass displacements, particularly between the ELN and EPL guerrilla groups (32%) in Norte de Santander department bordering Venezuela, with more than 12,600 recorded in that area alone. Other situations include unilateral actions by new and already existing armed groups to displace populations, as part of a new dynamic of violence impacting Narino, Antioquia and Choco departments (more than 16,000 accounted for).

Both victims and host communities located in hard-to-reach areas in these regions frequently face double affectation and a lack of security guarantees. This is the case sometimes even in capital cities, which have gaps in their return, relocation and local integration plans for IDPs, and lack prevention and contingency plans to respond to differing needs. There is also a need to continue processes to strengthen, monitor and provide technical assistance to State actors which are members of the Victims Response System or SNARIV in Spanish and coordination scenarios foreseen by Law 1448 of 2011 to respond to mass displacements, access to justice and the re-establishment of the rights of the victim population.

16. Unidad para la Atención y Reparación. Registro Único de Víctimas (RUUV) - Unified Victims Registry. Available at: https://www.unidadvictimas.gov.co/es/registro-unico-de-victimas-ruv/37394
18. this monitoring is documented in Auto 011/2009, which follows up on Court Decision T-025 of 2004. See more at: http://www.corteconstitucional.gov.co/RELATORIA/Autos/2009/A011-09.htm
20. IDP estimate. Available at: https://www.humanitarianresponse.info/es/operations/colombia/document/hno-proyecci%C3%B3n-de-desplazamiento-forzado-en-colombia-2016-2018
21. Colombia Information Management and Analysis Unit, see www.umiac.org
22. A mass displacement is officially recognized in Colombia as a displacement of 50 or more personas and/or 10 or more families displaced from their homes due to adverse conditions. According to OCHA estimates, for every person registered in a mass displacement, there are another 7 affected in individual displacements
Confinement of communities and restrictions on humanitarian access

The increase and persistence of confinement cases as a type of victimization is concentrated in rural and ethnic minority communities along the Pacific coast, and in the south, northwest and northeast of Colombia, with an estimate of 14,960 confined people according to official data.

According to events registered in Monitor, between January and October 2018, there were at least 20,498 confined persons detected, with the greatest impact on indigenous communities (61%). Confrontations between different armed groups, including the ELN, EPL, AGC, FARC-EP dissidents, etc., are the principal trigger for these events (80%), followed by unilateral actions by the ELN (17%) and unknown armed groups (3%). As a result of these actions, communities frequently remain in their homes as a protection measure or due to the intimidation of these armed groups as part of a control strategy in different territories. Nonetheless, the volume of forced displacements are latent as a result. The consequences are evident in terms of movement limitations during certain hours and in specific areas, restrictions on access to goods and services as well as livelihoods and access to fundamental rights. Between 2016 and 2018, there were movement limitations and access restrictions on electricity and water, basic goods and livelihoods, as well as fundamental rights to education of boys, girls and adolescents on 3,979,825 people during 517 different events, according to OCHA and UMAIC monitoring.

Access by humanitarian organizations and UN agencies in these areas was also restricted by the acts of armed groups which occasionally seek to extract information and control who enters and leaves their areas of control. The organizations most affected carry out demining operations and illicit crop substitution programs, as they suffer direct death threats and incidents including kidnappings and seizures of their vehicles and equipment, thus putting at risk the lives of humanitarian aid workers as well. In 2018, a total of 22 organizations were recorded with affected operations, with the most frequently affected areas including Arauca, Narino, Caqueta, Choco, Cauca, Norte de Santander, Meta, Guaviare, Antioquia and southern Cordoba. Some of these areas include restrictions due to limited access by State and non-state armed actors, creating a risk of the closure of humanitarian space.

25. UARIV-RUV data cutoff 1 October. Available at https://www.unidadvictimas.gov.co/es/registro-unico-de-victimas-ruv/37394
26. Visualization tool for a database on armed conflict and natural disaster incidents in Colombia, see monitor.umaic.org
27. https://www.worldhumanitarianday.org/en
PART I: IMPACT OF THE CRISIS

Explosive artifacts.

Between January and October 2018 the indiscriminate use of explosive artifacts by some armed actors led to accidents throughout Colombia. This period suffered a 140 per cent increase in these events as compared to the same period in 2017, which was the record lowest year for these events with just 57 victims. Also of concern was the increase in impact on civilians in these events (111%) and Public Forces (215%), particularly in rural communities. There was a 79% increase in the departments of Narino, Norte de Santander, Arauca, Guaviare and Antioquia.

There is an increase in massacres and torture throughout the country, with no one actor detected as responsible for the increase. The stigmatization and vulnerability of leaders and human rights defenders has meant that many of these have fled their homes and others have stopped their activism due to a lack of guarantees. According to verified cases (others are still being monitored) by the UN Human Rights Commission, between January 2015 and 1 September 2018, at least 239 social leaders and human rights defenders were murdered. The majority of these homicides share three things in common: i) the presence of illicit economies (e.g., drug trafficking, illicit crop cultivation, illegal mining, microtrafficking and extortion); ii) a homicide rate in the municipality well over levels of endemic violence as defined by the World Health Organisation; iii) a multidimensional poverty rate higher than the national average in the municipality of occurrence.

At the same time, 64 per cent of these homicides occurred in municipalities defined in Colombia as the Most Affected by Conflict Zones (ZOMAC in Spanish). There is a lack of clarity around the perpetrators and motives behind this wave of homicides and death threats, since there is difficulty in identifying clear patterns and elements that indicate a sole responsible party for the aggressions that affect the lives and integrity of these people.

Increase in crops of illicit use.

There is an historical record number of hectares under coca cultivation in Colombia as of 2018. This massive increase in coca cultivation occurred within the framework of the FARC-EP peace negotiations. During a transition period, all aerial fumigation was suspended, and manual eradication and crop substitution plans (PNIS in Spanish) were increased.

Although new minefields have been detected, there is also a persistent risk in areas with a history of accidents, which have yet to be demined due to ongoing conflict which impedes operations. These practices are used by armed actors as a part of their strategy to gain territorial control, often leading to confinement in ethnic minority and rural communities and limiting activities fundamental to access to goods and services and livelihoods, impacting food security and the education of minors. There is concern that these restrictions also impact humanitarian actors with response capacity, both when they are to respond due to armed actions or disasters such as flooding.

Attacks on the civilian population

Attacks on the civilian population have been steadily on the increase for the past three years in Colombia, with more than 4,400 attacks registered in Monitor. Unknown armed groups, through unilateral actions, are the primary actors in these attacks (57%). However, FARC-EP dissidents, ELN and AGC actors are also responsible for many aggressions against civilians (12%, 10% and 9%, respectively).

There is concern around the persistence of death threats which often end in homicide as a means of social control and a cause of humanitarian emergencies, due to gaps in protection measures.

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28. data through 31 October. See monitor.umaic.org
30. ZOMAC zones include a total of 344 municipalities affected by the armed conflict, making up 53.4% of the national territory. These were selected using a joint methodology between the Ministry of the Budget, DNP and Territorial Renewal Agency (ART in Spanish). More information is available on the ZOMAC at https://www.dnp.gov.co/Paginas/Beneficios-tributarios-para-empresas-que-inviertan-en-344-municipios-afectados-por-el-conflicto.aspx
The recent report by the UN Office on Drugs and Crime (UNODC), with a cutoff date of 31 December 2017, highlights a 17 per cent increase in areas under coca cultivation (25 thousand new hectares) as compared to 2016 figures, for a total of 171 thousand hectares. These are the highest coca crop cultivation figures in Colombia’s history as recorded by UNODC. This represents a major illicit economy under the control of armed groups, which can make use of this territory to strengthen their resources and purchase arms, leading to higher rates of violence. The departments with 64 per cent of this new increase in coca include Antioquia, Putumayo, Norte de Santander and Cauca. Despite this new dynamic, Narino maintained its place as the most affected in the country, with over 7 per cent of all coca. All of these areas have been historically impacted by coca cultivations over the past decade, and all of them are also persistent focal points for the armed conflict and higher levels of violence and poverty. New laws designed to depenalize drug consumption and carrying drugs could increase illicit crop use. The consequences of these trends have hit rural communities along the borders with Venezuela, Ecuador and Panama. Capital cities are also not left unaffected, with new human rights challenges emerging for the new administration.

Natural Disasters

According to a risk evaluation by INFORM, which takes into account variables such as threats and exposition to risks, vulnerability and a lack of response capacity, Colombia in 2019 had a 5.5 risk level (high), in 29th place among 191 countries worldwide. The geographic location of Colombia means that it is likely to suffer from emergencies that occur due to natural disasters connected to rainy and dry seasons and hurricanes. Between 2016 and 2018, the Risk and Disaster Unit, Unidad Nacional para la Gestion de Riesgo y Desastres (UNGRD in Spanish) registered 1,830,353 affected people. In addition, man-made events such as the exploitation and exploration of natural resources for licit or illicit interests, deteriorate soil, rivers and the environment generally, creating risk scenarios for many rural, ethnic minority and urban communities. Due to a lack of State investment in distant areas, many people who historically live along rivers due to their dependency on the water sources, and fishing and hunting, are also at higher risk. These same areas, at-risk for flooding, are common destinations for victims of the conflict or migrants, leading to double and triple affectation. Following the announcement of El Nino in late 2018 through the first semester of 2019, there was an alert regarding the impact this would have on vulnerable rural communities. The extension of the dry season in Colombia will worsen basic unsatisfied needs, food access and water access, with potential health ramifications. In some areas, the impact of natural disaster events, contamination of water sources with mercury due to illegal mining, and attacks on oil pipelines, lead to major humanitarian emergencies that deteriorate minimum living standards and cutoff potable water access, livelihoods and food. The consequences of these events are principally reflected in cases of malnutrition and mortality among indigenous children under five, particularly in areas such as La Guajira, the Pacific coast and the Orinoquia region. A lack of territorial ordering plans and a corresponding lack of budgeting makes it difficult to organize prevention and recovery processes, with latent risks for sudden emergencies, landslides and infrastructure damage such as occurred with the Hidroituango dam. The immediate response to many of these events fails to arrive in remote areas, and fails to include a differential focus for the needs of indigenous peoples. The current scenario in Colombia is an ever more complex situation due to the arrival of Venezuelan migrants and refugees, resulting in a triple or multiple affectation in places where these populations live in high-risk areas for both natural disasters and conflict.
PART I: VULNERABLE GROUPS CRISIS

VULNERABLE GROUPS

INDIGENOUS

AFRO-COLOMBIANS

293K

992K

Ethnic minority groups

Afro-colombian and indigenous groups, many of these at risk of extinction culturally or physically due to the internal armed conflict, have been the victims of serious individual and collective human rights violations and IHL infractions, according to Auto 004/09 of the Constitutional Court. As these populations live in disperse rural areas with high poverty rates, they face constant protection risks, humanitarian impacts and gaps to access their rights and multi-sectoral assistance with an ethnic focus. Between January and October 2018, indigenous and Afro-colombian communities suffered from 83 per cent of all confinements, affecting 16,969 people, and indigenous people made up 44 per cent of IDPs in mass events. In the northwest region, including Antioquia and Cordoba, these indigenous communities faced limitations on movement and access, but it has been difficult to quantify the impact, representing a challenge to those actors with a presence and response capacity in the area.

In departments such as Valle del Cauca, there is an evident weakening of organization and community work among Afro-colombians and indigenous peoples, of their autonomous governing structures, and their self-protection capacity. This is reflected in the impact on the leaders of these communities. On the contrary, however, Cauca does have strong community organizations among both indigenous and Afro-colombian communities, while other rural communities are weaker. In the case of Meta department, Guaviare, Guainia and Vichada, gaps affected both the political and economic organization in these zones.

On the border with Venezuela, boys, girls, women and the elderly in Wayuu, Hitnu, Bari and Yukpa indigenous communities face a lack of basic goods and services and fundamental rights. The Wayuu indigenous group in La Guajira department, for which the Inter-American Human Rights Commission issued Resolution 3/2017, has an emergency related to minors and pregnant and nursing mothers. The measure protects the lives and personal integrity of “around nine thousand pregnant women” in Wayuu communities in Manaure, Riohacha and Uribia. This risk situation is caused by a lack of medical assistance in the area and high levels of malnutrition, linked to a lack of food and water throughout the zone.

Gender

According to official data, over the past three years a total of 1,164 crimes against sexual liberty and integrity were committed in the framework of the armed conflict, of which 90 per cent were committed against women. Increasingly, in areas with illegal mining and illicit crop cultivations, there are cases of sexual and gender-based violence (GBV) in events connected to the conflict and armed violence. In disaster events, the impact on women is largely unregistered due to a lack of profiling or data collection. On the Pacific coast, particularly in Cauca, social organizations and

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36. As established by the Constitutional Court in Auto 004 of 2009, available at http://www.corteconstitucional.gov.co/relatoria/autos/2009/a004-09.htm, which establishes that, of the 102 indigenous peoples recognized by the Colombian State, 34 indigenous peoples are at risk of extermination due to the armed conflict. These include the following: Arhuaco, Awá, Betoy, Chimíla, Guayaubero, Embera-Chami, Embera-Dobidá, Embera-Katio, Eperara-Siapidaara, Guambiano, Huitoto, Inga, Kamentzá, Kankuamo, Kichwa, Kofán, Kogui, Kokonuko, Koreguaje, Kuna, Kuna, Nasa, Nukak-Makú, Pijao, Sikuani, Siona, Totoró, U’wa, Wayuu, Wiwa, Wounaan, Yanaconá, Yukpa, Zenú.

37. In total there are 20 indigenous reservations at risk in Meta and Guaviare

women’s groups have been attacked directly. On the border with Venezuela, risk has increased for women, girls and adolescents around sexual and commercial exploitation connected to the strengthening of armed groups.

The silence and impossibility of denouncing these crimes, due to the pressure and coercion of armed groups, are constants throughout Colombia. However, in departments in central Colombia there is more denunciation due a strong institutional presence. Another concern is the feminization of poverty, identified particularly in northwestern Colombia and including the following characteristics: i) a large female population in rural areas including Afro-colombians and indigenous; ii) new dynamics associated with territorial disputes by armed groups and their links to illicit economies, which has led to prostitution and trafficking of women, girls and adolescents, sometimes made invisible by social factors; iii) women’s leaders are opting to displace or cease activities due to their high vulnerability.

Boys, girls and adolescents at risk due to the conflict and violence

In humanitarian crises and emergencies, boys, girls, adolescents and youths are at highest risk of humanitarian impact, and require protection against human rights violations. In Colombia, boys, girls and adolescents continue to face the humanitarian consequences of the conflict, violence, disasters and other factors. However there is an under-registry that makes these issues invisible or sometimes normalizes victimization. Girls, boys and adolescents continue to be victims of forced recruitment and use by different armed groups for illicit activities. Girls and adolescents are frequently victims of sexual exploitation and violence, as well as minors from Venezuela who due to their vulnerability, also suffer from these same dynamics. Other victimizations also limit the access of minors to fundamental rights such as education, food, health and protection during prolonged emergencies. Despite the efforts and advocacy for protection and prevention made in a series of global and national reports, new violent dynamics in Colombia are leaving minors exposed to a variety of risks requiring complementary action by humanitarian organizations.

The deterioration of the humanitarian context in the Catatumbo region, caused by the ELN and EPL guerrillas and the increasing presence of antipersonnel mines around schools, has led to the cancellation of classes and more than 140,000 children leaving school through 2018. Climate, mining and high corruption and poverty rates also harm the living conditions of boys and girls. Wayuu boys and girls in indigenous communities in La Guajira suffer serious problems related to food security and malnutrition. This is due both to climactic conditions and low State investment, which limits access to water and hygiene, with repercussions in terms of high infant mortality rates related to acute malnutrition. This situation is also identified in indigenous communities in other areas including the Pacific coast in Choco, in the northwest in Antioquia and Cordoba, and in the Orinoquia in Guaviare, Guania and Vichada. This situation requires inter-sectoral responses focused on recruitment prevention, education on APM risk with an ethnic minority focus and particular attention for indigenous children in boarding schools as a protective environment.
## VICTIMIZATION

*(2016 -2018)*

### ETHNICITY

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<th>Case Type</th>
<th>Gypsy</th>
<th>Indigenous</th>
<th>Afro colombian</th>
<th>Palenquero</th>
<th>Raizal</th>
<th>Other</th>
<th>TOTAL</th>
<th>% Under 18</th>
<th>% Male, Female</th>
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<td>1.738</td>
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<td>64</td>
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<td>49.463</td>
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<td>1.824</td>
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<td>259</td>
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<td>1</td>
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<td>91%</td>
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<td>13</td>
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<td>135</td>
<td>98%</td>
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### AGE AND SEX

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<th>% Male, Female</th>
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<tr>
<td>44%</td>
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<td>73%</td>
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</table>

Source: UARIV database, cut to 01 August 2018
PART I: VICTIMIZATION CRISIS

INTERNAL DISPLACEMENT (IN THOUSANDS) AND TIMELINE OF RELEVANT EVENTS

**2016**

**Jan**

**Feb**
- ELN Armed Strike affecting approximately 187,000 people in Antioquia, Arauca, Choco, Cauca departments.

**Mar**
- PDAG Armed Strike affects approximately 2.5 million in Antioquia, Bolivar, Cordoba, Sucre and Valle del Cauca.

**May**
- Mass displacement of 567 people in Hazari, Norte de Santander due to armed actions close to their homes.

**Aug**
- Mass intra-urban displacement of 718 in Norte de Santander due to armed actions close to their homes.

**Sep**

**Oct**
- Plebiscite on peace accord results in win for NO of 50.21%.

**Nov**

**2017**

**Jan**
- 13,979 people affected by heavy rainfall in Norte de Santander.

**Feb**
- Initial phase of peace talks between Government of Colombia and ELN guerrillas.

**Mar**
- Due to presence of armed groups, 960 in Choco displace to urban areas.

**Abr**
- In Putumayo, flooding of several rivers, with multisectoral impact on 22,267 people.

**May**
- A total of 51 conflict events in 12 departments leave 17 dead and 51 injured including 2 children, both civilians and combatants.

**Jun**
- Mass displacement of 206 in Nariño due to ELN confrontation with unidentified groups.

**Jul**

**Aug**
- Due to miner's strike in Antioquia, at least 22,000 people are confined due to major confrontations.

**Sep**
- Heavy rainfall in Choco leave 5,380 families homeless.

**Oct**
- Mass intra-urban displacement of at least 1,500 Afro-colombians following conflict between two unidentified groups.

**Nov**
- Mass displacement of at least 5,000 Afro-colombians and indigenous peoples due to battles between armed groups and military.

**2018**

**Dec**
- Migracion Colombia announces more than 550 thousand Venezuelans are residing in Colombia.

**Jan**
- End of temporary bilateral ceasefire between the Government of Colombia and ELN guerrillas.

**Feb**
- Flooding affects more than 5,050 in rural Choco department, population loses property and crops.

**Mar**
- More than 16,125 displaced with humanitarian access restrictions following battles between ELN and EPL guerrillas in Catatumbo, Norte de Santander.

**Abr**
- Displacement of more than 4,710 in Bajo Cauca, Antioquia and southern Cordoba due to confrontations between armed groups.

**May**
- Presidential elections with Ivan Duque winning with 53.98% of votes.

**Jun**
- Confinement of more than 5,073 indigenous and Afro-colombian people in Choco, due to threats and attacks against civilians by ELN guerrillas.

**Jul**
- Suspension of 5th round of negotiations between the Government of Colombia and ELN guerrillas.

**Aug**
- Migracion Colombia announces more than 935 thousand Venezuelans are residing in Colombia.
The calculations of People in Need figures for 2019 include data from the past three years, between 2016 and 2018, including direct humanitarian affectation either due to armed conflict or armed violence. This includes forcibly displaced people, APM victims, victims of sexual violence, confined populations and those suffering restrictions on mobility and humanitarian access, as well as people affected by natural disasters and host communities.

This calculation is part of the humanitarian programming cycle carried out by the humanitarian architecture in Colombia, and combines the efforts of Local Coordination Teams, the Humanitarian Country Team, the Inter-Cluster Coordination Group and the Information Management Working Group. It is also coordinated with Government, civil society and public ministry counterparts.
## PEOPLE IN NEED (2016-2018)

### BY STATUS

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<td>0</td>
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<td>26k</td>
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<td>52</td>
<td>0</td>
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<td>68k</td>
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### People in Need (2016-2018)

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**Total:**

- IDPs expelled 2016-2018: 1,41k
- Double affectation 2016-2018: 2,238
- People in Need (2016-2018): 5,2M
The construction and identification of local and differential needs for the HNO 2019 was based upon the following components:

1. Key humanitarian indicators by conglomerate (including conflict, armed violence and natural disaster indicators)

2. People in Need: number of people in need of humanitarian assistance based on trends between 2016 and 2018

3. Results of Multisectoral Needs Evaluations / MIRA: these include prioritized clusters through MIRA evaluations 2016-2018

4. Geographic prioritization by the Local Coordination Teams: a qualitative exercise by members of these coordination hubs, with the analysis of humanitarian needs in 2018 by municipality, with high, medium or low classifications within a joint prioritization in each of the twelve teams in the country

\[
\text{KEY HUMANITARIAN INDICATORS BY CLUSTER} \times \text{MIRA} \times \text{LCT PRIORITIZATION} \times \text{CASELOAD} = \text{HUMANITARIAN NEEDS}
\]
PART I: THE HUMANITARIAN - DEVELOPMENT NEXUS

THE HUMANITARIAN - DEVELOPMENT NEXUS:

Humanitarian phenomena in Colombia and analysis of its causes from a development and peacebuilding perspective

For the preparation of the Humanitarian Needs Overview and the Humanitarian Response Plan 2019, the UN Country Team and the Inter-Agency Mixed Migration Group (GIFMM in Spanish) sought to establish tools to bring about the New Ways of Working and avoid gaps and duplication in the response, increase value added, and create complementarity between humanitarian and development actors. In particular, given the relationships observed during the HNO exercise between humanitarian phenomena, the situations of refugees and migrants arriving from Venezuela, and structural development issues, the principal advance has been the elaboration of tools to create a shared reading of the context and provide a baseline for the creation of joint results-based programming, or collective outcomes.

As a result of these efforts, two joint analysis tools were developed:

1. In 2017, utilizing the same methodology as the HNO, there was an estimate created for the first time around local conditions for the implementation of the Peace Accords, within the Peacebuilding Overview (PBO)39 Upon comparison between municipalities prioritized for the humanitarian response and for peacebuilding, there were 126 municipalities in common. This exercise served to identify areas for joint intervention with a focus on stabilization, and became a point of departure for strengthening a joint response as UNS and NGOs in collaboration with State entities.

2. In 2018, a tool was developed to analyze the structural causes of development linked to humanitarian events prioritized by the HNO40 The initial exercise focused on impact drivers for humanitarian situations in five regions, this allowed for the visualization of these phenomena as multi-causal and associated with different dimensions of development and competencies of the authorities to guarantee rights and peacebuilding. While each territory has specific characteristics, the exercise also showed that vulnerability is a spatial phenomenon for the population where there exists territorial disputes, gaps in social services, limited economic opportunity and other structural issues associated with humanitarian situations.

As a result of these two exercises, the following was accomplished: i) Local Coordination Teams (LCT) which are a concrete expression of joint work between humanitarians and development actors, work on a baseline on these results and present a joint program planning methodology to advance in further comprehending humanitarian configurations and their links to peace and development; increasingly there is the expectation that there are concrete actions and integral interventions by UNS Agencies, NGOs and State entities, both humanitarian and peace and development; ii) the establishment of a baseline for joint analysis on the causes of needs among the most vulnerable, also providing input to the Common Country Analysis of UNDAF and facilitating the integration of planning processes around the Humanitarian Response Plan and the UNDAF in the future.

This exercise sought to decidedly advance towards a goal of the UN Secretary General for Sustaining Peace in the Colombian context of the implementation of the Peace Accords with the FARC-EP.


40. A model of approximation was developed based on the PASE a la Equidad en Salud model established by the Ministry of Health. This is based in turn on a model analyzing social determinants based on an integral comprehension of a territory. This methodology is promoted by UNFPA in Colombia in association with State actors to formulate Development Plans and to revise Territorial Ordering Plans in municipalities throughout the country.
DIAGNOSTIC OF NEEDS BY SECTOR

GAPS IN INFORMATION AND EVALUATION PLANNING

SECTORAL PRIORITIZATION

Venezuelan border
Southern region
Northwestern region
Pacific coast
The construction of the HNO found a series of information gaps over the past several years, including the under-reporting of several information sources. This is due to: i) an absence of representatives from organizations, Local Coordination Teams in the field with competency in information management, which allows for data collection and processing; ii) fear of denouncing victimization with the authorities or of alerting humanitarian organizations due to threats or control by the victimizers; iii) local information management efforts result in data that is not shared or scaled up to the national level, for which reason the real local situation is not appropriately analyzed when only taking into account national data sources; iv) an absence of processes and/or monitoring, verification and registry systems at the local level. One of the most important challenges in the identification of humanitarian needs in Colombia is the collection, organization and compilation of data around armed conflict and natural disaster events. While there have been major advances in developing mechanisms among humanitarians to identify the principal humanitarian impacts, there persist gaps and challenges not only in identifying events in many areas of the country, but also in the quantification and updating of the number affected and in disaggregated data.

The change in violence dynamics is also forcing the redefinition of some events in existing systems (e.g. Monitor), including new variables and/or categories to allow for the classification and differentiation of these new forms of violence, as well as new armed actors causing humanitarian impact.

At the same time, although there have been repeated oil spills, industrial accidents and other environmental emergencies in 2018 which required two specialized UNS response missions, there exists no consolidated data around the impacts of these events.

It is important to highlight the absence of information around humanitarian assistance and response by the municipal, departmental and national authorities. This impedes the identification of gaps and focusing of opportune assistance related to identified needs.

**Information Gaps at the Local Level**

At the local level, there are institutional weaknesses in information management, particularly in rural municipalities with a large ethnic minority presence, distant from the main cities of the country.

A high under-registration of some victimization events such as sexual violence, recruitment and use of boys, girls and adolescents in the conflict, is due to a lack of denunciations and declarations to the authorities, and limitations due to fear of reprisal and stigmatization as victims, meaning they prefer not to do so. The presence and actions of armed groups make difficult access to information, either due to intimidation against public officials or because officials fail to reach the most affected areas to collect data.

The closure of offices due to financing reduction and an overall lack of humanitarian presence affects information management in several departments where there is a critical humanitarian situation, thus leading to gaps in data access and quality. This situation has become extensive and has affected the maintenance of information systems that complement State systems, where it should be mentioned that in some situations there has been a substitution of systems41.

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41. In response to humanitarian emergencies, security councils are being held instead of Transitional Justice Committees, as required under the Victims Law, a situation that is contributing to gaps in registration of affected population. This is connected to the fact that the Transitional Justice Committees approves the implementation of census after a displacement event, thus leading a loss in rigor and an informal substitution of coordination spaces that results in a narrowing of the agenda and the response.
Gaps in information at the national level

Institutions at the national level, including UARIV and UNGRD, have improved their information systems, but nevertheless there are continuing information gaps related to difficulty in compiling data, which limits situational and trend analysis. A lack of disaggregation of data by sex, ethnic and age groups is also impacting data quality (particularly in the case of natural disasters), although it allows you to have a general overview of events, it limits the identification of risk factors.

Recommendations

There is a need for the maintenance and development of available information sources, to avoid duplication and data loss, and to ensure the continuity of data collection. This will ensure quality information to profile events throughout the country.

There is a need to strengthen initiatives designed to close existing communication gaps at the national and local levels. This requires rethinking the construction of platforms to compile and share information into a unified system to provide updated information throughout the country.

Some strategies designed to reduce these gaps include:

- Guarantees for the financing of local personnel to aid in data collection, systematization and analysis from the field, and to contribute to the exchange of information and contextual analysis at the sub-regional and departmental levels.

- Continuation of processes for information exchange and validation with the State, public ministry and international cooperation, combined with improved communication and strengthening of coordination between agencies and organizations.

- Take advantage of regional coordination spaces

Where international, national and State actors actively participate, in order to share available data and carry out contextual analysis on a more regular basis.

- Create processes of institutional articulation to collect, systematize and analyze information in order to better profile different affectations and easily identify populations with multiple needs, allowing for a joint response.

- Strengthen bonds of trust with the State and communities in order to rapidly and completely access data sources.

- Improve information flows between organizations and make use of primary data sources, including non-official data, particularly those systems connected to specific types of events.

- Carry out rapid MIRA evaluations\(^\text{42}\) in the most affected regions with information gaps, since these are exercises that make evident new and different situations, profiling humanitarian impact and potential changes in dynamics.

With the goal of leaving installed capacity at the local level, identify partners with a mandate/activities in humanitarian issues and operational and response capacity, and train them in order to form an exit strategy for humanitarian organizations over the medium and long-term.

It is hoped that there is a progressive strengthening and updating of different information sources and systems, so that they can be used daily in a clearer and more agile manner, and thus facilitate opportune and correct decision-making.

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\(^{42}\) Multi-Cluster/Sector Initial Rapid Assessment (MIRA) is the official joint needs evaluation tool of the HCT in Colombia
MIRA evaluations in Colombia 2016-2018

Between January 2016 and October 2018, a total of 70 MIRA needs evaluation missions were carried out in most departments with the presence of a Local Coordination Team, including Antioquia, Arauca, Caqueta, Cauca, Choco, Cordoba, Guaviare, La Guajira, Meta, Narino, Norte de Santander, Putumayo, Valle del Cauca and others with no LCT presence, including Guainia, Vaupes and Vichada, where major emergencies and response gaps resulted in the need for a joint mission. Of all MIRA evaluations carried out, 54 were for chronic emergencies and 19 in response to natural disasters. Two were for situations with double affectation and 6 were related to the Venezuela migrant and refugee situation.

Sectors repeatedly prioritized included Food Security and Nutrition, WASH, Health and Protection. Approximately 60 humanitarian partners, including UNS Agencies, international and national NGOs members of the Humanitarian Country Team made up part of the evaluation teams, along with members of local government, State entities and the public ministry. These partners participated in data collection and joint analysis. The MIRA methodology allows for the creation of articulated responses between international organizations, using a common set of variables and analysis around the existing situation. It is important to strengthen this tool throughout Colombia and have improved funding and national support for its application.

The impact of MIRA reports was increased by the requirement that this evaluation was a pre-requisite to financing for funding from the Colombia Humanitarian Fund (CBPF). Related to the Fund, between 2016 and 2017, a total of 42 projects were approved in 12 departments, including Antioquia, Arauca, Cauca, Choco, Cordoba, Guaviare, La Guajira, Meta, Narino, Norte de Santander, Putumayo and Valle del Cauca, all responding to needs prioritized through the MIRA methodology and implemented by non-governmental organizations which accessed this funding and participated in the evaluation in vulnerable communities facing humanitarian emergencies. Due to an increase in people with humanitarian needs, it is of concern that the contributions by donors to the CBPF were only able to be received through 2017, reducing the opportunities for many NGOs to access these funds and deteriorating the response capacity for emergency situations in Colombia.

43. See more on the MIRA methodology at https://www.humanitarianresponse.info/es/operations/colombia/mira
GEOGRAPHIC PRIORITIZATION

HNO 2019 Priority
- High
- Medium High
- Medium
- Medium low
- Low
- Departments

268 PRIORITIZED MUNICIPALITIES
The persistence of the conflict and armed violence impact women, boys, girls, adolescents and a number of indigenous groups, including the Wayuu, Hitnu, Wiwa, Kogui, Bari and Yukpa. In 2018, border departments have had a deterioration in the humanitarian situation, each with their own particularities. The Catatumbo sub-region in Norte de Santander has had the worst levels of forced displacement, deaths of civilians, APM/UXO accidents, forced recruitment, confinement and other conflict-related events related to battles between the ELN and EPL guerrillas. This situation has worsened due to response gaps due to the overwhelmed capacity of local government and a weak State presence. The humanitarian situation has also worsened due to the mass arrival of refugees and migrants from Venezuela.

Within a context of armed violence, women lack integral and effective attention to sexual violence and prevention mechanisms or knowledge around routes for attention. Mental healthcare coverage is extremely low. Boys and girls are affected by vector spread diseases as well as deficiencies in water and sanitation caused by flooding. Rural communities have a lack of access to basic health infrastructure and personnel, access to healthcare requires investment in transportation that many are unable to pay. There is a lack of prenatal controls and attention to dermatological diseases. Healthcare access barriers are even more complex for refugees and migrants from Venezuela due to an overwhelmed healthcare system, in terms of personnel and budgets. Many only achieve access via lawsuits. Southern Guaviare and Inirida in Guainia have major illegal mining operations, causing the contamination of water sources and affecting the health of boys and girls, including cases of cleft lips. Flooding in 2018 and the mass arrival of Venezuelan migrants increased cases of malaria brought from Venezuela. Health response is poor and capacity is overwhelmed.

Adverse climate factors such as droughts and flooding, combined with the arrival of migrants and refugees from Venezuela, have limited food access and availability in border communities. These limitations are common in displacement events, as well as confinement and situations with movement restrictions, leading to difficulties in income generation and livelihoods for already poor and vulnerable communities. The greatest impact can be seen among children with high levels of malnutrition and infant mortality due to a lack of varied and adequate food sources.
In Guainia and Vichada departments, following the July and August 2018 flooding, indigenous communities were seriously affected in terms of food security and livelihoods due to a loss of their traditional agriculture, known as conucos, with the greatest impact among boys and girls. This crisis will require a long-term early recovery response.

**Education in emergencies**

Throughout this region there were barriers identified for access to education among boys, girls, adolescents and youth due to multiple issues including APM/UXO presence, the use of school infrastructure for shelters and refuge for mass displacement, or structural damage due to natural disasters. Children are deserting school due to a lack of school supplies, transportation or food, and due to the instability in teacher attendance due to the ongoing presence of armed groups, and the threat of forced recruitment.

**Water, basic sanitation and hygiene**

The five departments identified specific needs in water, basic sanitation and hygiene in areas with multiple affectation. In natural disaster events, water sources are put in jeopardy, which makes the collection, maintenance and proper use of potable water sources vital. Armed violence events such as attacks on oil pipelines, combined with illegal mining, contaminate water sources and impact food security and health related to poor water quality. There are structural barriers in access to safe water, poor storage and a lack of solid waste management systems. There is a need for multi-sectoral assistance, with a differential focus and taking into account climate change.

**Shelter**

There is concern regarding the proliferation of informal settlements both among vulnerable Colombians, particularly related to precarious housing and their location in high-risk areas. In the face of armed conflict and/or disaster events, there is a lack of shelter and community spaces, those that have shelter lack equipment and conditioning, for example in Catatumbo region. The small spaces available lead to overcrowding which causes protection risks among women, boys, girls and adolescents due to a lack of privacy between men and women. Gaps in environmental sanitation in affected municipalities lead to vector based diseases, which increases the resistance by local government to receive Venezuelan migrants and refugees. The impact of flooding in the Orinoquia region led to major displacement and return processes to deteriorated housing due to a lack of shelter.

**Early Recovery**

The impact of violence and/or natural disaster events in the region leads to difficulties in the re-establishment of activities including agriculture and livestock raising for the consumption of the affected population. Access to livelihoods is limited and non-sustainable, many populations lack employment or a production project to provide stable income. The scenario is even more complex when taking into account newly arrived migrants and refugees, who due to a lack of documentation work in the informal labor market, facing potential exploitation and saturating the local job market, leading to tension with local Colombians and discrimination. Early Recovery is fundamental to achieve solutions in the medium and long-term, with a vision beyond emergency assistance.
**Protection**

The reconfiguration of armed violence in southern Colombia, particularly along the Pacific coast of Narino, has led to confinement, short-term mass displacement (over hours or days), massacres, movement restrictions, APM/UXO accidents, and other conflict-related events in those corridors strategic for illicit economies. Communities report the forced recruitment of boys, girls and adolescents in hard-to-reach areas. There is concern around a recurrence of attacks against social leaders, particularly those associated with crop substitution and land restitution processes. In 2018, hostilities crossed the border from Colombia into Ecuador, affecting Afro-colombian and indigenous communities. These emergencies were responded to by the Government of Ecuador. There is an increasing number of Venezuelan migrants and refugees returning to Colombia from Ecuador and further south for various reasons, putting them at risk to become victims of the violence dynamics and natural disasters in this area.

**Food security and Nutrition**

Rural populations in the departments of this region face food insecurity due to the actions of armed groups and the presence of APM/UXO as part of a strategy of territorial and social control. This impedes the sustainable development of agricultural communities in the area. This situation is worsened by double and triple affectation, limiting food access, particularly among indigenous communities. The most vulnerable population groups include boys, girls and women heads of households who need a focused response. Rural and indigenous communities are also particularly affected.

**Health**

Historical gaps in healthcare attention and access are worsened by the impact of violence and/or natural disasters. There is weakness in State response, particularly in mental healthcare. Emergency response presents multiple gaps including a lack of differential focus, a problem with the high percentage of indigenous people in the region. The lack of trust of institutions due to fear of deportation and a lack of awareness around attention channels means that population from Venezuela rarely approach the authorities, and many healthcare services including vaccinations, sexual health programs, programs for pregnant and nursing mothers, odontology, and chronic and sexually transmitted diseases are left unattended.

**Early Recovery**

Rural and ethnic minority community, and boys, girls, adolescents and women in Medio and Bajo Putumayo have limited access to adequate livelihoods and other fundamental rights due to a high dependency on illicit crop cultivations. Environmental vulnerability leads to frequent natural and environmental disasters, which in turn are associated with deforestation, illegal mining and coal mining and oil exploitation, which impede sustainable development in the area. In hard-to-reach areas, it is necessary to continue and strengthen technical and professional support and production programs, including programs focused on industry, commercialization and transportation, which allow for competitive produce. There is need for increased accompaniment in line with capacity strengthening and an integral focus to respond to basic intersectoral needs and underlying environmental factors that provoke and/or worsen emergencies.

**Water, basic sanitation and hygiene**

Natural disaster emergencies should be highlighted, these harm water collection and storage systems and have an impact on health and nutrition in vulnerable communities, particularly among boys, girls and adolescents. The limited use and consumption of water due to the contamination of water sources on which agricultural activities depend, has led to an increase in illicit crop cultivation. Meanwhile the impact of attacks on oil infrastructure and mining activities harm water sources. A lack of strategies for basic sanitation and hygiene
Are connected to structural factors (poverty, a lack of water and sewage infrastructure, a lack of garbage collection) are connected to a weak State presence throughout the region.

These areas have poor access to secondary and basic education, for which reason boarding schools are considered key spaces to protect boys and girls exposed to violence dynamics, particularly due to the presence of dissidents and other armed groups.

**Education in emergencies**

High levels of school desertion and cases of forced recruitment and use of adolescents and youths (10 to 15 years of age) in illicit activities (coca crop harvesting, arms trafficking, ‘deliveries’) is common to satisfy the basic needs of families, such as food, health, education, protection and housing. It is concerning that there is a high under-registration of these dynamics, particularly in Caquetá department, and in the case of indigenous boys, girls and adolescents, these practices are normalized. There are also identified cases of human trafficking, violence and sexual exploitation.

**Shelter**

In Narino there is a need for temporary shelters with dignity, taking into account an ethnic and gender focus, due to the large number of major emergencies in that area. For example, the avalanche which occurred in Mocoa in 2017 led to more than 22,267 people affected and 12 shelters were mobilized to attend 726 families. Forcibly displaced people live in overcrowded conditions, with a lack of habitat and hygiene kits, a lack of well lighted spaces, ventilation, access to basic goods and services, adequate showers and toilets, stoves and food storage. This situation creates protection risks that particularly affect boys, girls and adolescents, and increase the risk of domestic and gender-based violence.

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**REGIONAL PRIORIZATION: SOTHERN REGION**

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<td>Health</td>
<td>Early recovery</td>
<td>Water, sanitation and hygiene</td>
<td>Education in emergencies</td>
<td>Shelter</td>
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45. According to the Unified Homeless Registry (RUD in Spanish) of the UNGRD, cutoff data 30 May 2017: Según Registro Único de Damnificados (RUD) de la UNGRD, corte 30 de mayo de 2017
NORTHWESTERN REGION

Protection

This region has a high strategic value for armed groups seeking to control the strategic Bajo Cauca corridor between Antioquia and Uraba, where illicit narcotrafficking activities, coca crops and illegal mining are widespread. There are frequent territorial disputes between armed groups that extend into urban areas, antipersonnel mine accidents, forced displacements and attacks on civilians, particularly against leaders, human rights defenders and crop substitution program participants. These events impact rural, indigenous and afro-colombian populations. Women from Venezuela arrive in conflict zones and have protection needs, as they are exposed to sexual exploitation, discrimination and xenophobia. The risks of the massive Hidroituango dam have led to a series of alerts in surrounding populations due to the possibility of a major catastrophe.

Food Security and Nutrition

Protection needs, combined with a loss of crops due to flooding and drought, a lack of planning and State accompaniment, and a reduced space in rural communities, create difficult land access conditions for agricultural production. At the same time, extensive livestock raising and legal and illegal mining operations lead to deforestation and damage of water sources, leading to potential medium and long-term impacts on food security, particularly among boys and girls. A renewal of illicit crop fumigation throughout this region is once again affecting the livelihood of local communities, reducing incomes.

Early Recovery

Natural resource management around the massive Hidroituango dam has impacted the economic and production plans of local families and damaged livelihoods, especially among ethnic minority groups. The situation is worsened by climate change, the impact of illegal mining on the environment and sedimentation in rivers, all combining to worsen inequality, poverty, violence and food security, with limited income for local families.

At the same time, the presence of armed actors and the existence of illicit crops limit alternative development processes in many communities and favor a dependency on irregular economies, thus creating protection risks, especially among poor youths.

Water, basic sanitation and hygiene

There are persistent challenges to access water safe for human consumption in communities throughout the region, due to the development of illegal economies. In addition, climate events including flooding and drought, combined with a lack of knowledge around good practices for water storage and water collection system maintenance worsen the situation. The poor management of water in food manipulation leads to an impact on the health of boys and girls. These populations are also impacted by limitations on access to water in shelters and schools, leading to school desertion. The region lacks adequate garbage collection, leading to deteriorating hygiene conditions that impact health.
**Health**

Health infrastructure, particularly in rural areas, needs strengthening. There is a lack of necessary medical equipment, and much staff is temporary due to administrative and security issues. Occasionally, the population travels to cities to seek healthcare, although this is limited by the poverty in the region. This also has a particular impact on pregnant mothers, boys, girls, the elderly and Venezuelan pregnant women and school-age children, due to a major demand for services. Acute malnutrition cases have increased, as well as respiratory diseases and skin infections among migrant populations; there is an urgent need for psychosocial attention connected to the historical conflict and new violence dynamics. Water access is unsafe, poor food manipulation practices and a reduction in food access, as well as low income levels, lead to cyclical health issues.

**Education in Emergencies**

Education is particularly impacted by protection issues, as these stimulate the recruitment of minors into illicit economies. Invisible borders and the control of armed actors in urban centers of capital cities limit education access. There are concerns over trafficking of girls and adolescents and early pregnancy, which are made invisible by a lack of denunciations and even the normalization of these dynamics.

There are structural gaps due to a low social investment in education, high unsatisfied basic needs, poor teacher contracting and limited access to school feeding programs, which contributes to school desertion throughout rural areas in the region. There is a particular need for Mine Risk Education programs in the area due to an increase in antipersonnel mine use.

**Shelter**

In cases of natural disasters, and more specifically, due to the impact of the massive Hidroituango dam project, shelters for emergencies lack dignified conditions, protection for women and girls, or a differential focus, all minimum humanitarian standards. Rural areas, especially in Cordoba, suffer from high poverty rates and deteriorated housing. In Antioquia, despite the persistence of emergencies due to armed violence and an increase in mass displacement, few locations have shelters available, this being one major gap in contingency plans.

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**Regional Priorization: Antioquia and Córdoba**

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<td>Early recovery</td>
<td>Water, sanitation and hygiene</td>
<td>Health</td>
<td>Education in emergencies</td>
<td>Shelter</td>
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**SOUTHEAST REGION**

**Protection**

The actions of dissident groups are seen through their social control strategies. Community leaders are vulnerable to death threats, and minors are at risk of forced recruitment, both situations lead to individual more than mass forced displacement as a result. This smaller scale displacement makes the issue less visible. Of particular concern is the vulnerability of indigenous populations. A number of municipalities are contaminated with APM-UXO, and this is combined with environmental impact and an increase in oil well development, which impacts water apt for consumption. There are identified cases of sexual exploitation and child labor among indigenous populations, and cases of sexual violence are invisible due to a lack of denunciations and cultural and language barriers. Deforestation has increased massively, with impacts on livelihoods and could lead to new resource and land conflicts.

**Education in Emergencies**

Due to the important proportion of indigenous communities in this region, the strengthening and support to school infrastructure, particularly boarding schools, is important, as is an emphasis on ethnic-differential education content. The presence of armed actors where these communities live exposes indigenous boys and girls who are not in boarding schools to a high risk. Boarding schools must serve as a protective environment against the threat of recruitment. The children in boarding schools are at risk of natural disasters, especially during the rainy season, which impedes access and damages infrastructure. The arrival of Venezuelan refugees and migrants means teacher staffing needs to expand, as do classrooms and school feeding programs in order to guarantee food security and ensure the right to education.

**Early Recovery**

In Meta and Guaviare departments, particularly in those municipalities identified as having highest humanitarian needs, indigenous communities lack adequate infrastructure to carry out commerce and local development, particularly due to a lack of access roads. It is common to see indigenous populations that are begging and homeless, which has an impact on their food security, health and protection.

**Food Security and nutrition**

In several areas throughout this region, indigenous communities are being invaded by both colonists and armed groups in their territories, limiting their access to food and water sources. These indigenous communities live off of fishing and agriculture, and due to the complex nature of these lands, humanitarian assistance rarely arrives due to high costs and a lack of capacity. In cases such as those of the Nukak community, the imposition and controls of armed groups impede them from hunting and planting, for which reason they are at risk of disappearing.

**Health**

Due to mining activities in Meta department, the health of indigenous communities is affected. Medical assistance, in addition to lacking an ethnic focus, fails to cover much of the area, where 70 per cent of the population is rural and living in disperse settlements.
**Water, Basic Sanitation and Hygiene**

Extraction activities, both mining and oil, harm water quality, and the contamination of water sources impacts health and welfare in the local populations. Water safe for consumption, as well as basic sanitation and hygiene strategies, are either limited or absent due to an historic lack of state investment, given conflict dynamics throughout the region. The relocation and resettlement of high risk communities leaves some populations vulnerable due to a lack of adequate response to needs by the State.

**Shelter**

The response in the region around shelter continues to be poor, with inadequate infrastructure. There are numerous families living in illegal and unauthorized settlements, particularly in environmental conservation areas.

### REGIONAL PRIORITIZATION: SOUTHEAST REGION

<table>
<thead>
<tr>
<th>DEPARTMENT</th>
<th>PRIORITY 1</th>
<th>PRIORITY 2</th>
<th>PRIORITY 3</th>
<th>PRIORITY 4</th>
<th>PRIORITY 5</th>
<th>PRIORITY 6</th>
<th>PRIORITY 7</th>
</tr>
</thead>
<tbody>
<tr>
<td>Analysis</td>
<td>Protection</td>
<td>Education in emergencies</td>
<td>Early recovery</td>
<td>Food security and nutrition</td>
<td>Health</td>
<td>Water, sanitation and hygiene</td>
<td>Shelter</td>
</tr>
</tbody>
</table>
**PART I: REGIONAL SECTORAL PRIORITIZATION**

**PACIFIC COAST REGION**

**Protection**

The alarming increase in confinement and the persistence of mass displacement designed to exercise control by armed groups, also limits the mobility and access to basic services of both indigenous and Afro-colombian populations. The impact of natural disasters combines to create scenarios of double affectation. The recruitment of minors and the impact of violence, especially sexual violence, and intimidation of women’s groups, requires protection measures. Cauca is one of the departments with the largest number of assassinations of social leaders and ex-FARC guerrilla members. Contamination by APM-UXO has led to accidents and incidents, and limits access by humanitarian organizations, impeding emergency response.

**Food security and nutrition**

Historically, the diet of communities has been unbalanced due to socio-economic conditions, but the impact of armed actors further restricts access to crops, water sources and food security, thus affecting health in many communities. Double affectation occurs when natural disasters also strike, and cultural dietary habits are unbalanced, emergency response often lacks a differential focus. Protection risks around armed actor presence impede crop access and/or commercialization and local development, also harming income generation for food access.

**Early Recovery**

Particularly in Valle del Cauca, relocation and return processes with rural communities lack integral accompaniment in livelihood recovery, and there is no promotion of income generation in these communities. Due to the presence of armed actors, there is a change in vocational interests among youths, who prefer the economic opportunities of joining armed groups. There is also environmental damage and contamination due to mining, which makes re-establishing livelihoods in rural areas more difficult. There is a need for actions focused on a transformative agenda that includes inter-sectoral development focused on Health, Education in Emergencies and WASH, to perform joint work around Early Recovery.

**Shelter**

The shelters available in the region are limited and lack basic minimum standards in terms of privacy and dignity, protection, gender-based differential focus and ethnic pertinence. It is important that the local authorities properly equip shelters in order to attend the victims of armed violence and natural disasters. This implies improved capacity to avoid overcrowding and cooking implements, food and water and sanitation systems that allow for privacy of women and girls.

**Education in Emergencies**

Access to education is also affected throughout the region since teachers are threatened, murdered and have difficulty denouncing these situations to allow them to be identified. There are difficulties in physical access to schools. Minors are exposed to armed conflict dynamics since schools lack protective environments and lack adequate transportation, ethnic focused content and feeding programs, thus leading to school desertion and protection risks.
**Water, Basic Sanitation and Hygiene**

The situation of rural communities with high poverty rates obliges that water apt for consumption is obtained from open sources, with no treatment. Historical mining activities is one cause of contamination of water sources. Due to a lack of good practices in terms of solid waste disposal, water sources are also used for this purpose, principally among indigenous populations. There is a need for Acute Diarrhea Sickness and Acute Respiratory Infection prevention measures, requiring close coordination with Health. Although there are community water systems in some communities, these are insufficient due to consumption demand, and they are frequently in a poor state or incomplete.

**Health**

Humanitarian crises, especially related to access, mobility and confinement, exacerbate difficulties in health access in areas with a historically low level of healthcare services. This particularly impacts women who lack prenatal care, safe births and attention related to sexual and reproductive rights, all factors linked to high infant and female mortality rates. Indigenous and Afro-colombian communities along the Pacific coast report difficulties in accessing healthcare due to long distances and a lack of medical staffing and equipment, as well as a lack of traditional medicine.

### REGIONAL PRIORITIZATION: PACIFIC COAST REGION

<table>
<thead>
<tr>
<th>DEPARTAMENT</th>
<th>PRIORITY 1</th>
<th>PRIORITY 2</th>
<th>PRIORITY 3</th>
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PART I: REGIONAL SECTORAL PRIORITIZATION

HUMANITARIAN NEEDS

Refugees and Migrants

Photo: Alberto Castillo Aroca/ OCHA Colombia

HUMANITARIAN NEEDS
REFUGEES AND MIGRANTS
REFUGEES AND MIGRANTS

HUMANITARIAN NEEDS AND KEY FIGURES

- Impact of the Crisis
- Disaggregation of People in Need
- Diagnostic of Needs
- Information Gaps
- Needs Analysis
PART II: REGIONAL SECTORAL PRIORITIZATION

PEOPLE IN NEED, REFUGEES, AND MIGRANTS

1.9M
PART II: HUMANITARIAN NEEDS AND KEY FIGURES

REFUGEES AND MIGRANTS

HUMANITARIAN NEEDS AND KEY FIGURES

PEOPLE IN NEED

1.9M

BY GRUP

Venezuelans
- Intention of Staying Permanently: 913K
- In Transit: 446K
- Pendular Migrants: 108K

Colombians
- Returnees: 93K
- Host Communities: 310K

BY AGE AND SEX

Over 59
- Under 18
- Between 18 and 59

Over 59
- Under 18
- Between 18 and 59

Colombians
- Returnees: 93K
- Host Communities: 310K
PART II: IMPACT OF THE CRISIS

IMPACT OF THE CRISIS

Over the past three years, Colombia has gone from 38,892 Venezuelans at the close of 2015 who had intention of staying permanently, to more than a million today, in a country which has had historically low levels of refugees and migrants. This refugee and migrant crisis is combined with historical challenges in Colombia related to an internal armed conflict and socio-natural disasters, which lead to double and triple affectation, and which translate into major economic and institutional challenges for the State due to the arrival of a new refugee and migrants population with high levels of humanitarian and protection needs.

Refugees and migrants from Venezuela have concentrated in border areas and in marginalized areas around major cities, places with historically high levels of basic unsatisfied needs and a weak presence of civilian State institutions. To the degree that the number of arrivals from Venezuela increases and this population concentrates in these areas and other new locations, there is a need for an integral and sustained response that takes into account existing demographic and needs profiles, as well as the host communities.

In terms of legal framework and public policy, new arrivals have also required the development of new normative frameworks and policies that allows the country to recognize and respond to needs and potentials in this population. Information management systems in the areas of registry, education and health, for example, should adapt to the increase in arrivals of foreigners and Colombians who were born abroad, in order to include data around these people and ensure their access to services.

In order to respond to this situation, the Colombian State has progressively expanded access to rights for populations from Venezuela. In the case of Colombian returnees, the program Colombia Nos Une (Colombia Joins Us) of the Ministry of Foreign Relations, has facilitated access to registries and benefits from being on registries, as well as different sectoral norms that has allowed for the identification and documentation of populations arriving from Venezuela who have a right to the Colombian nationality, as is the case with people born in Venezuela to Colombian fathers or mothers and who were not registered at the Consulate in Venezuela before their return. Their full documentation as Colombians ensures their access to rights as nationals, but the volume of arrivals of a new population to these areas creates challenges to ensure the availability of services and employment.

In the case of Venezuelan refugees and migrants, Colombia has progressively expanded norms to regularize pendular migration through the Border Mobility Card (TMF in Spanish), and created new figures to promote regularized status for population seeking to remain permanently in the country. The Special Permission for Permanency (PEP in Spanish) has more than 415,298 Venezuelan beneficiaries, including 233,806 out of 442,000 Venezuelans registered in 2018 through the Venezuelan Administrative Migrant Registry (RAMV in Spanish) – to be updated before publication.

With this population, Colombia is the country that has regularized the largest number of Venezuelans on the South American continent, providing them permanent legal residence and access to rights, including access to work and education. At the same time, this progressive expansion of rights to

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PART II: IMPACT OF THE CRISIS

Venezuelans has also led to new sectoral regulations to ensure access to rights and sustainability of assistance.

In this sense, it is necessary to ensure the socio-economic integration of this population and promote their productivity, which requires sustained efforts by the State, international cooperation, the private sector and civil society. These should, moreover, promote a territorial focus that includes not only people arriving from Venezuela but also Colombians in host communities, as an essential safeguard for peaceful co-existence and prevention of discrimination and xenophobia.

Population profiles

The needs of this population vary enormously depending on their particular profile, legal status and if they are settled or in transit in Colombia. In this sense, this chapter organizes the population into five profiles: (1) Venezuelan refugees and migrations with the intention to remain permanently in Colombia, (2) Refugees and migrants in transit, (3) Venezuelans in pendular migration, (4) Colombian returnees, (5) Colombian host communities. In addition, there also exist a number of binational indigenous communities such as the Wayuu, who have similar characteristics to profiles in several categories since they have ancestral territories in both Colombia and Venezuela, and which therefore require a differential response in accord with their needs.

Venezuelans with intention to remain permanently

Venezuelans with intention to remain permanently are those in Colombia and who desire to remain permanently in the country. According to official data, through the end of September 2018, there were a total of 1,032,016 people – to be updated, including 415,298 beneficiaries of PEP Special Permission for Permanency. Those in a regular situation or with the right to remain in Colombia, which total 503,502, have a right to access work, education and social security, but they face challenges in protection and the access to several basic rights due to financial difficulties and in some cases legal issues or a lack of capacity by local authorities to provide services. In addition, according to official figures, 218,098 Venezuelans in Colombia are in an irregular situation, either because they entered Colombia in an irregular manner, or because they remained beyond their authorized time for stay and did not register in the RAMV between April and June 2018, or because they lack documentation to request a visa. As these people lack a regular status, they are more vulnerable, with no right to work in the formal labor market, or to access health or other basic services. This population can be settled in one fixed location or be moving around the country.

Venezuelans in transit

Venezuelans in transit are those who are temporarily in Colombia in transit to Ecuador either to remain there or continue towards other countries in the region, including Peru and Southern Cone countries. The totaled 537,463 in October 2018. These populations can be in a regular or irregular legal situation, and their needs, vulnerabilities, and access to rights

47. The collaboration of Qatar Computing Research Institute and Immap in the construction of the facebook information tool that has helped determine the distribution of refugees and migrants at the municipal level is gratefully acknowledged
PART II: IMPACT OF THE CRISIS

vary based on whether they are regular or irregular. Among Venezuelans in transit, the so-called ‘walkers’ are those who, due to a lack of resources, and/or regular status, and/or lack of documentation, walk great distances, exposing themselves to risk throughout their journey. This is a particularly vulnerable profile with integral and regional needs.

Venezuelans in pendular migration

Historically, many Colombians settled on the border with Venezuela depended on commerce with Venezuela for employment and basic services. The evolving situation in Venezuela has meant that the dependency has inverted, and now many Venezuelans require temporary access to Colombia in order to seek protection, satisfy basic needs, reconnect with family members and in some cases work temporarily in the country to sustain their families in Venezuela. The Government of Colombia created the Border Mobility Card (TMF in Spanish), in order to allow border transit and regular stays of seven days. Registration was allowed through February 2018, with a total of 1,539,301
48 Venezuelans possessing a TMF at the close of 2018. The 2,219km border between Colombia and Venezuela continues to be seriously affected by the presence of armed groups and crime groups, as well as illegal economies. These factors create risks for crossing and living close to the border.

Colombian returnees

In the decades of the 60s, 70s and 80s, due to major economic growth in Venezuela, and in the decade of 2000, due to the armed conflict, a large number of Colombians settled in Venezuela. The last census of Venezuela in 2011 recorded 721,000 Colombians resident in Venezuela
49 which, however, does not allow for distinguishing between those who had Colombian or Venezuelan nationality at that time, but does establish a maximum number for this population. These people need to be identified and in some cases documented as co-nationals in order to ensure their access to rights as Colombians, as well as actions to permit their socio-economic integration in the country and their protection against risks that exist in areas they are settling, particularly in cases where Colombians had left the country due to the armed conflict.

Host communities

As indicated in the first chapter of the HNO, a large number of Colombians have humanitarian needs and need development due to socio-economic factors, natural disasters, armed conflict or other forms of violence. In many cases, due to geography and/or the cost of living in the country, Venezuelans are arriving in the same areas, which puts additional pressure on available goods and services and on the labor market. For these reasons, the Colombians living in these areas of arrival are also impacted by arrivals from Venezuela and require support to satisfy their own needs, foment social cohesion, and prevent discrimination and xenophobia.


## DISAGGREGATION OF PEOPLE IN NEED

<table>
<thead>
<tr>
<th>DEPARTMENT</th>
<th>PIN</th>
</tr>
</thead>
<tbody>
<tr>
<td>Bogotá DC</td>
<td>330K</td>
</tr>
<tr>
<td>Norte de Santander</td>
<td>316K</td>
</tr>
<tr>
<td>La Guajira</td>
<td>166K</td>
</tr>
<tr>
<td>Santander</td>
<td>147K</td>
</tr>
<tr>
<td>Atlántico</td>
<td>125K</td>
</tr>
<tr>
<td>Cundinamarca</td>
<td>108k</td>
</tr>
<tr>
<td>Antioquia</td>
<td>101K</td>
</tr>
<tr>
<td>Valle del Cauca</td>
<td>92K</td>
</tr>
<tr>
<td>Boyacá</td>
<td>86K</td>
</tr>
<tr>
<td>Magdalena</td>
<td>58K</td>
</tr>
<tr>
<td>Cauca</td>
<td>48K</td>
</tr>
<tr>
<td>Bolívar</td>
<td>47K</td>
</tr>
<tr>
<td>Arauca</td>
<td>41K</td>
</tr>
<tr>
<td>Cesar</td>
<td>40K</td>
</tr>
<tr>
<td>Putumayo</td>
<td>36K</td>
</tr>
<tr>
<td>Tolima</td>
<td>29K</td>
</tr>
<tr>
<td>Nariño</td>
<td>21K</td>
</tr>
<tr>
<td>Quindío</td>
<td>18K</td>
</tr>
<tr>
<td>Sucre</td>
<td>12K</td>
</tr>
<tr>
<td>Córdoba</td>
<td>10K</td>
</tr>
<tr>
<td>Risaralda</td>
<td>10K</td>
</tr>
<tr>
<td>Casanare</td>
<td>9K</td>
</tr>
<tr>
<td>Meta</td>
<td>7K</td>
</tr>
<tr>
<td>Caldas</td>
<td>3K</td>
</tr>
<tr>
<td>Guainía</td>
<td>2K</td>
</tr>
<tr>
<td>Huila</td>
<td>2K</td>
</tr>
<tr>
<td>Vichada</td>
<td>2K</td>
</tr>
<tr>
<td>Amazonas</td>
<td>1K</td>
</tr>
<tr>
<td>Archipiélagode San Andrés, Providencia y Santa Catalina</td>
<td>559</td>
</tr>
<tr>
<td>Chocó</td>
<td>442</td>
</tr>
<tr>
<td>Caquetá</td>
<td>170</td>
</tr>
<tr>
<td>Guaviare</td>
<td>160</td>
</tr>
<tr>
<td>Vaupés</td>
<td>0</td>
</tr>
<tr>
<td>TOTAL</td>
<td>1.8M</td>
</tr>
</tbody>
</table>

Table. Number of People in Need by Department.
PART II: GAPS IN INFORMATION AND EVALUATION PLANNING

The Government of Colombia, United Nations Agencies and other international and civil society organizations, have carried out different profiling exercises of the Venezuelan population, allowing for a greater understanding of the phenomenon. Nonetheless, there still exist information gaps that make evident the difficulty in disaggregating data around different profiles, such as, for example, pendular migrants who are unregistered, and ethnic minority groups.

Generally speaking there are information gaps around issues such as basic sanitation, protection, food security and nutrition, particularly at the municipal level. There exists an under-registry of irregular populations arriving from Venezuela, around which there is no information. Identifying an information gap means supporting monitoring of migrant flows at the local level and strengthening registry systems.

Finally, the need for more response information should be highlighted at the municipal and departmental levels, since assistance should identify those cases where attention is given to Venezuelan nationals. There exist gaps between real and reported assistance due to challenges in information management at the local level.

These gaps will be addressed in information management efforts during 2019.
Based on consultations with members of the Inter-Agency Group on Mixed Migration Flows (GIFMM in Spanish), and available information, both official and Agency needs identification information, the following is an identification of the most urgent humanitarian needs by migratory group.

<table>
<thead>
<tr>
<th></th>
<th>Priority 1</th>
<th>Priority 2</th>
<th>Priority 3</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Venezuelans with</strong></td>
<td>Livelihoods</td>
<td>Protection</td>
<td>Health</td>
</tr>
<tr>
<td><strong>intentions to remain</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>permanently</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Colombian returnees</strong></td>
<td></td>
<td>Livelihoods</td>
<td>Health</td>
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<tr>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>In Transit</strong></td>
<td>Shelter</td>
<td>Protection</td>
<td>Health</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Pendular Migrants</strong></td>
<td>Protection</td>
<td>Livelihoods</td>
<td>Health</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Host Communities</strong></td>
<td>Livelihoods</td>
<td>Eduacation</td>
<td>Health</td>
</tr>
</tbody>
</table>

This prioritization is a first approximation of this phenomenon, which requires monitoring and information collection in a permanent and coordinated manner in order to improve available information for decision-making.

Main needs by population group.
Discrimination and xenophobia, particularly in urban areas, are also transversal topics that affect this population.

Health was also identified as a key need, since many Venezuelan refugees and migrants lack adequate healthcare access, and when they arrive in Colombia their health has deteriorated and requires greater attention. A lack of food security and nutrition, related to factors prior to their arrival in Colombia, such as a lack of resources to have a balanced diet, also impacts their health.

Transit

The greatest needs of refugees and migrants in transit, including so-called ‘walkers’, are related to having safe transit to their place of destination. This is related to juridical security, that is to say, the lack, in the majority of cases, of regular status and access to sufficient information to transit in Colombia in a safe and regular manner. In some cases, there are also barriers to making use of public transportation systems. In terms of physical security, Venezuelans need to make use of unauthorized transportation, which puts them at risk, but principally in the case of ‘walkers’, who are exposed to climate risks and crime, and may be separated from their families during their journey across the country.

Finally, due to a lack of security material, there are unsatisfied basic needs during transit, principally shelter at night, sufficient nutrition and hydration, and access to non-food items during the trip such as blankets, clothing and shoes.

In the particular case of ‘walkers’, safe transportation is needed urgently, as are communications, food, shelters and access to water and sanitation throughout the trip.

Venezuelans with intentions to remain permanently

With regards to the priority needs of Venezuelan refugees and migrants who desire to stay permanently in Colombia, access to work is essential for their integration and self-sufficiency. Population with an irregular status cannot access safe employment sources, which exposes them to greater vulnerability and exploitation. At the same time, a lack of income access has repercussions on the rest of their needs.

At the same time, the generation of livelihoods depends on access to regular status, such as the Special Permanency Permission (PEP in Spanish) and/or equivalent document for regular status. This permission allows them to stay permanently in Colombia with a regular status and with access to basic rights, principally work for the case of adults, and education for the case of boys, girls and adolescents. From this documentation is also derived access to healthcare, assistance programs, and in the case of adults, the possibility to work and ensure self-sufficiency.

In this sense, access to a regular status has a multiplying effect on all their rights. In juxtaposition, the absence of a legal status implies that their access to formal work, health and other rights is limited, increasing their needs and vulnerabilities, including risk of job exploitation and sex for survival. At the same time, it is necessary to note that even with legal status, Venezuelans, as well as Colombians in host communities, face significant challenges, particularly in terms of unemployment, informal employment and access to certain services.

In other protection needs, Venezuelan refugees and migrants who settle in areas with a presence of armed and criminal groups are exposed to risk of forced recruitment, human trafficking, use by violent actors, being impacted by violence, gender-based violence and falsification of documentation/fraud.
Pendular migrants

The Venezuelan population that moves constantly back and forth between Venezuela and Colombia is, for the most part, seeking temporary employment to sustain themselves and their families in Venezuela, due to a lack of legal work options. This creates risks of exploitation, forced recruitment and use by criminal groups. The inherent risks in crossing the border along irregular dirt paths, exposes this population directly to armed actors. Due to geographic conditions, pendular migrants in Cesar, Vichada and Guainia have difficulty crossing and are exposed to the elements.

Pendular migrants also come to Colombia seeking basic sanitary assistance and food due to the lack of these basic services inside Venezuela.

Colombian returnees

Colombian returnees principally require more information on routes already established by the Government of Colombia to access their rights, nationality and proper documentation, as well as greater accompaniment while going through these routes. There is need for more clarity regarding needs, profiles, magnitude and concentration of this population, as well as institutional capacity, particularly in Colombia Nos Une, along the border and throughout the country, in order to identify this population, activate institutional routes and monitoring for reintegration. Connected to this, the identification and documentation of this population requires a sustained efforts, since the lack of documentation creates barriers to nationality, education and other services.

There are considerable gaps when comparing urban and rural areas. While in urban areas the largest population is arriving, in rural areas there is a lack of capacity and awareness regarding existing routes. In addition, in the case of victims of the armed conflict or refugees in Venezuela returning to Colombia, a lack of information and access to integral assistance routes creates new risks upon return.

Host communities

In general there exists an information gap in terms of impact that the arrival of Venezuelan refugees and migrants is having on host communities. Among those who have done some monitoring, there is a notable pressure connected to: 1) labor skills, specifically in a reduction in access to formal employment and progressive expansion of the informal labor market in these areas, 2) access to basic services and housing due to increased demand, 3) reception capacity in education and health institutions which are now exceeding capacity for operation. These issues, together with already limited capacities in host communities have resulted in cases of xenophobia.

The aforementioned needs will be addressed in the Colombia chapter of the Refugee and Migrant Response Plan (RMRP) 2019, as part of a regional response. The Plan will address identified needs in four areas of intervention that form part of the RMRP and the chapter on Refugees and Migrants in the Humanitarian Response Plan (HRP) Colombia 2019. These areas of intervention include: Direct emergency response, cultural and socio-economic inclusion and strengthening government capacity.
ACNUR: Alto Comisionado de las Naciones Unidas para los Refugiados
CBPF: Country-Based Pooled Funds
CIDH: Corte Interamericana de Derechos Humanos
DDHH: Derechos Humanos
DHH: Derecho Internacional Humanitario
EDA: Enfermedad Diarreica Aguda
EHP: Equipo Humanitario País
ELC: Equipo Local de Coordinación País
ELN: Ejército de Liberación Nacional
EPI: Ejército Popular de Liberación
ERA: Enfermedad Respiratoria Aguda
ETCR: Espacios Territoriales de Capacitación y Reincorporación
FARC-EP: Fuerzas Armadas Revolucionarias de Colombia – Ejército del Pueblo; antigua guerrilla que hizo parte del conflicto histórico colombiano; firmaron acuerdo de Paz con el Gobierno de Colombia en noviembre de 2016.
FMM: Flujos Migratorios Mixtos
GAO: Grupos Armados Organizados
GAPD: Grupos Armados Post-Desmovilización
GIC: Grupo Inter Cluster
GIFMM: Grupo Inter agencial sobre Flujos Migratorios Mixtos
GTMI: Grupo Temático de Manejo de Información
HNO: Humanitarian Needs Overview, por sus siglas en inglés
HRP: Humanitarian Response Plan
INFORM: Index for Risk Management, por sus siglas en inglés
MAP: Minas Anti Persona
MIRA: Multi-Cluster/Sector Initial Rapid Assessment, por sus siglas en inglés
MUSE: Municiones Sin Explotar
NNAJ: Niños, Niñas, Adolescentes y Jóvenes
OCHA: Oficina para la Coordinación de Asuntos Humanitarios
OMS: Organización Mundial de la Salud
ONG: Organización/es No Gubernamental
UMAIC: Unidad de Manejo y Análisis de Información de Colombia
PAE: Programa de Alimentación Escolar
PBO: Peace Building Overview
PEP: Permiso Especial de Permanencia
PIN: Personas con Necesidades, por sus siglas en inglés
PMRP: Plan de Respuesta a Migrantes y Refugiados, por sus siglas en inglés
PNIS: Programa Nacional Integral de Sustitución de Cultivos Ilícitos
PPV: Población Proveniente de Venezuela
RUV: Registro Único de Víctimas
SNU: Sistema de Naciones Unidas
SNARIV: Sistema Nacional de Atención y Reparación Integral a las Víctimas
TMF: Tarjeta de Movilidad Fronteriza
UARIV: Unidad de Atención y Reparación Integral para las Víctimas
UNCT: Equipo de País de Naciones Unidas, por sus siglas en inglés
UNDAF: Marco de Asistencia para el Desarrollo, por sus siglas en inglés
UNGRD: Unidad Nacional para la Gestión de Riesgos y Desastres
UNODC: Oficina de las Naciones Unidas contra la Droga y el Delito
VGB: Violencia Basada en Género
ZOMAC: Zonas Más Afectadas por el Conflicto
This document was prepared in the name of the Humanitarian Country Team and OCHA, with the support of the Colombia Information Management and Analysis Unit (UMAIC in Spanish), and iMMAp Colombia.

This document integrates the shared analysis of the Humanitarian Country Team and the Inter-Agency Mixed Migration Flow Group (GIFMM in Spanish), including the most urgent humanitarian needs and estimates of number of people needing assistance. The HNO is a consolidated evidence base that assists in joint planning for the strategic response.

The terminology and presentation of data used within this report do not imply on the part of the United Nations Secretariat a judgement on the juridical status of any country, territory, city or region or their authorities, nor regarding borders.

The chapter on Refugees and Migrants was led by the Inter-Agency Mixed Migration Flow Group (GIFMM in Spanish), co-led by UNHCR and IOM, in collaboration with OCHA and with the support of iMMAp.