

Migratory Experiences: Good Local Practices in South American Cities

Experiencias frente a la migración: buenas prácticas locales en ciudades sudamericanas

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Abstract: This article is the result of the research from two projects led by the University of Rosario, Colombia, and presents contributions to the guarantee of the human rights of the migrant population. In the first place, it develops an approach to the characteristics, actors and results of the concept of good practices in migration matters in Argentina, Colombia, Ecuador and Peru in the 2014-2018 period; and unfolds the preliminary elements for the construction of a good practices typology with a human rights approach through the illustration of local experiences in the Southern Cone for capital, border and intermediate cities of the selected countries.

The methodology used was inductive-deductive, promoting a permanent dialogue between theory and practice. The central contributions of this research focus on the identification of certain trends in capital cities, where there is an oscillation between contingency and sustainable actions, which affects the integration of the migrant population to the host society. In border cities, the greatest risks and the widest possibilities of support from state and international entities and social organizations are evidenced; while, in intermediate cities, the greatest opportunities are envisaged through the incorporation of local approaches that include guarantee of rights.

Key words: Migration, South America, good practices, local experiences, human rights

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Resumen: Este artículo es el resultado de la investigación de dos proyectos liderados por la Universidad del Rosario, Colombia, y presenta aportes para la garantía de los derechos humanos de la población migrante. En primer lugar, desarrolla una aproximación a las características, actores y resultados de identificación del concepto de buenas prácticas en materia migratoria en Argentina, Colombia, Ecuador y Perú en el periodo 2014-2018; y despliega los elementos preliminares para la construcción de una tipología de buenas prácticas con enfoque de derechos humanos a través de la ilustración de las experiencias locales en el Cono Sur para ciudades capitales, fronteras e intermedias de los países seleccionados.

La metodología empleada fue inductiva-deductiva, promoviendo un diálogo permanente entre la teoría y la práctica. Los aportes centrales de esta investigación se concentran en la identificación de ciertas tendencias en ciudades capitales, donde se oscila entre acciones coyunturales y sostenibles que inciden en la integración de la población migrante a la sociedad de acogida. En las urbes fronterizas, se evidencian los mayores riesgos y las más amplias posibilidades de apoyo de parte de las entidades estatales, internacionales y organizaciones sociales; mientras que, en las ciudades intermedias, se avizoran las mayores oportunidades a través de la incorporación de enfoques locales que incluyen la garantía de los derechos.

Palabras clave: Migración, Sudamérica, buenas prácticas, experiencias locales, derechos humanos

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I. INTRODUCTION

This paper is the result of the projects “Regional Diagnosis of Migration in Colombia with a Human Rights Approach: 2014-2018”¹ and “Feminization of Venezuelan Migration in Colombia: Regional Analysis with a Human Rights Approach 2014-2018,”² which allowed an approach to local experiences on State and social organizations' responses to barriers in terms of access of the migrant population in Colombia to their rights.

In the research conducted, a central concept has been found for the response to migration in South American countries, i.e., good practices (hereinafter, GPs), which, for the purposes of this paper, imply the development of coordinated actions with a human rights approach, carried out by State authorities, international organizations, or civil society, which can be replicated, are adaptable, can be documented, and seek to facilitate or promote access to the rights of foreigners.

This study focuses on reflecting on the distinctive characteristics of migratory GPs implemented by social, state, and international actors in Argentina, Peru, Ecuador, and Colombia, between 2014 and 2018, to contribute to the construction of a proposal for a typology and lines of action aimed at guaranteeing the human rights of the migrant population that can be developed at various levels and contemplates the impact, the sustainability, and the possibility of replication in various migratory scenarios.

The States were selected according to the following criteria: the first corresponds to the number of migrants reported in international and national statistics, which, in the case of Colombia, Peru, and Ecuador, shows that they are the countries with the highest number of Venezuelan migrants in their territory during the selected period. This aspect allows

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1 This project was led by Universidad del Rosario and involved, through the Network of Legal and Socio-legal Research Groups and Centers, 21 universities, such as Universidad de Santander, Universidad Santo Tomás, Universidad de Nariño, Universidad Simón Bolívar, Universidad Libre de Barranquilla, and Universidad Surcolombiana, among others; and 43 professors at the national level. Funding was internal for each university.

2 The project was financed by Universidad del Rosario with the participation of Universidad Libre de Pereira, Universidad de Santander, and Universidad Sergio Arboleda de Santa Marta.

to examine the specific actions taken by different actors and those with a greater impact on the migrant population in terms of their dimension³.

The second criterion responds to the fact that the selected countries have implemented various actions from the State and social sphere which, although they still pose numerous challenges to universalize the fulfillment of migrants' rights, deserve to be studied and classified in order to generate new lessons and opportunities for improvement in Latin American countries. The Argentinian case, for example, is illustrative because it is a State with a tradition of migratory flows and, consequently, has comprehensive and well-developed regulatory frameworks that respond to human mobility and have been a model for the other States.

Within the States, capital cities were selected in the first place because they receive the largest migratory flows, as is the case of Bogotá in Colombia, Lima in Peru, Quito in Ecuador, and Buenos Aires in Argentina. In turn, we considered relevant to examine the GPs in border cities, such as Cúcuta, Pasto, and Barranquilla in Colombia; and Guayaquil in Ecuador. Finally, some models of intermediate cities were chosen, which in the Colombian case have made significant contributions in terms of actions for the care of the migrant population, as in the cases of Tunja, Medellín, and Pereira. This selection was based on the sample of cities involved in the aforementioned research works.

The analysis and research results presented in this document were collected prior to the COVID-19 pandemic, which is why this work presents the GPs identified prior to the restrictive measures adopted by the States. The pandemic has had a negative impact on the implementation of these GPs, as many of them have been suspended.

Thus, the proposed research questions are: first, what should the characteristics, actors, and results necessary for the identification of GPs on migration issues developed in Argentina, Colombia, Ecuador, and Peru in the period 2014-2018 be; and what are their multiplier effects in local scenarios? And, second, what would be the preliminary elements to contribute to the construction of a typology of GPs with a human rights approach that contributes to the impact, sustainability, and replicability of the identified actions?

The methodology applied is inductive and deductive, since, based on the analysis of the migration context in the four South American countries selected, an approach to the concept of GPs is made, and an

3 For the purpose of this paper, the designation of "State of Origin" shall be understood as the place from where the migrant population comes, and "State of Destination," as the one to where they are headed. Said designations are included pursuant to the provisions in Article 3 of The International Convention on the Protection of the Rights of All Migrant Workers and Members of their Families, adopted by the UN General Assembly on 18 December 1990.

initial definition is provided, which is subsequently enriched from the study of the selected cases, promoting a permanent dialogue between theory and practice to guarantee migrants' rights.

II. SOUTH AMERICA IN THE FACE OF VENEZUELAN MIGRATION: FIGURES AND RESPONSES TO A GROWING AND UNFOLDING REALITY

II.1. Contextual Data to Assess the Venezuelan Migration

Migration dynamics in Latin American countries has been diverse, as some of the countries in the region are more familiar than others with the presence of foreigners in their territories, as is the case of Argentina⁴ and Peru⁵. Other countries are characterized by being States of origin, as their nationals have gone to other destinations due to a variety of factors, as in the case of Colombia⁶ and Ecuador⁷. With the arrival of Venezuelan migrants, the movement of people takes on another dimension that requires responses and action strategies. Although the measures that will be presented below have been adopted by the States at a general level, many of them are implemented in their territories, as is the case of the cities to which the migrant population goes seeking to fulfill their rights.

Migration in the Americas between 2010 and 2015 evidences a sustained 5% growth (OAS & OECD, 2017, p. 14). On the other hand, it is estimated that 4.3 million Venezuelans have left their country (UNHCR, n.d.). Of these, 77% of migrants and refugees are in South American countries (IOM, 2019, p. 2).

The emergence of COVID-19 and the containment measures of the States aimed at closing borders, limiting freedom of movement, and decreeing confinement actions impact on migration, altering the dynamics of progression between 2015 and 2019. Thus, since March

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4 In the case of Argentina, migration has been an essential factor for the country's history and development. During the 19th and 20th centuries, there were migration waves from European States, and, according to UN reports, foreigner population accounts for 4.9% of the national population (Chamber of Commerce and Services of Argentina, 2018, p. 1).

5 In the case of Peru, although it is a State with immigration and emigration flows, it must be noted that, between the 20s and the 50s, it was a State of destination for European nationals (Abusada & Pastor, 2008, p. 5). From the 50s onward, there is increased emigration of Peruvians into other countries, especially the United States, a tendency that grows with the years and that, later, would include Japan, and European and Latin American countries (pp. 5-6).

6 Colombia is a State with few immigration processes. After independence, it registered small migratory flows of Germans, Jews, Arabs, and Spaniards in the 20th century, who were linked to very specific sectors of the economy and settled in some territories within the national geography. It is also a country with high rates of internal displacement, which has been combined with emigration to Venezuela, the United States, Canada, and European countries such as Spain (Tovar, 2001, p. 1).

7 Ecuador is a State of origin of emigrants who, for various reasons, go to other countries. Around the 1960s, its nationals arrived in the United States, Canada, and Venezuela. It also reports migrations of indigenous population to European countries. By the end of the 1990s, Ecuadorians also went to Spain and Italy (Herrera *et al.*, 2005, pp. 17 and 19).

2020, countries have seen a tendency for Venezuelan citizens to return to their country of origin (UN, 2020a).

The migration of Venezuelans affects many countries in the Americas, with the largest settlements concentrated in Colombia, Peru, Chile, Ecuador, and Argentina. As of May 2020, Colombia registers approximately 1,809,872 Venezuelan nationals (Migración Colombia, 2020). Meanwhile, as of February 2020, Peru had approximately 860,000 Venezuelan migrants in its territory (IOM & UNICEF, 2020). Ecuador, in turn, has 371,913 migrants from Venezuela (IOM, 2020), and Argentina estimates a population of about 145,000 Venezuelans, according to IOM data (2019).

II.2. Regularization of Persons: Dissimilar Responses in Four South American States

The governments of the countries in the region have made efforts to manage the increase in migration; for example, in many cases, permanence permits have been issued with the aim of promoting a tendency towards regularization. According to the IOM (2019) report on migration trends in the Americas, from 2014 to December 2019, South American countries had issued 1,900,000 documents of a temporary or permanent nature (p. 7). Despite this, as the number of people in the countries increases, these actions have become more restrictive in some States.

It is important to point out that one of the main measures adopted by the States to address the migratory reality consists of granting documentation or promoting regularization processes. These actions may well be considered as GPs, a central concept throughout this paper. Thus, given that GPs will be conceptualized and analyzed in some cities of the four Latin American countries, it is necessary to point out that these documentation actions have an impact on the protection of rights and are part of the States' GPs, since such measures are usually cross-sectional and national in scope.

In accordance with the above, Colombia has adopted measures to respond to migratory movements. Among them, we can refer to the creation of the Administrative Registry of Venezuelan Migrants (RAMV), which seeks to systematize information on Venezuelan people who are in an irregular legal situation in Colombian territory (UNGRD, 2018).

In recent years, legislative initiatives have been promoted with the aim to respond to issues arising from migration in terms of regularization. Thus, Law No. 1997 of 2019 adopts a special regime of access to nationality for the children of Venezuelans born in the territory. Although the norm removes constitutional and legal obstacles, it also presents two problems,

given that it conceives the migration of Venezuelans as a temporary situation and transgresses the right to equality recognized in Article 13 of the Colombian Constitution of 1991 by explicitly excluding children born outside the period established in the law⁸.

At the beginning of 2020, Decree No. 117 of 2020 was approved, creating the Special Permanent Permit for the Promotion of Formalization (Pepff). This is another exceptional and temporary measure that seeks to grant work permits to undocumented Venezuelan immigrants in Colombian territory who do not have a criminal record or current expulsion or deportation orders, and who also have a formal job offer. This document adds to the scattered list of temporary permits that have been adopted in the country.

It should be noted that, as a result of the COVID-19 pandemic, Colombia, like all countries in the region, has restricted the movement of foreigners. Thus, Decree No. 402 of 2020 closed river and land border crossings with Venezuela to prevent the spread of the virus. In this way, the country has adopted a response for the attention the migrant population already inside the national territory through six measures⁹.

Although actions to prevent irregularity are appropriate, the UN expresses its concern regarding returns, since the Venezuelan State does not have the security and health conditions for the proper return of its nationals (UN, 2020a). Bear in mind that the right to return to the country of origin cannot be limited, since it is a guarantee recognized in numerous international treaties¹⁰.

Peru has had changing positions on migration in recent years (PADF & PUCP, 2019, p. 9). For regularization, 34,452 temporary residence permits (PTP) have been processed for Venezuelan citizens. This is a document that allows them to regularize their migratory situation for a specific temporary period of one year and also enables them to work, study, and access health services (World Bank, 2019, p. 88). Recently, the government has strengthened its migration policies, as, in order to enter the country and obtain humanitarian visa or other type of permit, a valid or expired passport is required (IOM & UNICEF, 2019, p. 88). Other avenues have also been promoted in this same aspect, such as the case of the resident worker visa, the Alien Registration Card, and the humanitarian visa. Despite this, the formal requirements for the issuance of these migratory instruments make them inaccessible for most

⁸ From January 1, 2015 to September 17, 2021.

⁹ The adopted measures are the following: responsible and humanitarian border management, guaranteed access to health care, adaptation of cooperation programs for the care of migrants, care for vulnerable migrant population, programs targeting high-impact areas, better coordination and information.

¹⁰ Refer to article 12.2 of The International Covenant on Civil and Political Rights and article 22.2 of The American Convention on Human Rights.

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Venezuelans arriving in Peru and may encourage irregular migration (World Bank, 2019, p. 225).

In February 2020, the Government of Peru announced the need to advance measures in several aspects, such as the extension of benefits for the regularization of undocumented Venezuelan nationals and the implementation of biometric control mechanisms, specifically for the border between Peru and Ecuador (NTN24, 2020).

Peru, after declaring a State of national health emergency, has temporarily closed its borders and reinforced the border with Ecuador to prevent the irregular entry of Venezuelan migrants (Emergency Decree No. 048, 2020, art. 8). However, it has sought to provide health protection to all persons under its national jurisdiction, regardless of their nationality and administrative situation, through the Decree for the strengthening of the national health system (Zamora Gómez, 2020).

Ecuador, for its part, has promoted the initiative called the Quito Action Plan (2018) aimed at fighting human trafficking and migrant smuggling. Subsequently, it has implemented the humanitarian visa requirement as of August 26, 2019, thus generating a funnel effect on migration from Venezuela in the southern areas of Colombia. As a consequence of this requirement, according to IOM reports (2019), this measure generated a 75% increase in irregularly registered entries in Rumichaca (p. 2), a situation that produces great concern due to the increased vulnerability of migrants, who are at the mercy of human trafficking and migrant smuggling networks.

It should be noted that, in the case of Ecuador, access to residence documents is not only contemplated by general legal criteria (work, professional, student visa, among others), but it is also possible for Venezuelans to access regular documentation through some particular instruments, such as the Ecuador-Venezuela Migratory Statute, the result of a bilateral agreement between the two countries; or the Unasur visa of 2017.

This government has decided to grant an amnesty regarding documentation for Venezuelan persons who entered the country's territory before July 25, 2019—that is, one day before the introduction of the humanitarian visa requirement—or who have exceeded the time of their stay by that date. At the end of 2019, 174,488 Venezuelan nationals were reported in the country using this mechanism (IOM, 2019, p. 8).

On the occasion of the declaration of the SARS-2 pandemic by the WHO, the country has designed the Humanitarian Response Plan COVID-19 Ecuador (UN, 2020b), in which it prioritizes the adoption

of measures to assist the vulnerable population living in its territory. Even so, such protection, in the case of foreigners, seems to be limited to those with resident status (UN, 2020b, p. 5). This is worrying, since a significant number of immigrants in an irregular situation would be unprotected against the pandemic, constituting a vector of contagion and driving return migration to Venezuela and transit migration to Colombia.

Argentina has advanced the attention to the population coming from Venezuela with the granting of permits based on usual criteria, such as work and family reunification. In addition, the country has urged the application of the Mercosur nationality criterion since 2009 and has relaxed entry and permanent residence requirements for Venezuelans, also encouraging socioeconomic integration through specific programs since January 29, 2019, the date of issuance of Provision DNM 520/2019 (National Migration Directorate, 2019; OIM, 2019). Consequently, between January and November 2019, 61,679 residence permits have been granted, 17,073 of them permanent and 44,606 temporary; and between 2014 and November 2019, a total of 184,646 residences: 82% temporary and 18% permanent, (p. 7).

In order to know the needs and profile of Venezuelan migrants, a monitoring was carried out between the United Nations High Commissioner for Refugees (UNHCR) and the Argentinian Commission for Refugees and Migrants (Caref), for the purpose of designing, based on the results, responses to address the situation (United Nations Argentina, 2018a). Argentina has been at the forefront of the development of the Response Plan for Refugees and Migrants from Venezuela for Southern Cone countries, which aims to create a coordination strategy to respond to their needs and ensure social and economic inclusion (United Nations Argentina, 2018b). The above complements a solid regulatory framework provided for in this country's migration policy through Law 25.871 (2004).

Since the emergence of COVID-19, similar to the Colombian case, Argentina has restricted circulation of foreigners and, at the same time, has provided for the extension of the expiration dates of temporary, transitory, and precarious residence permits. In addition, it has determined to suspend the administrative deadlines by means of Provision DNM 1714/2020, dated April 17, 2020, a measure that has been extended by means of Provision DNM 1923/20.

As can be seen, the countries analyzed in the region that receive Venezuelan migration have adopted regularization measures, most of them temporary, under the assumption that this is a temporary migration. In addition to this, with the increase of the migratory wave, policies have been varying in such a way that in some states, such as Ecuador

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and Peru, restrictions on the movement of people have been adopted in order to reduce the volume of migration. In Colombia, prior to the outbreak of the pandemic, transit had not been restricted and strategies were implemented to reduce the risk of statelessness and to grant work permits. These measures are temporary, scattered, and lack a supporting migration policy. Similarly, in the case of Argentina, apart from COVID-19, its regulatory framework allows for the creation of mechanisms for the reception of persons, and plans have been implemented to improve the State's response in terms of attention to Venezuelans.

Given the disparity of actions, it is necessary to analyze the importance of GPs in terms of attention to the migrant population. The following are some reflections on this subject.

III. ARE STATE RESPONSES A MATTER OF GPS? CONTRIBUTIONS TO A CONCEPTUAL DEVELOPMENT

III.1. Approximation to the Notion and Usefulness of GPs

GPs emerged in the Anglo-Saxon scenario as best practices in public management with the purpose of highlighting experiences on a particular and innovative way of doing things (Armijo, 2004, p. 5). The Organization for Economic Cooperation and Development (OECD, 1997) has implicitly referred to this concept by stating that the exchange of experiences is valuable among the different government agencies for the improvement of processes.

GPs are characterized by a) supporting efforts by the central authority to solve local issues, b) the need for useful actions to solve problems, c) making results visible so that they can be replicable, and d) supporting evaluation processes (Armijo, 2004, p. 3).

Regarding the first element, we point out that there are different models of territorial organization and degrees of progress in migration policies. In the research that supports this work, it was found that in the Colombian case, the territorial entities develop actions within the scope of their competencies to solve problems specific to the area, without implying, on many occasions, the implementation of national measures.

One of the central elements of GPs is that actions should be replicable in other contexts, that they should be documented so that they can be studied and adapted, and that there should be control mechanisms to verify transparency in the investment of resources, if any, meaning that measures that have been identified as GPs can be implemented to the fullest extent possible in other contexts and scenarios with the relevant adaptations in order to contribute to the fulfillment of migrants' rights.

GPs should have a collective character in their design and follow-up, and result in access to and/or improvement of people's rights. In addition, they have been useful in human rights, which is why some UN Special Rapporteurs have understood this notion as legal and policy frameworks, and implementation and accountability mechanisms, including:

Initiatives as diverse as international treaties, legislation (at national, subnational, or local level), regulations, policies, strategies, institutional frameworks, planning and coordination procedures, international cooperation policies, programs, projects, campaigns, subsidies, financing mechanisms, tariff structures, contracts with operators, grievance procedures and judicial or quasi-judicial rulings (Albuquerque, 2012, p. 14).

The human rights approach is useful for the construction of GPs, as it results in the recognition of dignity, equality, and non-discrimination (UN, 2014, p. 25). This influences the incorporation of differential perspectives and results in affirmative action measures for groups historically discriminated against, such as children, women, elders, people with disabilities, and, in general, the necessary recognition of intersectionality (OAS, 2020, p. 7).

On the subject of the migrant population, GPs can be a series of principles, rules, and recommendations regarding an adequate intervention in the interest of achieving a full and satisfactory integration of the immigrant population in the host society, which impacts on the effective guarantee of the rights of the population from a human rights approach and on obtaining social justice (Márquez, 2014, p. 15).

We consider that GPs can be an action or set of actions that, when a need is identified, operate at the different moments of the migratory stages (departure, transit, and arrival) and respond to the particularities of the migratory typologies (emigrants; returnees; transit, pendular, and potentially permanent migrants; refugees; and asylum seekers) in order to preserve human dignity and the rights recognized not only in domestic but also in international regulations.

These actions must be built and implemented from a human rights perspective; that is, they must contain differential and gender elements, community participation; consider a territorial approach; avoid discrimination; and have flexibility, sustainability, and resources for their development.

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III.2. Efforts to Classify GPs of Use to the Migrant Population

In order for this work to contribute to the classification of good practices that have been found in our research and can be replicated for the attention to the migrant population, we consider it appropriate to develop a subclassification, according to the actors that develop them and the area of impact where they occur. The classification will be supported by the objectives of the Global Compact on Migration (UN, 2018a), as it offers international guidelines to globally address the reality of human mobility.

III.2.1. According to the Leading Actors on GPs

GPs can be implemented by various actors, such as the State or civil society, in the absence of clear regulations or procedures for the attention of the migrant population.

III.2.1.1. The State as Guarantor of Rights: State GPs

This refers to the action developed by the organs, institutions, bodies, or public powers within the State that make up its structure. They may be an initiative of the central government or of the territorial entities (municipalities or localities). Thus, within the scope of the competencies, they are useful to solve a procedural or legal vacuum in terms of attention for the fulfilment of the migrant population's rights.

“Normative GPs” are actions in favor of the migrant population that are found in legal norms and have been issued by the competent authorities, according to the structure and functioning of the State. Thus, for the Colombian case, it may be a law, agreement, ordinance, resolution, and, in general, any norm with the material force of law; that is, having an abstract, general, and impersonal character.

It is possible to find “administrative GPs,” such as proposals for coordinated work and/or new ways of attending to the migrant population, which are combined with the strengthening of social services in host communities. These may be rules at various levels of intervention that constitute a cross-cutting axis to guarantee the fulfilment of migrants' rights. If we look at the recommendations to States by the Global Compact on Migration (UN, 2018a), we can see how its 23 objectives set forth the need to adopt measures at the regional, local, and global levels through norms that seek to provide a coherent response to migration in a coordinated manner.

The UN Special Rapporteur on the human rights of migrants, as well as the Rapporteurship of the Inter-American System, have highlighted on several occasions the importance of domestic legislation as a mechanism for the fulfilment of migrants' rights (UN, 2018b, p. 25; OAS, 2013). For

their part, international organizations conceive the development of GPs as a series of coordinated actions that can be implemented by States at the domestic level, but that are consistent with the international commitments acquired by them, within the framework of the obligations contained in international human rights treaties (UN, 2017a, p. 3).

III.2.1.2. Convergence of Actors: GPs by Civil Society, International Agencies, and Churches

Frequently, guidance on accessing the rights of vulnerable populations is not always provided by the State. Thus, the participation of civil society, international agencies, and churches plays a leading role, resulting in a shared responsibility framework that tends to the migrant population.

Civil society actions are often supported by international cooperation, in a context of solidarity efforts. The initiative by international agencies obeys the mandates of international bodies within international cooperation. This is the case, for example, of the work by UNHCR, IOM, and ILO. The work carried out by UNHCR in this area, for example, has been fundamental in identifying a series of replicable actions for the adequate attention of migrants and refugees (UNHCR, n.d.b).

Churches have also contributed to the attention of the migrant population. Thus, the actions of the Jesuit Refugee Service and the Scalabrini orders, among others, are internationally recognized and have acquired legitimacy among various actors (Marín, 2017, p. 47).

III.2.2. According to the Area of Impact of the GPs

III.2.2.1. GPs in Emergency Relief: the First Contact with the Migrant Population

These actions are aimed at meeting the immediate needs of migrants and ensuring their survival. They are specific measures that occur in emergency situations, such as temporary shelters, vaccinations, food assistance, clothing and assistance kits for travelers. The IOM points out the importance of this attention in the case of migration from Venezuela, since in most cases, the health of these people is undermined upon arrival in the State of destination, and they require access to basic rights due to unsatisfied basic needs (IOM, n.d.).

The development of these measures reduces the vulnerability of migrants and prevents it from intensifying, since the travel conditions of many of these people occur in contexts of extremely high risk to their lives and personal integrity. Objective No. 7 of the Global Compact on Migration urges States to work through bilateral, regional, and international cooperation to determine the profile of the migrant population and, based on this, to deploy actions to achieve the protection of human rights under the assumptions of the differential approach (UN, 2018a, p. 23).

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III.2.2.2. GPs in Humanitarian Aid: Meeting Basic Needs

GPs on humanitarian aid can be defined as complementary assistance to the emergency phase, since by the time they are provided, the causes that prompted migration have not disappeared. The purpose of these actions is to provide basic food services, temporary support in clothing, camps and lodging, reception, and listening centers.

This assistance is characterized by its temporary nature. Traditionally, this assistance has been provided for terms of three months in the case of forced internal displacement in Colombia (Law No. 387, 1997, art. 15), and, given that in the case of international migration there are still no very clear rules on the operation of these actions, it is common for the measures adopted to maintain this parameter for the case of this country.

The concept of humanitarian aid can be understood from a double dimension, as a phase within the migratory process and as an autonomous right (UN, 1998). Although this is a very relevant aspect, it seems that the dimensions of attention do not transcend, and the responses of Latin American States to migration in contexts of crisis of the Venezuelan population have oscillated between immediacy, with exceptional measures that guarantee relative legal certainty for a specific and short time, and more consolidated responses, which grant guarantees for permanent residence and enable family reunification processes, thereby providing a space suitable for planning life trajectories within a host context (Gandini *et al.*, 2019, p. 4).

III.2.2.3. Pedagogical GPs: Clear and Safe Service Channels

In migration processes, it is common for the migrant population to be unaware of their rights and institutional service channels upon arrival in the State of destination. For this reason, the information condensed in flowcharts, information diagrams, service channels, and directories, among others, are very useful. It is the duty of the State to develop these schemes; however, social organizations and international agencies offer contributions in this area.

On this point, it is appropriate to bear in mind that the Global Compact on Migration highlights in Objective No. 3 the importance of clear information throughout the mobility process. In order for a State to adequately crystallize this purpose, it is necessary to resort to various information channels according to the characteristics and particular requirements of the population. The existence of information sites located along the migratory routes is of great importance, as they are the channels for finding out about access to services and legal advice necessary for information on rights. Such information should have a

differential approach, as this reduces vulnerability indexes (UN, 2018a, p. 19).

III.2.2.4. Hosting Actions: Humanitarian Attention GPs that Guarantee Human Rights

The GPs in this phase of the migratory process imply the recognition of the rights of migrants in all their dimensions; that is, the guarantee of benefits that go beyond humanitarian attention and seek the full dignification of the person in the long term.

It is worth bearing in mind the International Convention on the Protection of the Rights of All Migrant Workers and Members of their Families (CMW), since the international treaty sets forth in article 1.2 the need for the protection of the migrant to be evident throughout the migration process (UN, 1990). For its part, some of the General Comments (GC) issued by the Committee on Migrant Workers and Members of their Families have expressed the imminence of this protection in order for the rights to be fully recognized by the States (2011, p. 29f).

Attention to the migrant population is of such importance that the Global Compact on Migration expressly defines that States must “cooperate to respond to the needs of migrants in situations of vulnerability and assume the corresponding challenges” (UN, 2018a, p. 13). Among the GPs, we can refer to initiatives that address issues, such as the reception of people at the border, which should be dignified, respectful of people's rights, and with a differential approach, so that priority attention is recognized and guaranteed for pregnant women, unaccompanied children, the elderly, those requiring special health care, people with disabilities, refugees, and returnees. Among these aspects, easy access to information on rights, goods, and services is of great relevance (2018a, p. 10). Along these lines, the language in which information is provided to migrants should be accessible in terms of language and cultural aspects.

Although the State may legitimately exercise border control, this function must be harmonized with the management of other entities that contribute to guaranteeing human rights, as in the case of agents of the Public Prosecutor's Office. Likewise, the authorities responsible for employment issues and the entities in charge of children and women are essential actors. The accompaniment of international organizations and civil society can also provide support in the reception of the population, after coordination with the institutional framework.

III.2.2.5. GPs for Social Integration with Guaranteed Rights

Once the migrant population is in the territory of the State, the great challenge of incorporation into the host community arises. Here, we

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can refer to the creation of an information system that allows the identification of occupational profiles from the moment of entry into the State and the promotion of association through cooperatives and entrepreneurial actions. Objective No. 6 of the Global Compact on Migration proposes the need for States to ensure sufficient national legal frameworks to guarantee access to decent work for the migrant population, so that progress can be made towards improving fair and equitable conditions in access to employment (UN, 2018a, p. 22).

Objective N° 16, aimed at working within the framework of empowering migrants and the host society to achieve true inclusion, recommends States to deploy a series of actions on several fronts, including the promotion of a culture of respect for human rights and diversity, integration into the formal labor market, promotion of family reunification, and promotion of safe and respectful school environments, all under the assumption of eradicating discrimination and recognizing the right to equality (UN, 2018, p. 32).

Accordingly, it is clear that the education sector is an essential actor in the process of integration and the fight against discrimination and xenophobia. In this regard, actions could be undertaken, such as the use of pedagogical practices in all areas involving art, sports, games, and gastronomy to strengthen knowledge of the other and coexistence.

For its part, the institutional framework plays a leading role in the orientation and pedagogy of rights through the design, updating, and dissemination of tools, such as information channels, brochures, and initiatives for access to institutional services in the areas of health, education, labor, housing, and access to justice, among other rights.

The importance of rights lies in their effective exercise, which implies that the Colombian State creates mechanisms for the implementation of constitutional postulates, which are materialized through legal norms, including public policies developed in the central and territorial axis.

IV. APPROACH TO THE ANALYSIS OF THE ROLE OF SOUTH AMERICAN CITIES IN THE FACE OF MIGRATORY FLOWS FROM VENEZUELA

In order to address the reality of Venezuelan migration in Latin America, in addition to the measures implemented at the national level by the countries described in the first part of this article, including regularization measures, it is relevant to analyze those measures that, from the local scenario in these countries, can be identified as GPs, according to the classification made in the second section of this text.

Based on the above, we will present the way in which some Latin American cities have dealt with the growing Venezuelan migration in this region from their own reality, given that these territories experience and provide attention to the migrant population. This analysis will be carried out on the basis of the local GPs adopted by capital, border, and intermediate cities, which in some cases build on the measures implemented at the national level, as explained above. Likewise, the aim is to classify these actions within the categories of GPs proposed in the previous section.

IV.1. Lima: City of GPs by the Civil Society and International Agencies

Lima is a destination city for most Venezuelan migrants in Peru; moreover, at least 66.8% of Venezuelans express that this city is their destination (IOM & UNICEF, 2019, p. 8). In this sense, it is relevant to analyze some of the main strategies implemented to meet the needs of migrants in transit and destination with a view to identifying the GPs applied.

According to the proposed classification, the city of Lima shows evidence of a contrast of actions that favor the participation—depending on the actors—of civil society in the area of impact, concentrated in emergency and humanitarian actions. Thus, the work of the UNHCR in Peru should be highlighted, especially in the city of Lima, through a collaborative partnership with government institutions, civil society organizations, religious entities, and other UN agencies, which has allowed the implementation of a) responses to emergencies and humanitarian assistance (mainly in the border area), among which shelters, the delivery of basic necessity products, and medical and psychosocial assistance stand out; b) coordination of a comprehensive response to the increase of Venezuelan migrants in Peru, co-leading the Working Group for Refugees and Migrants (GTRM); c) financial and technical support to the Special Commission for Refugees (CEPR) of the Ministry of Foreign Affairs; d) support, in coordination with civil society, for asylum seekers; and e) advice and technical assistance to strengthen institutional capacities and public policies for stronger mechanisms to respond to migration (UNHCR, n.d.c).

UNHCR's work in Lima combines emergency and humanitarian assistance GPs with educational measures focused on migrants and those supporting the Government to establish regulatory and administrative GPs to meet the needs of the migrant population in the Peruvian capital.

On the other hand, as initiatives of civil society and international agencies, it is noteworthy that as of March 20, 2019, it was estimated that around 10,000 Venezuelan immigrants had received humanitarian

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aid within the previous six months, provided by the NGO World Vision Peru. The attention provided by this NGO is given to families with children under 18 years of age who are in transit or settled in temporary shelters; unaccompanied children; and groups of families with pregnant women, breastfeeding women, mothers who are heads of households, older adults, and people with serious illnesses and disabilities (Correo, 2019).

Support focused on a) attention in emergencies through the delivery of food, water, hygiene kits, the development of vaccination processes, and the habilitation of temporary places of refuge, among others; b) urgent protection to migrant boys and girls through child-friendly spaces, where psychosocial and emotional support is provided in addition to counseling for the prevention of labor exploitation, sexual exploitation, abuse and trafficking of migrants in transit; and c) programs in coordination with the government, civil society and churches to promote social, economic, and cultural inclusion through community programs aimed at preventing xenophobia and promoting employability and entrepreneurship for Venezuelan migrants. The attention provided by World Vision Peru is mainly on the border of Tumbes, while Lima has nine shelters in partnership with the UNHCR (Correo, 2019).

Finally, although these measures have not been implemented in Lima, they are the result of joint work between 'Encuentros', of the Jesuit Solidarity Service, and the UNHCR in the province; while the capital has opened three Support Centers for Refugees and Migrants (CAREMI) in the districts of San Martín de Porres, San Juan de Miraflores, and San Juan de Lurigancho. The CAREMI are considered safe spaces for migrants, where they are provided with orientation regarding their migratory status; service channels for health, education, and labor services, among others; and legal attention. Its purpose is to be a meeting point for Peruvians and Venezuelans to strengthen community projects (UNHCR, 2019).

The CAREMI represent a GP in which civil society, the church, and international agencies come together, coordinating with each other to provide humanitarian aid for adequate access to rights for the migrant population that comes to them. They also promote social integration between migrants and the host population, finding common ground.

In conclusion, during the period analyzed, and as a result of Venezuelan migration, both in transit and destination in Peru, and especially in the capital Lima, measures have been implemented as a result of cooperation and coordination between international agencies, the church, and civil society to provide humanitarian aid, promote the social integration of migrants into the host community, and support the government in the implementation of public policies that guarantee rights.

IV.2. Quito and Guayaquil: Cities with GPs by the State and Civil Society

Quito, the Ecuadorian capital, has been an example of adoption of GPs, based on the State actor, through regulatory actions that promote respect for people in a situation of human mobility, for example: a) Metropolitan Ordinance No. 271, of 2008, declared human mobility as public policy; b) the Territorial Ordering Plan (2015-2025) institutionalized the comprehensive social policy with emphasis on vulnerable groups; and c) Metropolitan Ordinance No. 188, of 2017, implemented and regulated the Comprehensive Protection System to guarantee human rights to groups in situations of vulnerability and priority attention, within which migrants are included (Consejo de Protección de Derechos, 2018).

These provisions represent State, regulatory, and administrative GPs focused on the protection and guarantee of human rights to vulnerable groups. The actions are not only aimed at protecting Venezuelan nationals, but also include all migrants within the country¹¹.

In Quito, it is possible to identify GPs depending on the actor. In this regard, it is interesting to highlight the presence of civil society through the essential role played by foundations in providing humanitarian assistance to Venezuelan migrants, an example of which is the Casa del Migrante Buen Samaritano shelter. This place provides a resting space for a period of no more than five days for migrants in transit, shelter for a month to migrant families with the intention of staying, support for entrepreneurship, and food for families already settled (Heredia & Trujillo, 2019).

The work of the organization 'Alas de Colibrí', for its part, seeks to defend human rights and prevent xenophobia through legal and psychological counseling in contexts of human mobility and risks associated with migration. Similarly, it supports the search for decent housing and entrepreneurship for migrants (Heredia & Trujillo, 2019). These two organizations represent GPs on emergency attention and humanitarian aid.

For its part, Guayaquil receives about 6% of the Venezuelan population doing informal productive activities (Pesantes, 2019), which is why it is convenient to analyze its GPs. Reference can be made to the Safe Human Mobility Program promoted by the Police, through which information was given to foreigners on migration policies. This measure has been articulated with the Permanent Committee for Human Rights and the Ecuadorian Red Cross (National Police of Ecuador, 2019).

¹¹ "The last Population and Housing Census (INEC, 2010), registers nationally 30,133 migrants from 157 nations of the world; 75% of this migration is concentrated in Quito" (Consejo de Protección de Derechos, 2018).

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The above is an example of reception GPs from the State that promote a clear overview of the requirements necessary for regularization in Ecuadorian territory and, at the same time, bring the migrant closer to the institutional framework of the State.

In terms of emergency and humanitarian aid GPs, the work of the Ecuadorian Red Cross is representative, which activated fifteen points of attention in several provinces and provided 7,794 medical and dental first aid services, in addition to supplying water and psychosocial care, as well as support in nutrition, recreation, and hygiene (El Universo, 2020).

GPs promoted by the civil society were also evident in the city of Guayaquil. An example of this is the help house for LGBTI migrants founded by the organization *Diálogo Diverso*, which welcomed Venezuelan migrants who required support in cases of homophobia and xenophobia (Albán, 2020). The initiative is part of the policy 'Mi Casa Fuera de Casa' (Home away from home), which offers psychosocial care, advice on migration regularization issues, discrimination reporting, and medical issues (*Diálogo Diverso*, n.d.).

Thus, in both Quito and Guayaquil, there is a convergence of GPs promoted by local entities and civil society that includes pedagogical tools, social integration, humanitarian aid, and emergency assistance to the migrant population.

IV.3. Buenos Aires: City of Pedagogical and Integration GPs

Twelve point eight percent (12.8%) of the people living in Buenos Aires are foreigners (Etchenique, 2020). With the increase in Venezuelan migration, 70% of migrants from that country who arrived in Argentina settled in the capital (Fitz Patrick, 2019). Argentina has been characterized as a destination country for immigrants, and, in recent years, the presence of Venezuelans in Buenos Aires has increased.

Consequently, the Government's Undersecretariat for Human Rights and Cultural Pluralism has created programs such as BA Migrante (Migrant Buenos Aires), aimed at implementing information, awareness-raising, consultation, and participatory management strategies to address the issues raised by migrants and strengthen the process of inclusion in the city. This program created the Information and Orientation Center for Migrants and Refugees, accessed through a mobile device with staff in charge of providing information on procedures related to residence; national ID card; and access to health, education, and work for the population (Buenos Aires Ciudad, 2018). Said initiative is a GP based on the actor, the State in this case—pushed by the local government—, which allows the population to access information related to their

migratory situation, as well as that related to the access and guarantee of their rights. This also identifies it as a pedagogical GP.

In terms of protection of migrant women's rights, the 'Todas' program makes integration visible and promotes non-discrimination of migrant women in Buenos Aires through citizen participation, with a focus on human rights, gender perspective, and interculturality. The program offers training and awareness-raising on rights, gender, and migration; activities to commemorate cultural diversity; accompaniment to migrant organizations and women to strengthen networks; construction of social and community projects; resource allocation, and coordination with organizations and agencies related to migration (Buenos Aires Ciudad, n.d.a).

The 'Buenos Aires Convive' program was also adopted, designed to promote good coexistence in the city based on plurality and inclusion through training aimed at educational institutions, public administration entities, companies, and health centers, among others. The main lines of action of this initiative focused on normative training, dialogue, and respect for diversity (Buenos Aires Ciudad, n.d.b). This action can be classified as a pedagogical and social integration GP.

It is also relevant to highlight as a GP based on the State actor—in this case, specifically, institutional—the Undersecretariat of Human Rights and Cultural Pluralism, which is responsible for addressing issues related to human rights for all persons residing in Buenos Aires (Buenos Aires City, n.d.c), including in its work the attention and integration of migrants.

In short, this capital city has made progress in programs of attention, orientation, accompaniment, and inclusion based on the recognition of the value of diversity of all nationalities and cultures. This has generated scenarios that allow promoting the integration of migrants through pedagogical strategies. It should be noted that, at the local level, no measures were found exclusively for Venezuelans, which is due to the city's migratory profile and history.

V. COLOMBIAN CITIES AND THEIR RESPONSE TO MIGRATORY FLOWS: DOCUMENTATION OF GOOD PRACTICES

Colombian cities are examples of a solidarity dynamic in responding to migration with limited public resources. In this regard, the experiences of international agencies, NGOs, and churches are illustrative. Such interventions constitute emergency and humanitarian aid with innovative aspects derived from the experience in terms of attention to the internally displaced population.

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As a result of the Diagnosis of Migration project, the local experiences of ten Colombian cities¹² were analyzed, and, for the presentation of the GPs, seven of them were selected for this paper: Bogotá, Cúcuta, Pasto, Barranquilla, Tunja, Pereira, and Medellín. As part of the ‘Feminización de la Migración Venezolana’ (Feminization of Venezuelan Migration) project, fieldwork was carried out in Cúcuta, Santa Marta, Pereira, and Bogotá; and some of the good practices with a gender approach identified are also described in this section.

V.1. Cúcuta: State Regulatory and Administrative Good Practices in the Main Host Border Area

It is an intermediate border city with a population of 703,000 people, according to data from the National Administrative Department of Statistics (DANE) for 2019. It can be said that, as a city, it has been the one that has received the greatest impact of the mobility of Venezuelan people, as it recorded an increase of migrants from 0.8% to 5.5% that year (Mazuera-Arias *et al.*, 2019, p. 29), while in the month of December of the same year, a total of 93,461 migrants from that country were reported.

The study entitled “Migration in Northeastern Colombia” (Ramírezparis *et al.*, 2019) identifies the main migration corridors in the region and prioritizes the analysis of some of its communes, with emphasis on guaranteeing the rights of this population. It is concluded that the possibility of migratory regularization is directly linked to the exercise of the rights of the population of origin.

From an institutional point of view, it is observed that the situation has exceeded the capacity of the regional government and one of the critical sectors is health, since the morbidity and mortality figures of Venezuelan people, especially pregnant women who receive care at the Eduardo Meoz University Hospital, were worrisome in the period analyzed and gave rise to various strategies to ensure basic care for this population.

The researchers found State GPs of a regulatory and administrative type led by the public sector, among which we can mention the issuance of Ordinance No. 003, of May 2017, by the Departmental Assembly of the region, which proposes a broader and more inclusive integration through a collective instance called the Departmental Council for Comprehensive Attention to the Migrant Population. This GP has several aspects to consider, namely a) the convening of this Council is institutional; b) it has a regional emphasis; c) it focuses on the articulation of functions related to the attention to migrants; d) it seeks

12 Bogotá, Santa Marta, Cartagena, Barranquilla, Cúcuta, Bucaramanga, Pereira, Pasto, Soacha, and Tunja.

a unified coordination center; and e) it responds to alerts and urgent actions to guarantee the rights of migrants in this region.

An interesting finding shows how the inter-institutional relationship between the territorial government, NGOs, and universities has been strengthened and how the so-called border impact plan has been formulated to meet basic needs. Likewise, the exercises of dialogue between the immigrant population and the local population promoted by the Border Secretariat of the Governor's Office to promote integration are also noteworthy.

Regarding the right to education, the issuance of Circulars No. 45 of 2015 and No. 7 of 2016 by the Secretariat of Education presents us with legal instruments with interesting characteristics to be considered as normative GPs because a) its objective is to guarantee the right to education for Venezuelan migrant children; b) it is complemented with the Colombian migration guidelines; and c) it harmonizes and facilitates the work of the directors of official and non-official educational institutions, facilitating the management of the documentary requirements imposed by Migration Colombia officials to Venezuelan students.

On the right to health, during the period under study, the coverage of services for pregnant women was expanded and Venezuelan children born in the city's hospitals were included in the System for the Identification of Potential Beneficiaries of Social Programs (SISBEN).

Specific actions by State entities in the area of infrastructure are also recognized, benefiting local and migrant populations in some municipalities, such as Los Patios.

The evidence of good practices led by NGOs, churches, and intergovernmental agencies is diverse and equally valuable. Among them, we can mention a) emergency aid (for immediate survival) provided by organizations such as the Entre Dos Tierras Foundation, el Hogar del Peregrino, and la Pastoral Social, which provide specific support for migrants in areas such as housing, clothing, medicines, and kits for travelers in transit; b) humanitarian aid experiences, such as the soup kitchen of Divina Providencia, which offers temporary support for house rental, or the reception and listening centers promoted by Pastoral Social; c) humanitarian action through initiatives for the protection of migrants, where the work of Corprodinco is identified, which provides accompaniment to migrant women victims of gender-based violence in addition to child protection through a training classroom for civil servants; and d) pedagogy on migrants' rights through pedagogical actions and specific brochures on service channels (Ramírezparis *et al.*, 2019, pp. 57-85).

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V.2. Pasto: The Border Crossing To and From South America

In the department of Nariño, we analyzed the cities of Pasto, its capital, and Ipiales, where the Rumichaca international bridge is located, which has suffered the greatest pressure from transit migration since August 2019¹³. Nariño is a region where the human rights situation for the general population has worsened and activities such as irregular migration, human trafficking, and sexual exploitation of minors have increased.

In the review conducted by the researchers (Goyes *et al.*, 2019, pp. 87-117), relevance is given to the urgency of care for migrant women and the need for specific actions to address cases of pregnant women, in addition to children who, in many cases, are unaccompanied.

Evidence of GPs led by NGOs, churches, and intergovernmental agencies is diverse and equally valuable. These actions could be organized into a) emergency aid through campaigns led by church food banks and foundations; b) humanitarian aid, which has been a priority and includes food, temporary housing, and supplies to guarantee a dignified stay; and c) humanitarian actions and human rights education through legal and social brigades carried out with universities, UNHCR, and Opción Legal. Legal advice is provided primarily at border crossings (Ipiales and Rumichaca International Bridge) and deals with issues of regularization and access to rights.

As a GP with convergence of actors, the agreements signed by the health care institutions stand out, which have enabled to attend to numerous migrants, especially the most vulnerable. These services include access to general medicine, vaccinations, nursing, psychology, dentistry, nutrition, and gynecology, among others.

Finally, as State GPs, the binational meetings between authorities in charge of humanitarian attention at the border have been very valuable. Thanks to these meetings, important agreements have been reached in the areas of health, guaranteed rights, and security for migrants.

¹³ In the infographic *Colombia. Venezuelan Refugees and Migrants* (R4V, 2019), very high figures are referenced for the number of attentions by Migration Colombia at the Rumichaca Bridge: 978,505 people attended in 2018 and 782,828 until September 2019. These movements of people were directed to the south of the continent. The pandemic changed the direction of these migratory flows, and since March 2020 the main challenge for the authorities of Nariño is related to the Venezuelan and Ecuadorian population coming from Ecuador irregularly and the increase of COVID-19 cases, being Ipiales the municipality with the highest number of cases in the department.

V.3. Barranquilla: A Host City for Migrant and Returnee Women

The dynamics of reception of migrants and returnees in the Caribbean Coast and especially in the city of Barranquilla, according to research, is characterized by the relationship that the coastal population of Colombia has had with Venezuela for a long time. Many binational families have welcomed their members (returnees) into their social and working life. Similarly, Venezuelan migrants in this city saw support and a spirit of integration.

By 2019, Barranquilla had a population close to 60,000 migrants with serious health and nutrition problems and lack of comprehensive protection of their rights. Institutional initiatives then arose to seek the required interdisciplinary attention from the district (El Herald, 2019).

In Barranquilla, according to the work of the researchers (Almanza *et al.*, 2019), the right to health of migrant women was prioritized, by evidencing the high number of pregnant women who came to request services in hospitals. It is concluded that with the implementation of the administrative GPs jointly coordinated in health, access and comprehensive care for Venezuelan migrant women who are pregnant is improved. These health actions guide the municipal government to formulate policies, programs, and projects in order to improve priority health care for Venezuelans.

As a regulatory good practice, Barranquilla approved, in August 2019, by means of an Agreement sanctioned by the Municipal Government, the first local public policy for the comprehensive care of vulnerable migrants from Venezuela. The central axes of this policy are, basically, the implementation of social and humanitarian assistance in health and education with a differential approach for children, adolescents, and the elderly. It proposes the coordination of the different local and national authorities to provide an effective response to migration.

V.4. Bogota: Migrant-Receiving City

The capital of the republic is described as a destination city because of the opportunities it can offer for migrants. It has been the largest recipient of population in Colombia and by December 2019 had 357,667 Venezuelan migrants. In the period under review, it is worth highlighting the coordination of the various district secretariats with international agencies to provide humanitarian aid to the migrant population, the idea of building an alternative social registry of Venezuelan migrants, the creation of a center for migrant care and integration as a GP for humanitarian assistance (housing, food), as well as the plan to build district shelters for transient migrants despite the difficulties they overcome (Torres *et al.*, 2019, pp. 224-228).

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In terms of the right to health, in the district, there have been inclusion actions in the SISBEN, health care, and preventive tasks, such as vaccination of the population that arrived in shelters and various locations of the city (Alcaldía Mayor de Bogotá, 2018).

Regarding the right to work, good practices were identified through the dialogue promoted in the working groups of the Regional Diagnosis of Migration project with a focus on human rights 2014-2018, and it was found that the District Administration designed service channels on labor issues and provided specialized advice to people to submit their resumes to job platforms such as the Public Employment Service (SISE), without being discriminated on the basis of their immigration status.

As administrative GPs resulting from coordinated work, there are experiences such as the one carried out by the District Attorney's Office, where guidance is provided to migrants to guarantee their rights and even judicial actions have been led to protect them. Through the human rights delegate, visits have been made to neighborhoods where there is a larger Venezuelan population, and advisory and awareness-raising activities have been scheduled for the receiving and migrant population, with emphasis on the rights of women, boys, and girls (Personería Distrital de Bogotá, 2018).

On the right to education, administrative GPs aimed at guaranteeing social integration through education were observed. It is worth mentioning the 'Matriculatón' initiative, the application of flexible educational models and document flexibility. The 'Matriculatón' was a proposal from the Ministry of Education, but its implementation was carried out in the municipalities and, in the case of Bogota, included a large media campaign inviting parents to enroll their children in school, giving them clear information on the benefits they would receive from educational institutions.

As the response was favorable, it became necessary to adapt strategies to guarantee access to education in decent conditions for Venezuelan students, and resources were invested to provide new spaces, better logistical conditions, more flexible documentation with a single number for migrant students, access to libraries, school meals, and a greater number of places.

To strengthen the rights of migrant women, there are pedagogical and advocacy GPs such as media observatories, with specific lines related to gender issues. Similarly, strategies have been designed to reflect on the work of migrant female caregivers (Rojas & Luna, 2018, pp. 65-68).

V.4. Tunja: Route for Walkers

Tunja is considered a city of migratory transit of Venezuelans with a paradoxical characteristic, i.e., given that, amid the Bicentennial of Independence, the routes used by Bolivar's army coming from Venezuela are the same ones used today by Venezuelan brothers and sisters in search of new life opportunities. And the same in the opposite direction: during the pandemic, these have been used by migrants to return to their country of origin, to the point that, in the period under study, about 11,000 people have been recorded (Guerrero & Chinome, 2019, p. 269).

In this section, attention is drawn to the description of good practices, such as a) access to education regardless of legal status; b) student protection insurance; c) leveling and adaptation to the Colombian education system; d) migrant assistance points (PAM), support for walkers, food supplement assistance, follow-up and economic subsidy to families established in Tunja; e) the weighting and characterization plan to identify the most at-risk cases of migration; f) the program to reestablish family contacts (calls, free internet); and g) the cash transfer program (food card).

In terms of the right to education, during the period under study, programs were developed that benefited Venezuelan citizens regardless of their migratory status, guaranteeing their fundamental right to education. To this end, interviews and guaranteed places in any public school were made possible; and, in addition, Venezuelan students received coverage under the student protection insurance, as well as options for leveling and adaptation to the Colombian educational system.

The Colombian Red Cross, for its part, carried out three primary care programs for Venezuelan migrants in this city, proposals that fall into the category of reception and social integration actions, as described below:

- Migrant Assistance Points (PAM): They seek support for a) the identification of routes by which migrants enter the department of Boyacá and the city of Tunja; b) the basic first aid care for walkers on the established routes; c) the delivery of refreshments and toiletries for walkers; d) specialized care with trained doctors, when necessary; and e) the weighting and characterization to identify the most relevant cases.
- Restoration of Family Links Program (FRP), which includes free telephone calls and internet access.
- Cash transfer program, whereby the migrant is issued a card redeemable in cash for the sole and exclusive purchase of food.

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As in most of the cities analyzed, there is an outstanding work of the Social Pastoral, with good practices in emergency and humanitarian aid through a) the identification of Venezuelan migrants through interviews, b) economic aid for travelers, c) food supplement aid, and d) follow-up and economic aid to families established in the city.

A valuable example of GPs through reception actions was observed in the work of the Hogar de Paso Espíritu Santo in Tunja and Boyacá, where support services were provided in health, clothing, accommodation, housing, orientation, and advice on the migration process until the end of 2019. Unfortunately, the Mayor's Office ordered the demolition of the building (under concession) where the home operated, leaving users with no alternative.

Finally, this paper highlights the contribution of legal aid offices in terms of their advisory work to guarantee the rights of migrants through guardianship actions in addition to the promotion of alternative dispute resolution mechanisms (Guerrero & Chinome, 2019, p. 274).

V.5. Pereira and Medellín: The Emigrant DNA is Now a Receiver

These two cities stood out for decades as cities of Colombian emigrants living abroad, but in the period studied they became a transit and destination region. In Pereira, about 12,156 Venezuelan migrants were reported, and in Medellín the figure was 86,201. Despite the emigrant DNA of both cities, in Pereira and Medellín there is evidence of xenophobic behavior and difficulties in accessing the rights of this population. Likewise, there is a lack of mobility policies.

As GPs in the city of Pereira, we point out a) the interdisciplinary brigades that provide legal/social and health information; and b) the Attorney's Office of Pereira and the Secretariat of Social and Political Development of the municipality, which are leading a proposal for the creation of an initiative containing articulated service channels for the migrant population (Hurtado *et al.*, 2019, pp. 376-380).

In this city, two pedagogical and advocacy good practices are also recognized, developed with the support of a convergence of actors: the first, aimed at promoting spaces for discussion and debate on gender and migration issues in the media; the second, a proposal—generated within a group of returned women—aimed at strengthening paid care services provided by Venezuelan and Colombian migrants who have returned from Spain as a labor and inclusion alternative (Rojas & Luna, 2018, pp. 65-67).

In the city of Medellín, the following stand out as GPs: a) the implementation of university agreements with the Office of the United Nations High Commissioner for Refugees (UNHCR) and the Opción Legal Corporation through which the first International Protection Program (PPI) was opened at the University of Antioquia, which has been offering, since 2017, free legal consultancy to foreigners who require international support in different issues related to the exercise of their rights. In parallel, as a normative GP, it is noted b) the public policy of the Municipality of Medellín, as it responds to the dynamics of integration, inherited from the historical processes of attention to victims of the armed conflict. Thus, the system of care for vulnerable populations is taken up again, guaranteeing health care for pregnant women and migrant children.

VI. CONCLUSIONS AND MAIN FINDINGS

The reality of migration in the Southern Cone has had diverse dimensions, which has had a definite impact on the level of development of migration policies, the dynamics of integration of the immigrant population, the institutional and civil society responses, and, consequently, on the access to rights of this population.

State regularization actions conceived in this paper as State GPs are directly related to access to rights in the case of the Latin American region, where there are various trends, ranging from temporary to definitive measures. Therefore, depending on the tendency assumed by the States with regard to documentation, this will have an impact on the greater or lesser development of GPs, in accordance with the classification proposed in this text.

As to the concept of GPs, these are considered as a set of actions implemented by various actors and oriented to face a situation or challenge through innovation, usefulness, and transfer of results. In turn, given the human rights perspective used in this research, it is estimated that they should be built on the basis of participatory exercises, incorporating the differential approach.

As a conceptual contribution, the GPs applicable to the migratory context can be classified according to the actors that lead them, and, among these, it is possible to find both State actions and those promoted by civil society, international agencies, and churches. On the other hand, they can be classified according to the area of impact, being oriented to emergency aid, humanitarian aid, pedagogical practices, or being of a reception and integration nature. To date, there is little research that offers systematization parameters for migrant GPs.

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The identification and implementation of the GPs in the selected cities made it possible to find particular cases according to the type of city and to exemplify the national measures in concrete experiences. Thus, in the capital cities of Lima and Bogota, for example, coordination actions between institutions and international agencies can be perceived to address the migratory wave. However, in these two State capitals, it is possible to identify a perception of the temporary nature of migration from Venezuela, which is why the measures in force are short-term and tend to address a particular situation, which implies a lack of knowledge of the trend towards the permanence of this migration.

The other two capitals analyzed (Quito and Buenos Aires) present an interesting contrast in terms of the applicable regulatory framework and the concrete measures adopted to address migration from Venezuela. Thus, it could be affirmed that both cities, based on the application of national legal measures to address migration, propose a trend towards the universal reception of foreigners. Despite the above and the coincidences from a formal point of view, the distances between these two cities are evident in the practical application of the actions, since the policy implemented for the Argentinian city is based on a long tradition of reception of people that has a positive impact on the access to rights. On the contrary, in the case of Ecuador, the apparent national measures of openness have regressed due to restrictive entry policies, requirements, and difficulties in guaranteeing the rights of migrants.

In addition to the capital cities, this analysis also illustrated GPs in border cities, among which it is possible to find points of convergence and divergence. Thus, for example, Guayaquil, Cúcuta, Pasto, and Barranquilla, for migratory purposes, act as transit cities, either because they facilitate movement within the country to which they belong or because they are a corridor for entering other States in the region. Given this situation, in these urban centers there is a tendency towards an increase in the risks associated with migration, such as smuggling of migrants or human trafficking, which intensifies the impact on the rights of the population in a situation of human mobility.

As for the intermediate cities, since all of those analyzed belong to Colombia, it is possible to find numerous coincidences derived from the absence of a national policy on migration. Thus, the territorial efforts represented in the GPs have focused on strengthening alliances with international agencies and civil society, and on seeking diverse and creative options to address the reality of migration. Although these actions may be innovative, they are based on short-term planning, lack budgetary sustainability over time and depend on international cooperation, and conceive migration as a temporary issue with high expectations of return, as is also the case in two of the capitals analyzed.

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Based on the classification of GPs according to the actors, it is observed that the coordination of entities favors sustainability, encourages participation, guarantees successful implementation, and facilitates their evaluation and social control. Notwithstanding the above, we believe that, beyond the systematization and classification of the GPs, it is necessary to generate research to measure their impact. That way, lines of action can be drawn for the identification and improvement of plans to generate an environment of protection for the rights of the migrant population.

Although this article focuses on the identification of good practices, it is necessary to point out that in the South American countries and cities analyzed there are numerous measures that we consider important to research in order to identify bad institutional or non-institutional practices that threaten the exercise of migrants' rights. Likewise, it is necessary to explore the perception of migrants in relation to what is considered GPs, as well as for cooperation agencies and State entities to carry out a constant evaluation and unify criteria for action in order to identify shortcomings and redirect efforts towards the adoption of measures for access to the rights of this population.

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