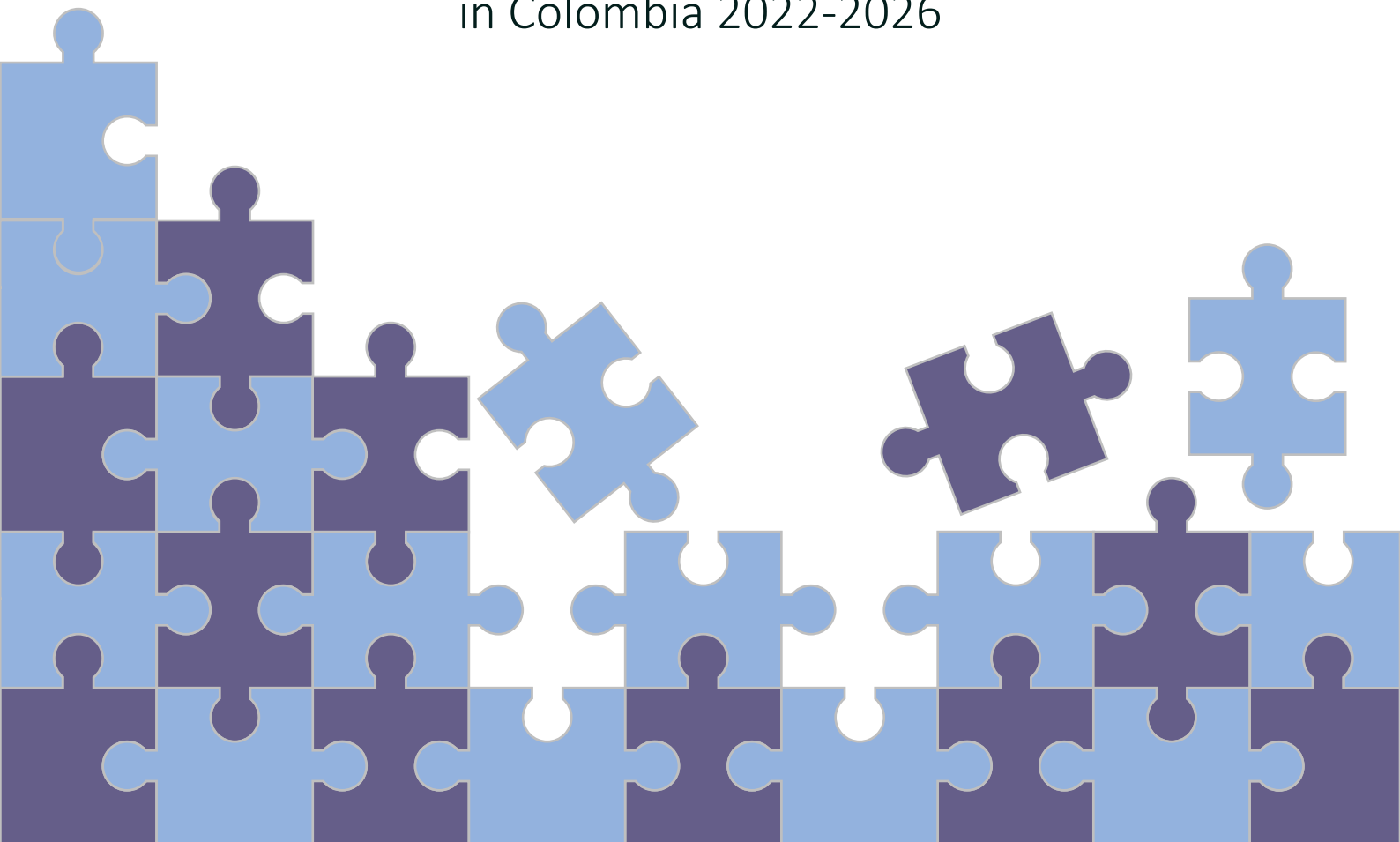
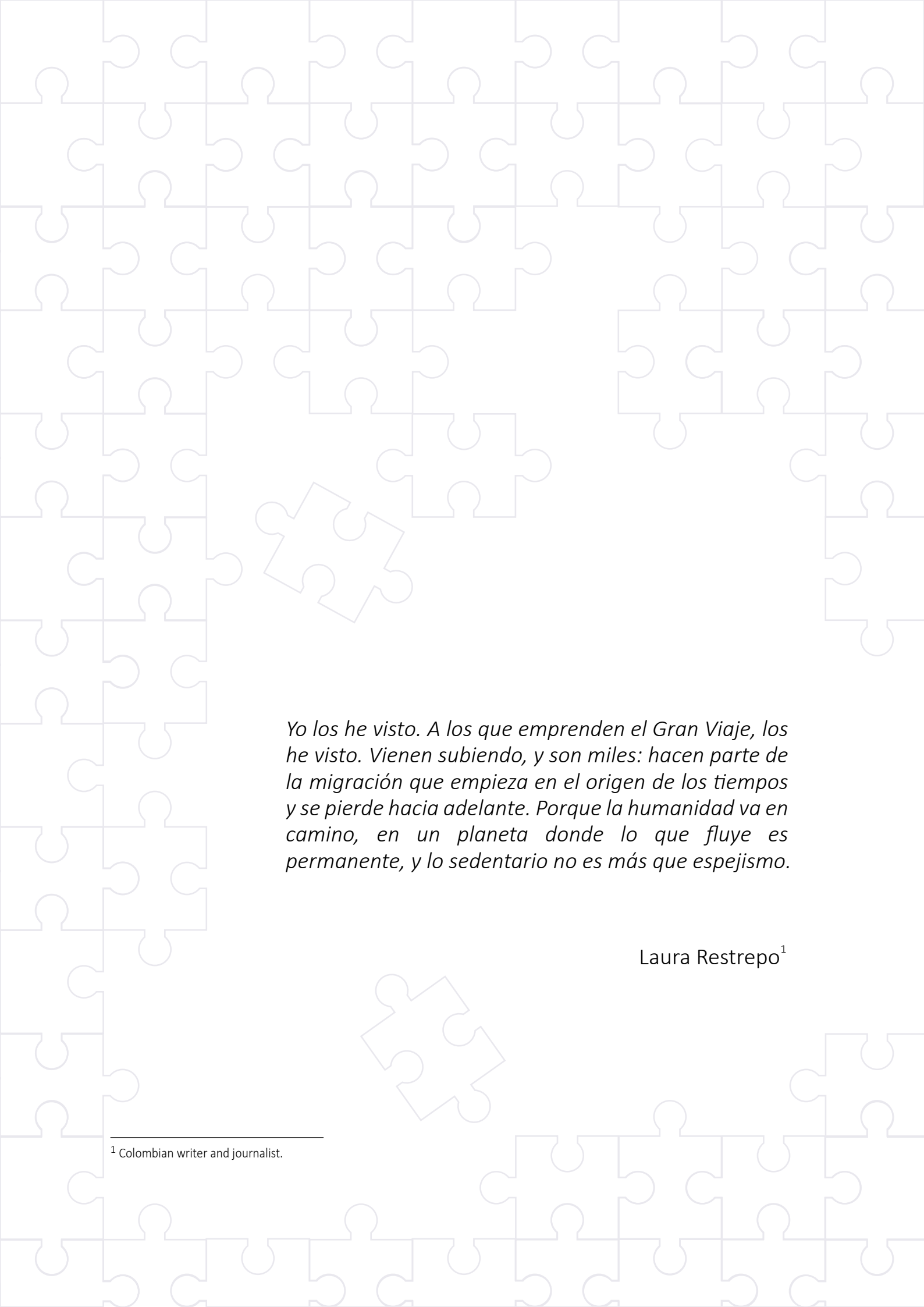


THE CHALLENGE OF INTEGRATION

Prospects and opportunities for migration management
in Colombia 2022-2026





Yo los he visto. A los que emprenden el Gran Viaje, los he visto. Vienen subiendo, y son miles: hacen parte de la migración que empieza en el origen de los tiempos y se pierde hacia adelante. Porque la humanidad va en camino, en un planeta donde lo que fluye es permanente, y lo sedentario no es más que espejismo.

Laura Restrepo¹

¹ Colombian writer and journalist.

This document is product of the research realized by the Observatorio de Venezuela's members attached to the Facultad de Estudios Internacionales, Políticos y Urbanos of the Universidad del Rosario. This research team is composed of its director, Professor Francesca Ramos; researchers Ronal F. Rodríguez and María Clara Robayo León; associated researchers Daniella Monroy Argumedo, Maria Fernanda Orozco and Txomin Las Heras Leizaola; and research assistants Alejandro Arias Bernal, Paula Puerto, Shirley Tarazona, and Eléa Hottin. María Clara Robayo León and Txomin Las Heras Leizaola were in charge of the research, and of writing and structuring this document.

The first research carried out in the Observatorio de Venezuela about migration was conducted by Professor Juan Camilo Ito. Today, in his memory, we continue to work for a better integration of our Venezuelan brothers and sisters in Colombia.

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THE CHALLENGE OF INTEGRATION

Prospects and opportunities for migration
management in Colombia 2022-2026

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October 2022



Observatorio
de Venezuela



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Abbreviations and acronyms

ASOCAPITALES	Colombian Association of Capital Cities (Asociación Colombiana de Ciudades Capitales)
CONARE	Advisory Commission for the Determination of the Refugee Status (Comisión Asesora para la Determinación de la Condición de Refugiado)
CONPES	National Council on Economic and Social Policy (Consejo Nacional de Política Económica y Social)
DANE	National Administrative Department of Statistics (Departamento Administrativo Nacional de Estadística)
DIAN	National Tax and Customs Office (Dirección de Impuestos y Aduanas Nacionales)
DIDIF	Border Development and Integration Office of the Department of Foreign Affairs of Colombia (Dirección para el Desarrollo y la Integración Fronteriza de la Cancillería de Colombia)
DNP	National Planning Department (Departamento Nacional de Planeación)
DTM - IOM	Displacement Tracking Matrix of the International Organization for Migration
ECHO	Humanitarian Aid and Civil Protection Department of the European Union
ETPV	Temporary Protection Status for Venezuelan Migrants (Estatuto Temporal de Protección para Migrantes Venezolanos)
GEME	Migration Studies and Statistics Group of Migración Colombia (Grupo de Estudios Migratorios y Estadística de Migración Colombia)
ICBF	Colombian Institute for Family Welfare (Instituto Colombiano de Bienestar Familiar)
IDMC	Internal Displacement Monitoring Centre
IMI	Multidimensional Index of Socioeconomic Integration of the Venezuelan Migrant Population in Colombia (Índice Multidimensional de Integración Socioeconómica de la Población Migrante Venezolana en Colombia)
INPEC	National Penitentiary and Prison Institute (Instituto Nacional Penitenciario y Carcelario)
IOM	International Organization for Migration
OMV	Colombian Observatory of Venezuelan Migration of the National Planning Department (Observatorio Colombiano de Migración desde Venezuela del Departamento Nacional de Planeación)
ONMS	National Migration and Health Observatory of the Department of Health (Observatorio Nacional de Migración y Salud del Ministerio de Salud)
PARD	Administrative Processes for the Restoration of Rights (Procesos Administrativos de Restablecimiento de Derechos)
PEP	Special Stay Permit (Permiso Especial de Permanencia)
PIM	Comprehensive Migration Policy of Colombia (Política Integral Migratoria de Colombia)
PPT	Temporary Protection Permit (Permiso por Protección Temporal)
RAMV	Administrative Registration of Venezuelan Migrants (Registro Administrativo de Migrantes Venezolanos)
RMRP	Regional Refugee and Migrant Response Plan
RUMV	Single Registry of Venezuelan Migrants (Registro Único de Migrantes Venezolanos)

RUNT	National Single Transit Registry (Registro Único Nacional de Tránsito)
RUR	Single Registry of Returnees (Registro Único de Retornados)
RUT	Single Tax Registry (Registro Único Tributario)
RUTEC	Single Registry of Foreign Workers in Colombia (Registro Único de Trabajadores Extranjeros en Colombia)
RUV	Single Registry of Victims (Registro Único de Víctimas)
SENA	National Training Service (Servicio Nacional de Aprendizaje)
SIMAT	Basic and Secondary Education Student Enrollment System (Sistema de Matrícula Estudiantil de Educación Básica y Media)
SISBÉN	System of Identification for Social Assistance Beneficiaries (Sistema de Identificación de Potenciales Beneficiarios de Programas Sociales)
SGSSS	General Health and Social Security System (Sistema General de Salud y Seguridad Social)
STI	Sexually Transmitted Infections
TMF	Border Mobility Card (Tarjeta de Movilidad Fronteriza)
UN DESA	United Nations Department of Economic and Social Affairs
UNHCR	United Nations High Commissioner for Refugees

Presentation

In recent years, Colombia has become the main destination for Venezuelan migrants. Nowadays, the latter represent one of the most important migratory flows and diaspora around the world. Consequently, Colombia has established policy frameworks to tackle this challenge. However, in order to continue advancing in the comprehensive management of human mobility flows, these policies and its implementation will require a constant adjustment and strengthening.

Based on these considerations, the Observatorio de Venezuela of the Facultad de Estudios Internacionales, Políticos y Urbanos of the Universidad del Rosario, in partnership with the Konrad Adenauer Foundation, presents this document with the purpose of offering general guidelines and recommendations in the subject. It will serve as input for the new government and decision makers to formulate public policies consistent with the current migration challenges at the domestic, regional, and international levels.

The document gathers proposals that have emerged from the research and continuous monitoring that the Observatorio de Venezuela has carried out on Venezuelan migration in Colombia since 2015. It is also the result of a systemic analysis of insights from various multisectoral actors.

In this research process, expert roundtables, interviews, focus groups and meeting spaces were held. International cooperation agencies representatives, public officials, legislators, consultants, academics, social organizations representatives and journalists participated in these events. The purpose was to address issues regarding the current institutional capacity related to migratory management, integration, and rights guarantees; construction and development of public policies; xenophobia; local migratory management; and foreign policy.

Based on the learnings that the country has assemble about migration emergency response, it now has the opportunity, and also the challenge, to consolidate and implement a comprehensive migration management framework. As this approach is designed for a diverse population with a vocation of permanence, a focus on rights and integration is central. Likewise, the measures adopted for this purpose should be articulated with the Colombian foreign policy and strategies of border management. This would allow to achieve the coordination of bilateral and regional actions based on the principle of co-responsibility and the channeling of financial resources, among other initiatives. We hope this report will be useful to reach this challenging and complex goal.

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1 Introduction

The number of international migrants has increased significantly in recent decades. The United Nations estimated that the total number of migrants in 2020 was of 281 million people. This figure is much higher than the 128 million migrants registered in 1990 and the nearly 60 million in 1970 (IOM, 2020). In this global context, Colombian society has ceased to be self-contained and has become a society that simultaneously experiences massive emigration and immigration processes.

As a result of Venezuela's socioeconomic and democratic deterioration, 6.8 million Venezuelans have emigrated to different international destinations in recent years. Colombia has received 36.41 % of this migration. This, thanks to the wide and porous border of 2,219 km that the two countries share, as well as the strong historical, economic, and socio-cultural ties. However, these migratory flows have a high degree of irregularity and are difficult to define. They are simultaneously voluntary and forced displacements, temporary and permanent cross-border flows, return migration, transit migration towards third countries and family reunification movements.

The Venezuelan migration represent a growing flow of person without projections of return to their home country for the near future. Aware of its complexity and the strong structural impacts on Colombian domestic policy, the main objective of the document *The Challenge of Integration: Prospects and Opportunities for Migration Management in Colombia 2022-2026* is to offer general guidelines and recommendations. The aim is to serve as an input for the new government and decision makers to formulate public policies consistent with Colombia's current migratory challenges at the national and international level.

This document provides a general analysis of the migration flows coming from Venezuela to Colombia and the progresses made in migration public policy and management, based on data and information from national, regional, and international entities. It identifies 12 priority action areas and offers 57 specific recommendations and, finally, draws some general conclusions.

In this regard, it is important to highlight that the management of migration in Colombia has shown a rapid evolution. Outstanding advances were made in the implementation of public policies and the development of legal frameworks on migration and protection of rights; the creation and expansion of infrastructure and human capital specialized in migration management and attention to vulnerable populations; and the formation of inter-institutional and intersectoral networks with international cooperation agencies and civil society. These are valuable assets that the State and local governments should continue to strengthen and expand in the medium and long term in order to build a diverse, inclusive, and sustainable society.

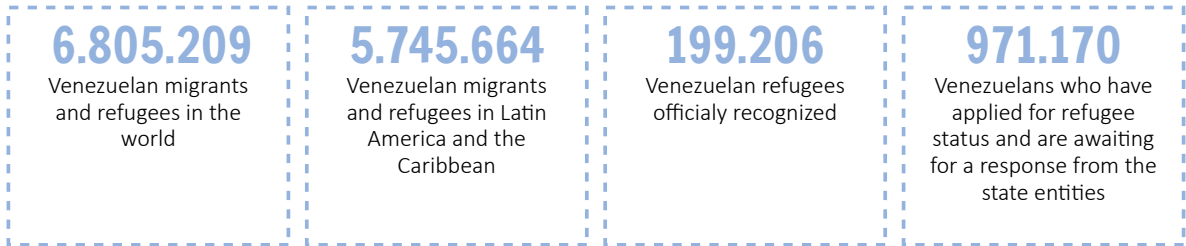
2 An overview of the migration flows coming from Venezuela to Colombia

Colombia has been involved in multiple and simultaneous international migration flows. After Venezuela, it is the second largest country of origin of all migrants in South America (IOM, 2022) and the fourth country in the Americas with the highest reception of migrant population, after the United States, Canada, and Argentina (UN DESA, 2020). This situation manifests itself in different ways across the territory generating challenges and opportunities that must be considered by the State as a relevant issue in government agendas at the international, national, and local levels.

Diverse and simultaneous migration flows exist within the country, some of them historically long. For example, between 1985 and 2020, 8.1 million displaced persons were registered in the Registro Único de Víctimas (RUV – Single Registry of Victims) in Colombia. According to the most recent report of the Internal Displacement Monitoring Centre (IDMC, 2021), 5.2 million people remain in this situation. Likewise, for more than seven decades Colombia has stood out as one of the region's main sources of migration. Indeed, between 5 and 8 million Colombians are living abroad².

Since 2016, Colombia is also the main recipient of migrants, refugees, and returnees³ from Venezuela. The latter is the largest contemporary migration in the world, reaching 6,805,209 migrants and refugees as of August 2022 according to the Regional Refugee and Migrant Response Plan (RMRP) platform. Of those, 84.43 % reside permanently in Latin America and the Caribbean, among which 36.41 % are in Colombia, 18.90 % in Peru, 7.37 % in Ecuador and 6.58 % in Chile.

Venezuelan migrants and refugees in the world:



Source: RMRP platform, 2022.

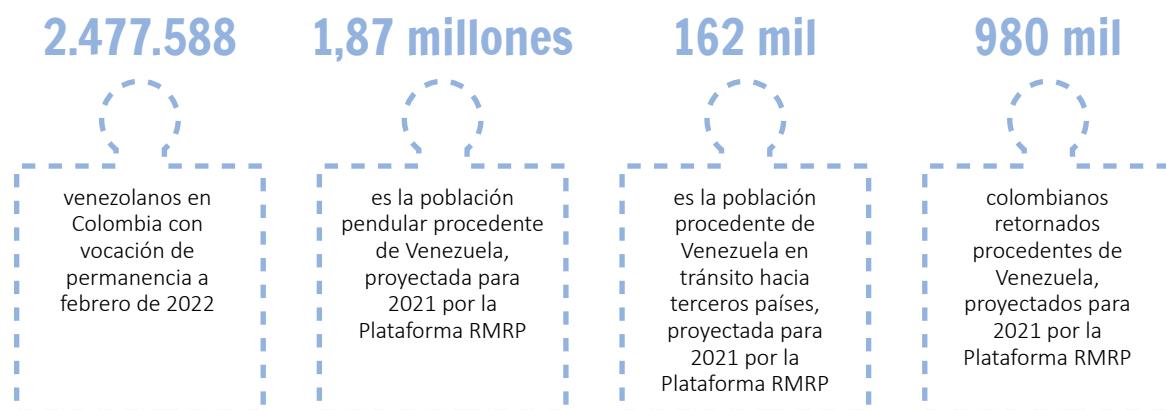
² Projection adjusted to the data of 3,378,345 from the 2005 DANE census (Ordúz, 2009), which in 2012 was updated with consular information to 4,700,000.

³ In the context of international migration, return migration is the movement of persons returning to their country of origin after having moved away from their place of habitual residence and crossed an international border. In the context of internal migration, the movement of persons returning to their place of habitual residence after having moved away from (OIM, 2019).

In Colombia, this resulted in the arrival of 2,477,588 Venezuelan migrants with a vocation of permanence (Migración Colombia, 2022), 980,000 Colombian returnees, 1.87 million commuters and the entry of 162,000 migrants transiting towards third countries (RMRP, 2022)⁴. In seven years, from 2015 to 2022, 2.4 million migrants with vocation of permanence have been registered. This growing trend shows the consolidation of a migratory process where 51 % of the migrants are women and 29.22 % are under 18 years old, which might indicate a high proportion of family reunification cases.

In addition to this already complex situation, the country is also facing an increase in irregular transit migration towards North America. In 2021, a record of 134,000 persons have crossed the border with Panama (this number is higher than the sum of all the crossings in the last decade). Recently, Venezuelans have become the predominant group of migrants trying to cross that border, followed by Haitians, Cubans, Senegalese, Brazilians, and Chileans. Despite being one of the most dangerous migration routes in the world, families, women, and children transit through it daily. Important to note that the Brazilian and Chilean children that take part in these flows are children of Haitian parents who had previously migrated to Brazil and Chile (IOM, 2022), where they did not find favorable integration conditions. This shows the role that integration policies can play in preventing future migrations.

Venezolanos migrantes y refugiados en Colombia:



Source: Migración Colombia and the RMRP platform.

The Venezuelan migration represented a steadily growing flow towards Colombia in the recent years, especially between 2018 and 2019, the most serious years of the complex humanitarian emergency in the neighboring country. This population has no significant willingness to return to Venezuela. Indeed, multiple factors of population expulsion persist in this country. This explains why most migrants have a vocation to stay in the destination countries and have demands that revolve around access to rights and

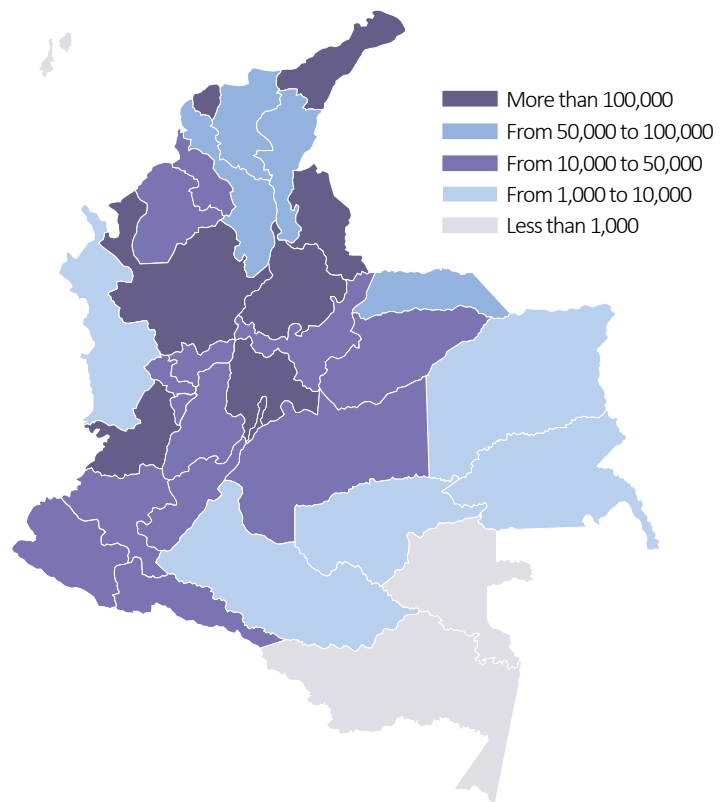
⁴ Figures projected by the RMRP platform for 2021. Referring to the information between 2016 and 2020, 2,559,867 Venezuelans leaving the country were recorded through Migration Control Posts of Migración Colombia, among which 72.44 % left in 2018-2019 and 56.64 % left by Ipiales.

services, flexibilization of regularization policies, labor formalization, and long-term integration.

However, it is important to consider that in March and April 2022 the flow of Venezuelan citizens entering Colombia decreased compared to the same months of 2021, according to IOM's Displacement Tracking Matrix (DTM). This reveals an apparent slowdown in the migratory flow. This trend has been noticeable since January and February 2020 and was accentuated during the health crisis generated by COVID-19. In 2021, 82 % of the Venezuelan migrants entered Colombia from Venezuela, 10 % from Peru, 6 % from Ecuador and 2 % from Chile (IOM, 2022). These new and repeated exchanges among these countries suggest a high instability in the living conditions of the Venezuelan migrant population in the region.

Distribution of Venezuelan migrants in Colombia:

DEPARTAMENTOS	TOTAL	%
Bogotá D.C.	495.236	19,99 %
Antioquia	344.223	13,89 %
Norte de Santander	253.911	10,25 %
Valle del Cauca	193.440	7,81 %
Atlántico	175.265	7,07 %
Cundinamarca	153.923	6,21 %
La Guajira	135.059	5,45 %
Santander	109.889	4,44 %
Bolívar	94.024	3,79 %
Magdalena	80.847	3,26 %
Cesar	64.554	2,61 %
Arauca	55.245	2,23 %
Risaralda	41.767	1,69 %
Boyacá	36.928	1,49 %
Meta	35.048	1,41 %
Tolima	23.459	0,95 %
Casanare	22.748	0,92 %
Cauca	21.875	0,88 %
Quindío	20.489	0,83 %
Nariño	19.069	0,77 %
Córdoba	18.251	0,74 %
Caldas	17.725	0,72 %
Sucre	16.075	0,65 %
Huila	12.591	0,51 %
Putumayo	11.889	0,48 %
Vichada	9.934	0,40 %
Guainía	6.788	0,27 %
Chocó	3.508	0,14 %
Caquetá	1.705	0,07 %
Guaviare	1.680	0,07 %
Amazonas	331	0,01 %
San Andrés y Providencia	97	0,00 %
Vaupés	15	0,00 %



Source: Adapted from Distribución de venezolanos en Colombia a febrero de 2022. Migración Colombia.

Main international destinations of the Venezuelan diaspora

Destinos	2015	2016	2017	2018	2019	2020	2021	2022
Colombia	31.471 ⁽¹⁾	53.747 ⁽¹⁾	403.702 ⁽¹⁾	1.174.743 ⁽¹⁾	1.771.237 ⁽¹⁾	1.825.687 ⁽¹⁾ 1.715.672 ^{(1)*}	1.842.390 ⁽¹⁾	2.477.588 ⁽¹⁾
Perú		445 ⁽²⁾	100.000 ⁽³⁾	414.011 ⁽³⁾	861.665	1.043.460	1.286.464	
Chile	8.001 ⁽²⁾	34.643 ⁽²⁾	119.051 ⁽⁴⁾	288.233 ⁽⁴⁾	371.163	457.324	448.138	
Ecuador	8.901 ⁽²⁾	23.719 ⁽²⁾	39.519	121.000 ⁽¹⁰⁾	385.042	417.199	508.935	502.214
United States	255.520 ⁽⁵⁾	290.224 ⁽⁵⁾		418.366 ⁽⁵⁾	351,144		394.000**	
Spain	165.895 ⁽⁶⁾	180.289 ⁽⁶⁾	208.333 ⁽⁸⁾	274.000 ⁽⁶⁾	27.650**	16.540	19.065	
Brazil	3.425 ⁽²⁾	5.523 ⁽²⁾	35.000	103.000 ⁽¹⁰⁾	253.495	262.475	261.441	358.412
Argentina	12.856 ⁽²⁾	25.960 ⁽²⁾	57.127 ⁽⁷⁾	99.435 ⁽⁷⁾	145.000	179.203	173.248	171.050
México	15.959 ⁽²⁾	23.734 ⁽²⁾	32.582 ⁽⁸⁾	95.000 ⁽¹⁰⁾		62.044	101.648	82.976
Panamá	9.883 ⁽²⁾	20.999 ⁽²⁾	36.365 ⁽⁸⁾	94.596 ⁽¹⁰⁾		120.910	121.601	144.545
Italy	48.970 ⁽²⁾		49.831 ⁽⁸⁾		53.007 ⁽⁸⁾			
Dominican Republic		5.417 ⁽²⁾	5.539 ⁽⁸⁾	22.500 ⁽¹⁰⁾	34.000	114.500	115.283	
Costa Rica	6.437 ⁽²⁾	7.692 ⁽²⁾	8.892 ⁽⁸⁾		28.870	29.838	29.906	30.107
Portugal		24.174 ⁽²⁾	24.603 ⁽⁸⁾					
Trinidad and Tobago	1.732 ⁽²⁾		1.743 ⁽⁸⁾		24.000	24.169		28.478
Guyana					22.000		23.310	19.643
Canada	17.898 ⁽²⁾		18.608 ⁽⁸⁾		20.775			
Aruba					17.000			
Curacao					17.000			14.200
Guatemala				15.650 ⁽³⁾				
Uruguay	1.855 ⁽²⁾	2.762 ⁽²⁾	6.033 ⁽⁸⁾		13.664	14.949	14.926	22.009
Bolivia								13.776
Paraguay					3.818	4.852	4.934	5.895
Oceanía								7.560
Asia								503
Africa								391
Total RMRP	559.683	1.062.376	1.585.450	2.757.893	4.810.443	5.448.441⁽¹⁾	5.643.655⁽¹⁾	6.805.209

Source: own elaboration using data from the Regional Refugee and Migrant Response Plan (RMRP) platform and other statistical sources: (1) Migración Colombia; (2) UNHCR (2016); (3) Superintendencia de Migraciones de Perú; (4) Instituto Nacional de Estadística de Chile INE; (5) United States Census Bureau 2018; (6) Instituto Nacional de Estadística de España INE 2018; (7) Dirección Nacional de Migraciones de Argentina DNM 2018; (8) Istituto Nazionale di Statistica ISTAT, 2019.

* In 2020, there has been a decrease in migration due to the return of the migrant population to Venezuela during the period of lockdown established by the Colombian government at the time of the COVID-19 pandemic.

** The reduction in the figures for the United States and Spain is due to a large number of naturalizations of Venezuelan with family ancestry in these countries.

3 Progress in migration policy and management

The Colombian State has undergone an intense learning process in migration policy and management over the last seven years. Starting from humanitarian attention focused on access to fundamental rights, progress has then been made towards the implementation of short- and medium-term registration, identification and regularization policies that seek to facilitate the socioeconomic and productive integration of migrants. To this end, various blueprints and actions have been developed based on legal frameworks and technical documents established to address migration from a perspective of protection and integration.

Among these policies, several national and international instruments stand out. For example, the adoption of the Global Compact for Safe, Orderly, and Regular Migration in December 2018 that, although is not binding, has influenced how governments design migration policies from a rights-based and non-discrimination approach. Such is the case in Colombia with the enactment of the Law 1997 of 2019, whose main objective is to prevent statelessness of sons and daughters of Venezuelans in a situation of regular or irregular migration, or refugee applicants, born in Colombian territory, benefiting nearly 55,000 children; and the Laws 2136 and 2135 of 2021, that establish the Comprehensive Migration Policy (Política Integral Migratoria – PIM) and the Border Law (Ley de Fronteras), respectively.

In addition, the government has produced two policy documents central for this purpose, approved by the National Council on Economic and Social Policy (Consejo Nacional de Política Económica y Social – CONPES). The document of the CONPES number 3950 of 2018, that proposed an integral strategy for the attention of Venezuelan migration and, the document number 4100 of 2022, that established policy guidelines for the integration of the Venezuelan migrant population, understood as a factor of development for the country.

One of the most ambitious measures with the greatest national and international recognition is the Temporary Protection Status for Venezuelan Migrants (Estatuto Temporal de Protección para Migrantes Venezolanos – ETPV), implemented as of March 1, 2021. As a complementary mechanism to international protection, it allows migrants to access to biometric identification and offers migratory regularization for 10 years, the longest regularization in the world. The conception of this model seeks to promote a safe, orderly, and regular migration. That model will allow a better quality of life and socioeconomic integration of the migrant population. It is expected to facilitate access to rights and services for at least 1.8 million Venezuelan migrants in Colombia and, at

least from January 2021 to February 2022, it has managed to reduce irregularity by 70 % if we compare the figures of the reports published by Migración Colombia. However, the future of this measure is still uncertain. To become effective, it will require greater support from the State at the national and local levels, as well as inter-institutional coordination with different sectors of Colombian society.

In respect to this, recent progress has been made. For example, the creation of the Temporary Protection Permit (Permiso por Protección Temporal – PPT) as a mechanism for migratory regularization and identification document that allows Venezuelan professionals in Colombia to, among others, validate degrees in education⁵, is an important step in reducing existing barriers to the integration process. Moreover, the recognition of the PPT by the National Tax and Customs Office (Dirección de Impuestos y Aduanas Nacionales – DIAN) to obtain the Single Tax Registry (Registro Único Tributario – RUT) and other services represents a measure that expands the capacity of tax collection to a greater number of taxpayers and makes it easier for the migrant population to carry out customs and contractual procedures. Additionally, the PPT has become a valid document for the migrants to register into the National Single Transit Registry (Registro Único Nacional de Tránsito – RUNT) and apply for a driver license and other related procedures that can provide income and work opportunities.

Another recent measure that stands regarding regularization and integration of migrants in the long term, is the establishment of the *Visa R Venezolanos bajo ETPV*⁶ and its digital operativity as of June 1, 2023, that will allow Venezuelans that have the ETPV to apply for a permanent resident status. It represents a necessary advance in the regularization and integration of migrants in the long term.

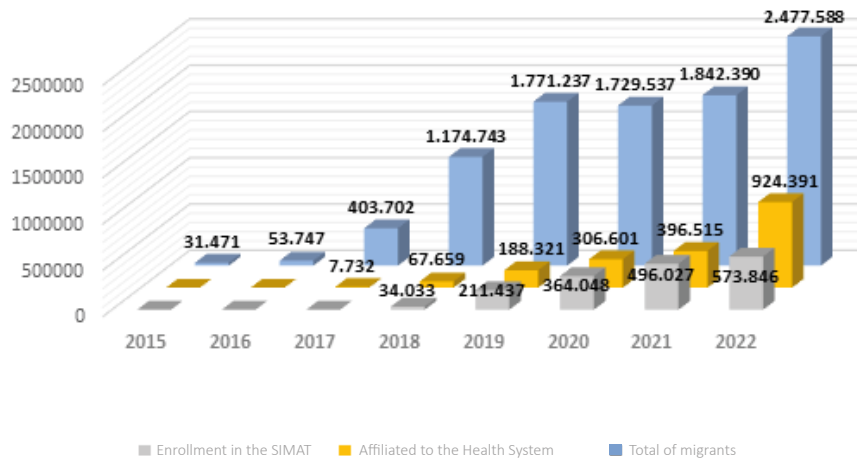
Even though in the last six years the numbers show a significant evolution in terms of guaranteeing rights, barriers to access rights and services persist for most of the migrant population, especially those who are in an irregular situation. Between 2017 and 2022, the Colombian health system has attended 2,197,481 Venezuelans migrants by providing 16,606,781⁷ medical services. Among these, 924,391 are migrants who are currently affiliated to the Health System. From the total, 75.8 % belongs to the subsidized regime and 24.2 % to the contributive (Observatorio Nacional de Migración y Salud – ONMS, 2022). As for enrollment in the Sistema de Matrículas Estudiantil (SIMAT – Student Enrollment System), in June 2022 it concerned 573,846 Venezuelan children and adolescents. 55.7 % of them were in basic primary education, 23.5 % in basic secondary education, 15.4 % in preschool and 5.4 % in middle school (Ministerio de Educación, 2022).

⁵ Resolution 014448 of the Ministerio de Educación (Ministry of Education) of the 25th of July 2022.

⁶ Resolution 5477 of the Ministerio de Relaciones Exteriores of the 22nd of July 2022. The Venezuelans that have the Temporary Protection Status for Venezuelan Migrants (ETPV) will have the opportunity to ask for the *Visa R Venezolanos bajo ETPV* that will grant them a permanent resident status.

⁷ By 2021, 90.6 % of the total number of foreigners treated in the Health System was of Venezuelan nationality

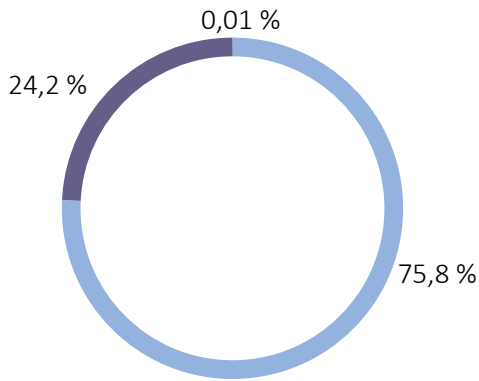
Affiliations and enrollment of the Venezuelan migrant population in the Health System and the SIMAT in



Source: own elaboration using data from Migración Colombia, the Observatorio Colombiano de Migración desde Venezuela (OMV – Colombian Observatory of Venezuelan Migration) of the Departamento Nacional de Planeación (DNP – National Planning Department), the Ministerio de Educación (Ministry of Education) and the Observatorio Nacional de Migración y Salud (ONMS – National Observatory of Migration and Health) of the Ministerio de Salud (Ministry of Health).

Access to health and education

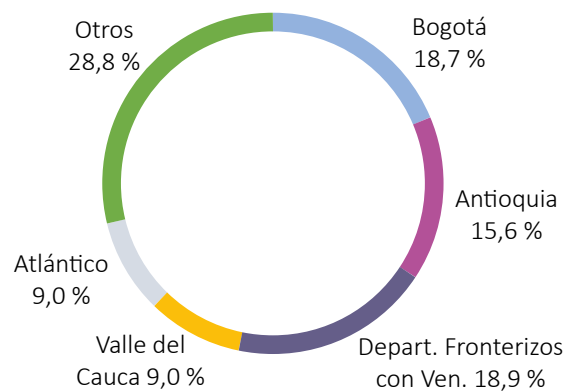
Percentage of Venezuelans migrants according to the regime of affiliation to the Sistema General de Salud y Seguridad Social (SGSSS – General Health and Social Security System)



■ Subsidized ■ Contributory ■ INPEC Intramural

Source: own elaboration using data from the Observatorio Nacional de Migración y Salud del Ministerio de Salud (ONMS – National Observatory of Migration and Health).

Percentage of Venezuelan migrants affiliated in the Sistema General de Salud y Seguridad Social (SGSSS – General Health and Social Security System) by department

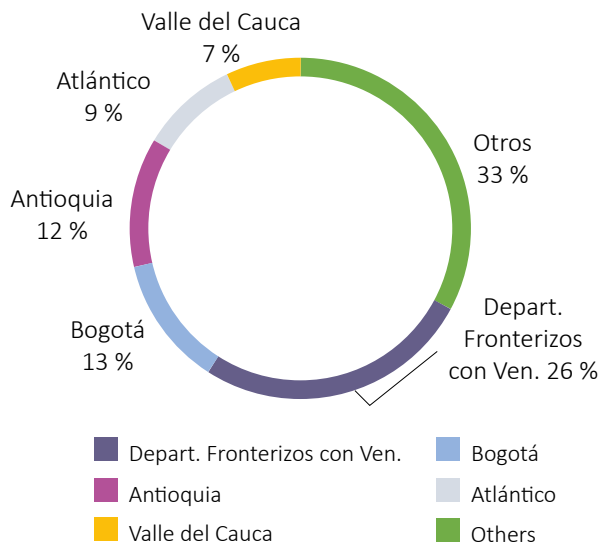


■ Depart. Fronterizos con Ven. ■ Bogotá
 ■ Antioquia ■ Valle del Cauca
 ■ Atlántico ■ Others

Source: own elaboration using data from the Observatorio Nacional de Migración y Salud del Ministerio de Salud (ONMS – National Observatory of Migration and Health).

*The Colombian departments bordering Venezuela are: Arauca, Boyacá, Cesar, Guainía, La Guajira, Norte de Santander and Vichada.

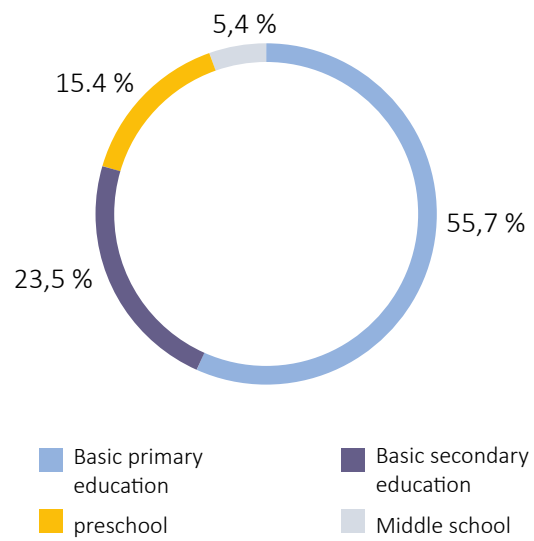
Enrollment of Venezuelan children and adolescents in the Sistema de Matrícula Estudiantil (SIMAT – Student Enrollment System) by departments, 2021



Source: own elaboration using data from the Observatorio Colombiano de Migración desde Venezuela (OMV – Colombian Observatory of Venezuelan Migration) of the Departamento Nacional de Planeación (DNP – National Planning Department).

*The Colombian departments bordering Venezuela are: Arauca, Boyacá, Cesar, Guainía, La Guajira, Norte de Santander and Vichada.

Enrollment of Venezuelan children and adolescents in the Sistema de Matrícula Estudiantil (SIMAT – Student Enrollment System), 2022



Source: own elaboration using data from the Ministerio de Educación (Ministry of Education).

The experience of the recent years has shown that regularization and integration policies are decisive. When established on a rights-based approach, they are crucial in achieving efficient and sustainable migration management in social, economic, and productive terms. This is especially important considering that 72 % of migrants are economically active. Migration addressed from a sustainable, holistic, and co-responsibility approach can help reduce inequalities and poverty. Effective channels of social and labor integration must be facilitated so that migrants can settle in decent conditions and from there contribute to the social, economic, and productive development of the country's regions.

Human mobility is an irreversible phenomenon that represents for Colombia a labor force of great potential. Indeed, this labor force will be needed in the medium and long term to face the demographic transition processes. The Departamento Administrativo Nacional de Estadística (DANE – National Administrative Department of Statistics) projections foresee that the national population will increase from 51.6 million in 2022 to 61.9 million in 2050. The people over 60 years old will go from representing 14 % of the population to 24.7 %. Over the same period, the number of migrants will go from 0.86 to 1.3 per 1,000 inhabitants. In relation to these demographic trends, the Departamento Nacional de Planeación's (DNP – National Planning Department) Visión



THE CHALLENGE OF INTEGRATION

Prospects and opportunities for migration management in Colombia 2022-2026

Colombia 2050 report highlights the need to increase and improve policies in areas such as social security, education, public finances, migration regularization, employment, and income. Therefore, the deployment of a migration policy with a focus on integration is consistent not only with the protection of fundamental rights that a Social State of Law must guarantee, but also with the social and economic reality of Colombia in the years to come.

Main legislation of migration management in Colombia 2015-2022



SEP 7 - 2015

Decree n°1772 of 2015 (Presidency)

Exceptional provisions for family reunification of Colombian nationals deported, expelled, or returned from Venezuela.



AGO 12 - 2016

Resolution n°1220 of 2016 (Migración Colombia)

Creates the Tarjeta de Movilidad Fronteriza (Border Mobility Card) to facilitate commuting.



AGO - 2016

Circular n°121 of 2016 (Col Registry)

Establishes the procedure for the extemporaneous registration in the civil registry of children of Colombians born in Venezuela.

To this were subsequent:
Circulars n°216 of 2016; n°025, n°064 and n°145 of 2017, n°087 of 2018.
Circular Única de Registro Civil e Identification (Unique Civil Registration and Identification Circular) until its version 5.



MAY 25 - 2017

Decree n°866 of 2017 (Ministry of Health)

Garantiza giro de recursos para las atenciones de urgencia prestadas a extranjeros.



JUN 25 - 2017

Resolution n°5797 of 2017 (Min. Rel. Ext.)

Creates the Special Stay Permit (PEP).

To this were subsequent:
Resolutions n° 740, n°6370, n°0677 of 2018; n°2540, n°2634, n°3548 of 2019; n°0240, n°1667, n°2185, n°2002 of 2020.



AGO 2 - 2017

Decree n°6045 of 2017 (Min. Rel. Ext.)

Provisions regarding visas.

To this was subsequent:
Resolution n° 5477 of 2022



ABR 6 - 2018

Decree n°542 of 2018 (Presidency)

Administrative Registration of Venezuelan Migrants (RAMV).



MAR 5 - 2019

Resolution n°872 of 2019 (Min. Rel. Ext.)

Measures to authorize entry, transit, and exit of Venezuelans with expired passports.

To this was subsequent:
Resolution n°2231 of 2021



ENE 1 - 2019

Health Sector Response Plan to the Migratory Phenomenon



DIC 21 - 2018

Resolution n°3346 of 2018 (Min. Rel. Ext.)

Creates the Temporary Transit Entry and Residence Permits (Permiso de Ingreso y Permanencia de Tránsito Temporal) for migrants in transit towards third countries.



NOV 23 - 2018

CONPES 3950 of 2018

Strategy to address the Venezuelan migration.



OCT 9 - 2018

Resolution n°4386 of 2018 (Min. Labor)

Creates the Single Registry of Foreign Workers in Colombia (Registro Único de Trabajadores Extranjeros en Colombia – RUTEC) to identify work-motivated immigration in the country.



JUL 25 - 2018

Decree n° 1288 of 2018 (Presidency)

Measures to guarantee the access of migrants registered into the RAMV to institutional services and measures about Colombian returnees.



ABR 10 - 2018

Joint Circular n°16 of 2018 (Min. Education-Migración Colombia)

Measures for the attention to Venezuelan minors in Colombian educational establishments. Includes the procedure to obtain the Number established by the Ministry of Education (Número establecido por la Secretaría de Educación – NES) for minors in irregular situation.



JUL 25 - 2019

Circular n°115 of 2019 (SENA)

Guidelines for the provision of training services, certification of competencies, employment management, and entrepreneurship services to Venezuelan citizens and other foreigners.



AGO 5 - 2019

Resolución 8470 de 2019 (Registraduría)

Temporary and exceptional measure, to include ex officio the note "Valid to prove nationality" in the Civil Registration (Registro Civil de Nacimiento) of children born in Colombia at risk of statelessness, who are children of Venezuelan parents who do not comply with the domicile requirement.

To this was subsequent: Resolution n°8617 of 2021.



OCT 9 - 2019

Resolution n°10687 of 2019 (Min. Education)

Validation of Venezuelan higher education degrees with the PEP.



ENE 20 - 2020

Decree n°064 of 2020 (Min. Health)

Dictates ex officio affiliation, according to which, when someone is not affiliated to the health care system, the health care provider or territorial entity shall immediately affiliate this person, among other provisions.



ENE 28 - 2020

Decree n°117 of 2020 (Min. Labor)

Creates the Special Permit of Permanence for Labor Formalization (Permiso Especial de Permanencia para el Fomento de la Formalización – PEPFF).



JUL 11 - 2022

CONPES 4100 f 2022

Strategy for the integration of the Venezuelan migration to support Colombia's development.



MAY 31 - 2022

Presidential Directive n°5 of 2022

Guidelines on the PPT as a valid document to access institutional offers and administrative procedures in Colombia.



AGO 5 - 2021

Resolution n°1778 of 2021 (Min. Health)

The Temporary Protection Permit is included as a valid identification document in the information systems of the Social Protection System.

To this was subsequent: Resolution n°572 of 2022.



ABR 28 - 2021

Resolution n°0971 of 2021 (Migración Colombia)

Implements the Temporary Protection Status for Venezuelan Migrants (ETPV).



MAR 1 - 2021

Decree n°216 of 2021 (Min. Rel. Ext.)

Adopts the Temporary Protection Status for Venezuelan Migrants (Estatuto Temporal de Protección para Migrantes Venezolanos – ETPV).



SEP 29 - 2020

Resolution n°2357 of 2020 (Migración Colombia)

Compliance with migration obligations and sanctioning procedure of Migración Colombia.

Preceded by: Resolutions n°360, n°714 of 2015; Resolution n° 1238 of 2018.



ABR 15 - 2020

Guidelines for the prevention, detection, and management of Covid-19 cases in the migrant population in Colombia

Source: Adapted from Bitácora Migratoria, report of July 2022. Observatorio de Venezuela y Konrad Adenauer Foundation

Legislative development on migration in Colombia



Law on Statelessness (Ley de Apatridia)

(Law n°1997 of September 16, 2019)

Author: Ombudsman Carlos Negret

Origin: Colombian Senate

Senate procedure:

Submission: Apr. 8, 2019

Handed out to: Comisión II⁸

Rapporteur 1st and 2nd debate: Sen. Jaime Durán

Approval first debate: May 14, 2019

Approval second debate: Jun. 18, 2019

House of Representatives procedure:

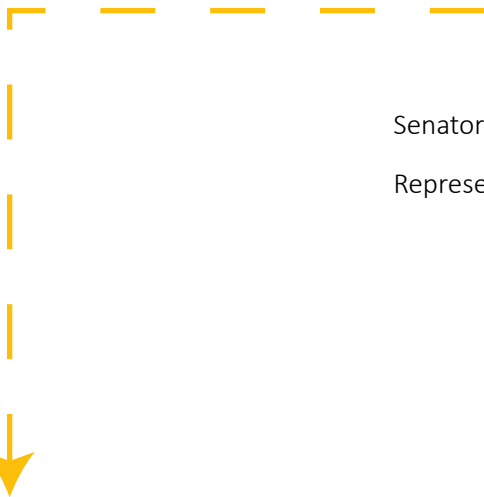
Rapporteur 1st and 2nd debate: Rep. Germán Blanco

Approval first debate: Aug. 6, 2019

Approval second debate: Aug. 20, 2019

Date of enforcement: Sept. 16, 2019

Validity period: 2 years from promulgation



Border Law (Ley de Fronteras)

(Law n°2135 of August 04, 2021)

Authors: Foreign Minister Carlos Holmes Trujillo

Senators Juan Carlos García – Berner Zambrano – Jhon Harold Suárez – Others

Representatives Alfredo Deluque – Juan Manuel Daza – Juan David Vélez- Others

Origin: Colombian House of Representatives

Senate procedure:

Submission: Sept. 12, 2019

Handed out to: Comisión II

Approval first debate: Jun. 2, 2020

Approval second debate: Jun. 17, 2020

House of Representatives procedure:

Approval first debate: Jun. 10, 2021

Approval second debate: Sept. 8, 2021

Date of enforcement: Aug. 04, 2021



Comprehensive Migration Policy (Política Integral Migratoria)

(Law n°2136 of August 04, 2021)

Authors: Foreign Minister Carlos Holmes Trujillo

Senators Lidio García – Emma Claudia Castellanos – Ana

Paola Agudelo – Andrés García Zuccardi

Representatives Juan David Vélez – Christian José Moreno

Origin: Comisión II

Senate procedure:

Submission: Jul. 24, 2019

Handed out to: Comisión II

Approval first debate: Jun. 11, 2020

Approval second debate: Oct. 27, 2020

House of Representatives procedure:

Approval first debate: Apr. 13, 2021

Approval second debate: May 26, 2021

Date of enforcement: Aug. 04, 2021

⁸ Second Committee. Thematic division of the Colombian Congress of the Republic.



Bill on nationality (Proyecto de Ley de nacionalidad)

(Bill n°236 of August 12, 2021)

Authors: Ministerial Cabinet of President Iván Duque (2018-2022)
Senators Ruby Chagüi – Amanda González – 14 others (parliamentary majority Centro Democrático)
Representatives Juan David Vélez – Jennifer Arias – 25 others (parliamentary majority Centro Democrático)

Origin: Colombian House of Representatives

Senate procedure:

Submission: Aug. 12, 2021
Handed out to: Comisión II
Sending to the Comisión: Jun. 03, 2022
Rapporteur 1st and 2nd debate: Sen. Ernesto Macías
Status: To be presented for first debate in Senate

House of Representatives procedure:

Approval first debate: Oct. 21, 2021
Approval second debate: May 17, 2022

Bill extending the special and exceptional regime to acquire Colombian nationality by birth to children born in Colombian territory, sons and daughters of Venezuelan citizens in a regular or irregular situation, or of refugee claimants, in order to prevent statelessness. Other provisions are also enacted.



Bill to extend the special regime provided by Law 1997 of 2019 (Proyecto de Ley para extender el régimen especial dispuesto por la Ley 1997 de 2019)



Author: Senator Antonio Sanguino
Origin: Colombian Senate

Senate procedure:

Submission: Jul. 26, 2021
Handed out to: Comisión II
Sending to the Comisión: Aug. 10, 2021
Status: Archived. Article 190 of Law 5 and Article 162 of the Constitution

The purpose of this initiative is to benefit the children of Venezuelans in regular or irregular situation, or of refugee claimants, whose sons and daughters were born in Colombian territory, by extending the period of validity of Law 1997 of 2019 to the period of validity of the Estatuto Temporal de Protección para Migrantes Venezolanos (ETPV – Temporary Protection Status for Venezuelan Migrants) under Régimen de Protección Temporal (Temporary Protection Regime). Likewise, a new article is added to foster that, according to the principle of family unity, the parents and Venezuelan brothers and sisters of the child born in Colombia who have not regularized their migratory situation in the country, will have the right to the protection provided by the ETPV Under Régimen de Protección Temporal (Temporary Protection Regime).



**Bill for the adoption of migrant minors
(Proyecto de Ley para adopción de menores migrantes)**
(Bill n°368 of May 17, 2022)

Authors: Ministerial Cabinet of President Iván Duque (2018-2022)
Senator Ernesto Macías
Representatives Juan David Vélez – Edwar Rodríguez

Origin: Colombian Senate

Senate procedure:

Submission: May 17, 2022

Handed out to: Comisión II

Sending to the Comisión: May 25, 2022

Rapporteur 1st and 2nd debate: Sen. Ernesto Macías – José Luis Pérez – Lidio García

Status: To be presented for first debate in Senate

House of Representatives procedure:

Approval first debate: Apr. 13, 2021

Approval second debate: May 26, 2021



Bill to add a chapter to Law 043 of 1993 for the acquisition of Colombian nationality by adoption of migrant minors under the protection of the State, and other provisions –emergency message– (Proyecto de Ley por medio del cual se adiciona un capítulo a la Ley 043 de 1993 para la adquisición de la nacionalidad colombiana por adopción a menores de edad migrantes bajo la protección del Estado, y se dictan otras disposiciones –mensaje de urgencia–)



Authors: Ministerial Cabinet of President Iván Duque (2018-2022)
Senator Ernesto Macías
Representatives Juan David Vélez – Edwar Rodríguez
Origin: Colombian Senate
Senate procedure:
Submission: May 17, 2022
Handed out to: Comisión II
Sending to the Comisión: May 25, 2022
Rapporteur 1st and 2nd debate: Sen. Ernesto Macías – José Luis Pérez – Lidio García
Status: Archived

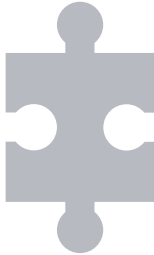
Source: Adapted from Bitácora Migratoria, report of June 2022. Observatorio de Venezuela y Konrad Adenauer Foundation.

DEBATES DE CONTROL POLÍTICO EN SENADO Y CÁMARA DE REPRESENTANTES SOBRE EL TEMA MIGRATORIO



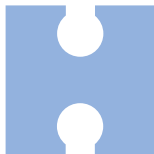
August 9, 2016

Debate in the Comisión Segunda of the Senate on measures adopted to address the irregular transit of migrants through the country.



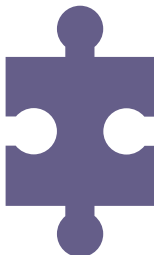
April 5, 2017

Political control debate on Venezuelan military invasion of Colombian territory.



September 27, 2018

Political control debate in the Comisión Primera of the Senate and in the Comisión Primera of the House of Representatives on the social and economic situation experienced by Colombia due to the arrival of a significant number of Venezuelan migrants.



October 2, 2019

Political control debate on the massive migration of Venezuelan citizens and its consequences in several departments of the country in the Comisión Segunda of the Senate. Foreign Minister Carlos Holmes Trujillo participated presenting an overview of the participation in the United Nations General Assembly in New York, highlighting progress in relation to the complaints against the Venezuelan regime and the attention to the migratory crisis.

November 5, 2019

Political control debate in the Comisión Tercera of the Senate on Venezuelan migration and its impact on Colombia.

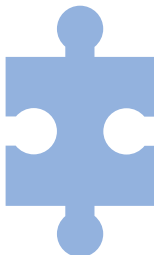


August 18, 2020

Foreign Minister Claudia Blum participated in the Public Hearing of the National Day of the Colombian Migrant (Audiencia Pública del Día Nacional del Colombiano Migrante) convened by the Comisiones Segundas of the House of Representatives and the Senate.

October 14, 2020

Political control debate on human trafficking and sexual exploitation of women, children and adolescents.



October 9, 2021

Political control debate to address the migratory situation in Necoclí in the Comisión Segunda of the Senate.



Septiembre 14 de 2022

Gloria Flórez, presidenta de la Comisión Segunda del Senado, anunció que fue aprobada su proposición para realizar un próximo debate de control político para conocer al detalle:

- Manejo de recursos de cooperación internacional
- Estado de la política migratoria y garantía de DD.HH.
- Adopción de Normatividad Andina

Adoption of the Regulations of the Andean Community (Normatividad Andina) on migration
Source: Adapted from Bitácora Migratoria, report of September 2022. Observatorio de Venezuela y Konrad Adenauer Foundation.

4 Twelve challenges and recommendations for the management and integration of migrants in Colombia

In the recent years, Colombia achieved a lot in terms of migration management. Despite that, human mobility is dynamic, changing, and surpasses the public policies established to guarantee safe, orderly, and regular migration. In addition to this, the path towards integration in the next four years will imply great challenges for the State, among them: progress in regulatory, institutional, and operational matters; increasing the capacity of resources management and strengthening the intersectoral articulation at the national and territorial levels. This document presents 12 challenges and recommendations for the management and integration of migrants in Colombia for the years to come:

1 Strengthening the institutional framework and migration management from an integration approach

The number of Venezuelan migrants with a vocation of permanence in Colombia increased from 23,573 people in 2014 to 2,477,588 in 2022 (Migración Colombia, 2022). The size and rapid growth of this population, most of which requiring humanitarian attention and international protection, implies that the efforts and initial actions of the Colombian State, multilateral cooperation agencies and civil society organizations must respond to the immediate needs of the population and local governments.

During seven years, Colombia has made progress in understanding and managing the current dynamics of intraregional migration. This internal process has involved the construction of legal frameworks, the establishment of high-impact public policies, significant institutional development, and the recognition of good practices helping with the socioeconomic and productive integration of the migrant population. Political will is required to achieve the necessary multisectoral coordination; increase financial, technical, and human resources to strengthen migration policy; and improve the institutional, legal, and operational capacities of the State.

Recommendations

1. **Establishing a specific strategy for the attention and integration of migration in the National Development Plan 2022-2026** (Plan Nacional de Desarrollo 2022-2026) that includes the broadening and distribution of resources to national and territorial entities, as well as foreign policy guidelines on migration issues.

2. **Strengthening the institutional and operational capacity of the Office for the Attention and Socioeconomic Integration of the Migrant Population** (Oficina para la Atención e Integración Socioeconómica de la Población Migrante) —formerly the Gerencia de Frontera (Border Management Office) —. This unit is central for fostering migratory policies, considering that it is the responsible of coordinating the implementation of national and local strategies and policies for the socioeconomic and productive integration of migrants.
 - ✚ Increasing the allocation of human resources to ensure the long-term functioning of the Office for the Attention and Socioeconomic Integration of the Migrant Population (Oficina para la Atención e Integración Socioeconómica de la Población Migrante). Expanding its territorial presence.
 - ✚ Considering raising the institutional level of the Office for the Attention and Socioeconomic Integration of the Migrant Population (Oficina para la Atención e Integración Socioeconómica de la Población Migrante) by making it equivalent to a Presidential Advisory and less dependent from international cooperation resources.

3. **Strengthening the institutional and operational capacity of the Special Administrative Unit Migración Colombia** (Unidad Administrativa Especial Migración Colombia). Although this entity has been efficient and committed to migration management, it requires support and greater investment.
 - ✚ Increasing the territorial presence of Migración Colombia at the departmental and municipal level.
 - ✚ Modernizing and expanding the technological infrastructure of biometric registration and recognition equipment.
 - ✚ Establishing instruments for the collection of quantitative and qualitative information to monitor commuting and transit migration flows of Venezuelan, Caribbean, and extracontinental populations, with a focus on the protection of children and adolescents.
 - ✚ Establishing permanent training programs for employees and contractors about standardization of procedures, border management, community relations, and human rights.

4. **Strengthening the institutional and operational capacity of the Ministry of Foreign Affairs** (Ministerio de Relaciones Exteriores). It must be the lead institution in the formulation, implementation, and evaluation of the recent Colombian Comprehensive Migration Policy (Política Integral Migratoria – PIM) (Law 2136 de 2021).

- ✚ Increasing the human and financial resources of the Ministry of Foreign Affairs (Ministerio de Relaciones Exteriores) entities and programs in charge of migrations. An emphasis must be made on the Migration, Consular Affairs and Citizen Services Office (Dirección de Asuntos Migratorios, Consulares y Servicio al Ciudadano), especially on the internal working group Colombia Nos Une in charge of the Colombians living abroad. Increasing the resources of the Advisory Commission for the Determination of the Refugee Status (Comisión Asesora para la Determinación de la Condición de Refugiado – CONARE) is also central as it is the authority in charge of analyzing and studying the cases of refugee claimants and of the approval or denial of such applications.
 - ✚ Boosting and strengthening the Ministry of Foreign Affairs (Ministerio de Relaciones Exteriores) capacity for inter-institutional coordination and articulation, especially regarding actions in relation with the Special Administrative Unit Migración Colombia (Unidad Administrativa Especial Migración Colombia) and the Office for the Attention and Socioeconomic Integration of the Migrant Population (Oficina para la Atención e Integración Socioeconómica de la Población Migrante).
5. **Regulating Law 2136 of 2021, which establishes the definitions, principles, and guidelines of the Comprehensive Migration Policy** (Política Integral Migratoria – PIM). The regulation should be developed from a protection, integration, and human rights-based perspective and in accordance with the complex global and regional panorama of human mobility faced by Colombia.
- ✚ Defining the regulation of Chapter V of the PIM that addresses the Socioeconomic and Productive Integration of Migrants. It will be fundamental in the implementation of the Temporary Protection Status for Venezuelan Migrants (Estatuto Temporal de Protección para Venezolanos – ETPV) as a mechanism of integration of the migrant population.
 - ✚ Advancing in the definition of the concept of statelessness in Colombia and in the regulation of procedures, requirements, and aspects still unresolved regarding statelessness or the risk of statelessness indicated in articles 65, 66, and 67 of Chapter IX of the PIM that refer to the International Protection of Foreigners. Likewise, it will be important to ensure that birth certificates issued by the embassy of the interim government of Venezuela remain valid in the event of the reestablishment process of bilateral relations with Venezuela.
 - ✚ Establishing in the PIM and other related regulations the guarantees of due process in the procedures for deportation and expulsion of migrants from Colombian territory carried out by Migración Colombia.

- 6. Strengthening and standardizing the instruments for the collection, systematization, analysis, and sharing of information** gathered by the National Administrative Department of Statistics (Departamento Administrativo Nacional de Estadística – DANE), the National Planning Department (Departamento Nacional de Planeación – DNP), the Migration Studies and Statistics Group (Grupo de Estudios Migratorios y Estadística) of the Special Administrative Unit Migración Colombia (Unidad Administrativa Especial Migración Colombia), and the Ministry of Foreign Affairs (Ministerio de Relaciones Exteriores). Among the measures adopted, it will be necessary to anonymize the available databases to allow free access to territorial entities and to assertively influence decision-making processes and the formulation of public policies in accordance with local contexts.

Pursuing the implementation of the Temporary Protection Status for Venezuelan Migrants (Estatuto Temporal de Protección para Migrantes Venezolanos – ETPV)

The Temporary Protection Status for Venezuelan Migrants (Estatuto Temporal de Protección para Migrantes Venezolanos – ETPV), announced on February 8, 2021, by President Iván Duque, began its implementation on March 1, 2021, with the opening of the Single Registry of Venezuelan Migrants (Registro Único de Migrantes Venezolanos – RUMV). The purpose of this instrument is to reduce irregularity among the Venezuelan population and achieve its full integration into the social and economic life of the country. For this, it will be valid for ten years. The deadline to register in the RUMV ended on May 28, 2022, for the migrants who were in the country before January 31, 2021. However, it will remain open until May 28, 2023, for those who enter Colombia after this date. Moreover, the children and adolescents registered in the Colombian education system will have the opportunity to access to the RUMV until May 31, 2031.

As of September 27, 2022, Migración Colombia, the main entity in charge of implementing the ETPV, recorded through its platform Visibles 2,460,277 migrants registered in the RUMV, 2,341,116 with the Social Characterization Survey (Encuesta de Sociocaracterización) completed, 1,946,017 with the biometric registration completed, 1,587,234 Temporary Protection Permits (Permisos por Protección Temporal – PPT) approved and 1,440,235 PPT delivered. This is the beginning of a long process that will need policies adjustments, development of new solutions and initiatives as goals are either achieved or obstacles and unsatisfactory results emerge.

Recommendations

- 1. Promoting campaigns to achieve recognition of the Temporary Protection Permit (Permiso por Protección Temporal – PPT) as a valid identification document** to access rights and services. An emphasis must be made on public officials, providers of public services (in health and education), the financial system, employers, community managers, as well as the migrant community itself.

2. **Expanding measures for the PPT to be recognized by the public sector and promoting them in the private sector.** It is necessary to incorporate the PPT in all IT systems and platforms for the migrant population to access services and rights.
3. **Evaluating the possibility of extending new registration periods in the RUMV** for irregular migrants who are part of families with mixed migratory status. This is an element that puts family unity at risk and increases vulnerability in terms of protection, rights, and integration. We encourage extending the registration to:
 - ✚ Those who, despite having a passport, had to enter the country irregularly between February 1 and June 2, 2022, because of the closure of the border with Venezuela.
 - ✚ Those who could not complete their registration before May 28, 2022, due to the technical problems of the Migración Colombia's platform Visibles.
 - ✚ Those who, despite meeting the requirements of the ETPV, were prevented from accessing information on this regularization mechanism because of information, technological, and/or Internet access barriers due to situations of vulnerability or because they live in rural areas or in very poor urban areas.
4. **Publishing, on a periodically basis, the updated results of the Social Characterization survey (Encuesta de Sociocaracterización)** of the Single Registry of Venezuelan Migrants (Registro Único de Migrantes Venezolanos – RUMV) and promote information campaigns. Presenting the results to departmental and municipal entities, and to other private and public institutions in charge of the process of integration of migrant population.
5. **Informing on the procedures for the trans population to have their sexual identity recognized** through notarial public deeds. In addition, considering the possibility that the beneficiaries may be exempted from the payment to Migración Colombia to obtain the corrected duplicate of the PPT, in case this procedure is necessary.

3 Strengthening and expanding public policies with a gender perspective

Ensuring equal opportunities for migrant women should be a priority in Colombia as they represent 51 % of the total Venezuelan migration. Statistics show that it is a population facing lower levels of employment and remuneration. In 2020, the employment rate for migrant women was 34.5 %, while the rate for other women was 38.3 %. Moreover, 67.8 % of the migrant men were employed (DANE and Ladysmith, 2021). In 2022, 89.2 % of the migrant women had difficulty obtaining paid work, compared to 80.8 % of migrant men (DANE, 2022).

Recommendations

1. **Establishing a specific strategy for the attention and integration of migration in the National Development Plan 2022-2026** (Plan Nacional de Desarrollo 2022-2026) that includes the broadening and distribution of resources to national and territorial entities, as well as foreign policy guidelines on migration issues.
2. **Expanding the offer of socioeconomic attention and integration programs with a gender perspective** developed by international cooperation agencies and organizations in the border regions of the country.
3. **Strengthening actions to assist migrant victims of sexual violence** and train public officials and members of civil organizations in the compliance of protocols in this area. These protocols should be articulated with sexual and reproductive health care initiatives.
4. **Evaluating and improving procedures to activate comprehensive mechanisms for the identification and attention of victims of human trafficking or of induced paid sexual activities.** Procedures should be expeditious and go beyond the criminalization of offenses. Specialized training, from a prevention and protection perspective, is needed for public officials who work with vulnerable populations and victims.

4 Establishing a comprehensive policy for Colombian returnees

Although the total number of Colombians returning from Venezuela is unknown, this flow is significant in Colombia. Between 2015 and 2020, only 19,161 people were enrolled in the Single Registry of Returnees (Registro Único de Retornados – RUR) (OMV, 2022). However, it might be increasing in the future, considering that the number of Colombians living abroad ranges between 5 and 8 million. Moreover, in 2018, there were about 3.4 million⁹ people registered in Colombian consulates in the neighboring country. According to the Regional Refugee and Migrant Response Plan (RMRP) platform, the projection to 2021 was of 980,000 returnees, of which 625,000 would have unresponded needs (RMRP, 2022).

The lack of clarity in the data, both of Colombians living abroad and of returnees in Colombia, shows the absence of effective public policies for the attention of millions of Colombians undergoing migratory processes. Both the Law 1565 of 2012, through which provisions are issued and incentives are set for the return of Colombians living

⁹ Dirección para el Desarrollo y la Integración Fronteriza (DIDIF – Office for Border Development and Integration) of the Colombian Ministerio de Relaciones Exteriores (Ministry of Foreign Affairs).

abroad, and the commitments established in the Comprehensive Migration Policy (Política Integral Migratoria – PIM) represent important advances. Nevertheless, actions are required to expand the impact and protection of the returning and binational population, especially those who are in vulnerable conditions. It is particularly the case of those who have not achieved nationality recognition and have opted, as Colombians, for the Temporary Protection Status for Venezuelan Migrants (Estatuto Temporal de Protección para Migrantes Venezolanos – ETPV) (Centro de Derechos Humanos, 2022).

Recommendations

- 1. Strengthening the financial, technical, and operational infrastructure, and human resources of the program Colombia Nos Une** of the Ministry of Foreign Affairs (Ministerio de Relaciones Exteriores).
 - ✚ Following up on the census and social characterization of Colombians living abroad, transnational families, and families with members abroad, in accordance with the PIM.
 - ✚ Establishing a comprehensive attention program for returnees in the agenda of Colombia Nos Une. Deploying campaigns to promote services access, nationalization procedures, and dissemination of information on how to access to the Single Registry of Returnees (Registro Único de Retornados – RUR). It is important to prioritize binational communities and populations located in rural areas within these strategies.
- 2. Mitigating barriers to access to rights and services for Colombians returning from Venezuela.** This will require establishing greater coherence between the regulatory frameworks and programs offered to this population and the Venezuelan migratory context.
 - ✚ Implementing specific programs and actions to promote the integration of first, second, and third generation migrants. Recognizing their differences and needs, as well as those of Colombian-Venezuelans who have not been able to acquire Colombian nationality due to difficulties in meeting the requirements.
 - ✚ Offering alternatives simplifying the requirements for those returning from Venezuela who do not have an apostilled birth certificate.
 - ✚ Guaranteeing the right of the migrant and returnee population to due notification, respect for the principles of legality, and due reason when the National Registry of Civil Status (Registraduría Nacional del Estado Civil) adopts decisions such as the cancellation of Colombian identity cards. Any violation in this sense goes against the American Convention on Human Rights.

- 3. Establishing attention protocols for returnees who are victims of the armed conflict.** Defining an adequate coordination between the Victims Unit (Unidad de Víctimas), Migración Colombia, the Intersectoral Commission for Return (Comisión Intersectorial para el Retorno), and the program Colombia Nos Une of the Ministry of Foreign Affairs (Ministerio de Relaciones Exteriores).

Strengthening the refugee protection system

Despite having signed the 1951 Convention relating to the Status of Refugees and the 1984 Cartagena Declaration on Refugees¹⁰, Colombia has only granted recognition to 1,300 Venezuelan refugees out of 42,103 applications submitted as of April 30, 2022 (DNP, 2022). The country preferred a complementary option to international protection: the Temporary Protection Status for Venezuelan Migrants (Estatuto Temporal de Protección para Migrantes Venezolanos – ETPV). Even if it benefits a significant percentage of the Venezuelan migrant population, it is a regularization mechanism that does not replace the refugee status.

- 1. Strengthening the Advisory Commission for the Determination of the Refugee Status** (Comisión Asesora para la Determinación de la Condición de Refugiado – CONARE) **of the Ministry of Foreign Affairs** (Ministerio de Relaciones Exteriores) with more staff and resources to speed up the review of refugee status applications and ensure that a reasonable response time to applicants is observed.
- 2. Establishing information campaigns on the procedures to follow and the requirements to request the refugee status, in border areas and in the urban centers with the highest migrant concentration.**
- 3. Reconsidering the provisions of Articles 16 and 17 of Decree n°216 of 2021, which adopts the Temporary Protection Status for Venezuelan Migrants** (Estatuto Temporal de Protección para Migrantes Venezolanos – ETPV), that establish that refugee claimants who wish to obtain the Temporary Protection Permit (Permiso por Protección Temporal – PPT) must waive their refugee application and the right to be recognized as subjects of international protection. Refugee claimants should be beneficiaries of the ETPV until the Ministry of Foreign Affairs (Ministerio de Relaciones Exteriores) responds to their application. That will allow this vulnerable population to have access to work and to other fundamental rights.

¹⁰ According to the 1951 United Nations Convention relating to the Status of Refugees, the 1967 Protocol and the 1984 Cartagena Declaration, a refugee is a person who has a well-founded fear of being persecuted for reasons of race, religion, nationality, membership of a particular social group or political opinion, and who, owing to such fear, is unwilling to avail himself of the protection of his or her country. This definition was extended by the 1984 Declaration to persons who have fled their country because their lives, safety or freedom have been threatened by generalized violence, foreign aggression, internal conflicts, massive violation of human rights or other circumstances which have seriously disturbed public order (IOM, 2006).

Improving health care for the migrant population

Since 2017, the health system has been one of the first sectors to respond to the demands of the migrant population in terms of access to rights. However, problems remain in access and service provision that compromise the right to life and health of migrants, including women, girls, and children in highly vulnerable conditions.

Currently, 924,391 Venezuelans migrants are affiliated to the General Social Security Health System (Sistema General de Seguridad Social en Salud – SGSSS). 75.8 % of them are in a subsidized regime and 24.2 % in a contributory regime (ONMS, 2022). Although the number of affiliations is considerable and has increased significantly in the last year, it only represents 37.3 % of the migrants with a vocation of permanence in Colombia.

Recommendations

- 1. Implementing campaigns to promote services and information divulgation to the migrant population about access to medical care, enrollment into the System of Identification for Social Assistance Beneficiaries (Sistema de Identificación de Potenciales Beneficiarios de Programas Sociales – Sisbén), and health system affiliation procedures.** It is important to prioritize binational communities and populations located in rural areas within these strategies.
- 2. Training the health sector personnel so that the concept of "emergency care"**¹¹ is widely implemented in accordance with Constitutional Court Ruling T-197 of 2019. It is risky for people's lives and time and resource-consuming for the judicial branch to respond to a continuous number of people requesting access to a fundamental right.
- 3. Strengthening sexual and reproductive health care** for the migrant population and including this aspect in emergency care. The situation of border municipalities that face cases of foreign population with Sexually Transmitted Infections, teenage pregnancies, premature births, requests for family planning consultations, among other, requires urgent territorial prioritization.
- 4. Promoting comprehensive strategies to obtain information of the migrant population with disabilities.** Promoting their incorporation into programs offered by the public sector and specialized civil society organizations.

¹¹ Ruling T-197 of 2019 establishes that adequate emergency care includes "using all necessary and available means to stabilize the patient's health situation, preserve his life and meet his basic needs". Therefore, it is reasonable that "in some exceptional cases, 'emergency care' [may] come to include the treatment of catastrophic diseases such as cancer, when requested by the treating physician as urgent and, therefore, are indispensable and cannot be reasonably delayed without endangering life"

5. **Developing national and local mental health programs** that include comprehensive attention for refugees, displaced persons, Colombian returnees, and migrants with diseases or disabilities resulting from traumatic experiences of human mobility.

7. Guaranteeing access, permanence, and progress of migrant children and adolescents in the educational system

Although Colombia has managed to incorporate a considerable number of Venezuelan children and adolescents into its educational system —573,846 school enrollments as of June 2022 (Ministerio de Educación, 2022)—, part of this population is still out of school. It is necessary to take actions to ensure a good education to facilitate the integration of migrant children and adolescents into Colombian society.

Among the gaps that are facing the Venezuelan schoolchildren, it stands out that 17.2 % of Venezuelan children between 6 and 11 years old did not know how to read or write in 2020. Moreover, the 11 years old have an average of 3.8 years of education. Therefore, they have a school lag of 1.2 years compared to Colombian children the same age (DNP, 2022). It is central to foster protective environments in schools that promote leveling strategies for the migrant student population. Discouraging them from dropping out of school must be a priority.

Recommendations

1. **Providing leveling up for the Venezuelan students through the Ministry of Education (Ministerio de Educación) and the educational entities at the departmental and municipal levels.** This will enable their progress in the different grades while complying with the required level of skills and knowledge. The accompaniment of those who are over-age in the classroom must also be a priority.
2. **Strengthening infrastructure, human capital, and educational provision in municipalities and urban areas of high vulnerability.** The territories are facing a high pressure due to a growing educational demand, especially in the departments bordering Venezuela. Those departments provide education to 38 % of the Venezuelan migrant children and adolescents in Colombia. Strengthening this sector in some territories will prevent the risk of recruitment of minors by armed groups and criminal gangs.
3. **Promoting access to higher education** through strategies that provide guidance and support in applying for training programs, scholarships, or access to educational loans.

4. **Designing a booklet for school principals and teachers with specific recommendations to deal with situations of xenophobia**, bullying, and discrimination affecting migrant children, under the leadership of the Ministry of Education (Ministerio de Educación).

8 Prioritizing attention to migrant children and adolescents

Between 2017 and 2022, 169,182 Venezuelan women gave birth in Colombia (ONMS, 2022). As of February 2022, 602,467 minors have been pre-registered in the ETPV pre-registration (Migración Colombia, 2022). In other words, at least 24.3 % of all Venezuelan migrants in Colombia are children and adolescents, 42.1 % of whom are under 8 years old and 57.8 % are between 8 and 17 years old¹². Moreover, 3,643 minors are in the custody of the Colombian Institute of Family Welfare (Instituto Colombiano de Bienestar Familiar – ICBF) in active Administrative Processes for the Restoration of Rights (Procesos Administrativos de Restablecimiento de Derechos – PARD) (OMV, 2022).

Malnutrition, risk of statelessness, school dropout, unaccompanied minors, violence, exploitation and abuse, and child recruitment by armed groups are recurrent threats for migrant children and adolescents in Colombia. Thus, the State must prioritize the protection of this population by adopting urgent measures to ensure their welfare and integration.

Recommendations

1. **Strengthening the technical and operational infrastructure, and human resources of the ICBF** to increase its capacity and impact as an entity dedicated to the prevention and comprehensive protection of early childhood, youth, and adolescence in Colombia.
 - ✚ Updating and speeding up protocols and mechanisms for emergency situations that require rapid response, especially for the identification and protection of victims of human trafficking.
 - ✚ Creating monitoring and protection mechanisms for unaccompanied minors in transit toward a third country. These actions should be coordinated with the countries of the region through bilateral or multilateral agreements to guarantee the protection of children and adolescents, as well as the right to family reunification.

¹² The figures do not include returnees, irregular migrants who entered the country after January 31, 2021, or the population that, given their vulnerable condition, was not registered in the ETPV.

2. **Eradicating statelessness in Colombia.** The program *Primero la Niñez*¹³ should carry on. It is an initiative that will have to be extended beyond August 2023 if the risk of statelessness of the Venezuelan migrant population persists.
3. **Following up on the drafting and discussion of the Bill 368 of May 17, 2022, in the Congress.** Its intent, among others, is to add a chapter to the Law 043 of 1993 with the aim of granting Colombian nationality to adopted migrant minors who are under State protection. Its legislative approval must be given in strict compliance with the constitutional framework and international regulations adopted in the area of child protection.

9 Achieving the socioeconomic and productive integration of migrants

The socioeconomic integration of the Venezuelan migrant population will be the step that determine the success or failure of the current migration policy. The inclusion of migrants in the social and productive ecosystem of the country will not only represent an economic benefit for families and individuals, but also an opportunity for the Colombian economy and productive system.

Venezuelan migration is composed of heterogeneous people from different regions and socioeconomic levels. Many of them are professionals, some with postgraduate degrees, others are high school graduates or have only a basic education, and some do not know how to read or write. Thus, one sector of the population is considered vulnerable and another one falls into the categories of professionals, businessmen, entrepreneurs, or academics.

In this regard, the creation of the Multidimensional Index of Socioeconomic Integration of the Venezuelan Migrant Population in Colombia (Índice Multidimensional de Integración Socioeconómica de la Población Migrante Venezolana en Colombia – IMI) stands out as an important public management instrument. It was created by the National Planning Department (Departamento Nacional de Planeación – DNP) to measure and analyze the socioeconomic integration of the Venezuelan migrants with a vocation of permanence in Colombia (OMV, 2022). The results of this instrument will be decisive to monitor the coverage of basic needs, social and economic integration, and public management of migration in the framework of the ETPV's implementation.

¹³ *Primero la Niñez* is a temporary government program that consists in giving the Colombian nationality to children of Venezuelan parents, born in Colombia after August 19, 2015.

Recommendations

1. **Expanding and strengthening the services offered by the Centros Intégrate¹⁴.** It is necessary to increase the number of these units in cities with a high concentration of migrants. The services they offer should include workshops on rights and duties to empower the Venezuelan population and facilitate their access to justice.
2. **Strengthening and giving continuity to the labor skills and competencies certification and training programs** offered to the migrant population by the National Training Service (Servicio Nacional de Aprendizaje – SENA) and the Ministry of Labor (Ministerio del Trabajo), to facilitate their access to formal employment.
3. **Ensuring that all professional bodies in Colombia recognize the PPT** as a valid document for migrants who have validated their academic degrees to obtain the professional card and allow them to practice in Colombia.
4. **Identifying the demand for human capital of the public and private sectors.** It will help determine the specific needs of the different economic sectors and regions of the country. Thus, the migrant population could supply for the shortages of personnel that are not met with national personnel.
5. **Promoting an information campaign aimed exclusively at the business sector.** The objective would be to clarify the requirements and conditions to hire foreign personnel, counteract myths about the risks involved, and explain the benefits of the Temporary Protection Status for Venezuelan Migrants (Estatuto Temporal de Protección para Migrantes Venezolanos – ETPV) and the Temporary Protection Permit (Permiso por Protección Temporal – PPT).
6. **Guaranteeing through the Banking Superintendency (Superintendencia Bancaria) the recognition of the PPT as an identity document that provides access to financial services.**
7. **Explain the migrant population how the labor regime in Colombia works and the labor rights that they have.** Their insertion in the labor market must be carried out in accordance with Colombian regulations and on equal terms with the Colombian population.

¹⁴ The Centros Intégrate are a project of the Colombian government and the United States Agency for International Development (USAID). Different places have been implemented to help with the socioeconomic inclusion and the integration of the Venezuelan population in Colombia. Various services are provided free of charges.

8. **Characterizing socially the Venezuelan population working in informal economic sectors.** It will allow to identify their potential and facilitate their incorporation into formal labor activities through the Public Employment System (Sistema Público de Empleo) and the SENA.
9. **Creating alliances with Venezuelan community organizations to disseminate information** on job offers, training programs, and collective entrepreneurship opportunities, among others.

10. Strengthening the territorial and local migratory governance

Although 97.4 % of Colombian municipalities harbor Venezuelan migrants with a vocation of permanence, most of them are located in major cities such as Bogotá (19.9 %), Medellín (7.7 %), Cúcuta (6.7 %), Cali (4.9 %) and Barranquilla (4.5 %) (Migración Colombia, 2022).

In the departments bordering Venezuela, the migratory flows are even more dynamic. By February 2022, these departments shelter 25.80 % of the Venezuelan migrants with a vocation of permanence. In addition, 1.87 million commuters continuously enter the country to access goods and services and nearly 162,000 migrants transited towards third countries through these departments (RMRP, 2022). The border municipalities that face the greatest pressure from these migratory dynamics are: Cúcuta, Villa del Rosario, Tibú and Patios, in Norte de Santander; Maicao, Riohacha, Fonseca, San Juan del Cesar and Uribia, in La Guajira; Valledupar, in Cesar; Arauca and Saravena, in Arauca; Puerto Carreño, in Vichada; San Miguel, in Putumayo; Ipiales, in Nariño; and Acandí and Necoclí, in Chocó.

Recommendations

1. **Expanding the allocation of resources of the territorial entities** that receive greater migration. In the process of elaboration and approval of the National Development Program 2022-2026 (Plan Nacional de Desarrollo), it will be necessary to establish spaces of dialogue and articulation between the National Planning Department (Departamento Nacional de Planeación – DNP), the Colombian Association of Capital Cities (Asociación Colombiana de Ciudades Capitales – ASOCAPITLES), the Ministry of Finance (Ministerio de Hacienda), and the legislative body to prioritize the attention and integration of migrants from a territorial perspective.
2. **Strengthening border departments and municipalities resources for migration management.** It will be crucial to increase the financial capacity of border municipalities receiving migration and the institutional and operational infrastructure in place to guarantee migrants access to services and rights. It is

also necessary to promote the creation of spaces for dialogue and coordination between the public and private sectors, the media, and civil society organizations to make progress in migrants' integration.

- ✚ Supporting border municipalities in the strengthening and increase of institutional and operational health, education, and public services infrastructure. Despite the lack of resources and infrastructure, these are territories where there is a high demand for services and access to rights on the part of the Venezuelan population living in condition of vulnerability.
 - ✚ Establishing the Border Mobility Card (Tarjeta de Movilidad Fronteriza – TMF) as a legitimate identification document that features biometric recognition to facilitate access to financial system services for the foreign population in all border territories.
 - ✚ Strengthening the demographic and socioeconomic characterization of the border population and updating on a frequent basis this type of information to support the formulation of public policies with a territorial and specialized approach. It is a mechanism established in the Border Law (Ley de Fronteras).
 - ✚ Censusing and characterizing socially binational communities to reestablish their rights. Strengthening the current attention and protection mechanisms regarding these communities.
3. **Creating sectoral programs to provide employment to migrants** in accordance with the market needs of the cities and municipalities. It will be necessary to establish cross-matrices of the employability offer available in the territories and developing databases of information on the educational level and work experience of the migrant population.
4. **Establishing instruments for the recognition, attention, and protection of regular or irregular migrants who have been victims of forced displacement due to the armed conflict in Colombia.** The Unit for Attention and Integral Reparation to Victims (Unidad para la Atención y Reparación Integral a las Víctimas) will play a fundamental role in this task by, among others, promoting those instruments with public officials, civil society organizations, and communities.

11. Addressing xenophobia and public safety from a rights-based and non-discriminatory approach

Xenophobia is one of the main barriers to achieve an inclusive, diverse, and peaceful society. Although Colombia has not experienced massive manifestations of xenophobia, surveys reflect the discontent of the population with the arrival of Venezuelan migrants.

According to a study realized by Invamer, in August 2022, 59 % of Colombians disagreed with the government policy of providing temporary protection permits for 10 years to Venezuelans who are undocumented and 61 % have an unfavorable opinion of them.

Security is one of the most sensitive issues for public opinion when we refer to migration. The increase in crime rates or new forms of crime is often unfoundedly associated with the arrival of migratory flows. Therefore, it is essential to criminal groups, protect the dignity of individuals and avoid stigmatizing generalizations about an entire migrant population based on their nationality. Preventing and combating xenophobia is a social obligation.

Recommendations

1. **Promoting and implementing policies to foster migratory integration** through, among others, narratives that combat xenophobia, especially in public officials, public services, health, and education providers, financial system, community managers, and employers.
2. **Establishing and informing migrants about the institutional procedures they must follow to assert their rights**, file complaints, lodge claims, or access the justice system in general.
3. **Promoting sociocultural public spaces for the Venezuelan migrant population** to strengthen their networks and relationships with the host communities.
4. **Including a module on migration and xenophobia in the human rights training of security forces members**, emphasizing on the language used in public statements when referring to migrants, to avoid their exclusion and violent acts against them.

12. Strengthening migration in the Colombian foreign policy agenda

Although Colombia is the largest recipient of Venezuelan migrants in the world, it is not the only one. This phenomenon concerns other countries, especially in South America. According to the Regional Refugee and Migrant Response Plan (RMRP) platform, there are 6,805,209 Venezuelan migrants and refugees in the world. 5,745,664 of them are in Latin America and the Caribbean (84.43 %) and 2,477,588 in Colombia (36.41 %).

Likewise, in 2021, more than 134,000 migrants crossed the Darien Gap from Colombia towards Panama, as a way to enter North America (IOM, 2022). Up to March 2022, statistics published by the Panama National Migration Service (Servicio Nacional de Migración de Panamá) show a total of 13,425 irregular migrants entering through this

region. Among them, 4,257 persons are from Venezuela, 1,589 from Haiti, 1,164 from Senegal and 1,065 from Cuba.

Given this complex context, it is essential to prioritize migration as part of the Colombian foreign policy agenda and assume leadership in the multilateral, regional, and bilateral spheres to promote migration management under the principle of co-responsibility and to channel international cooperation resources

Recommendations

1. **Securing financial resources and technical assistance through international cooperation to address migration** in Colombia. Preserving a collaborative relationship with the United States –which has donated 94 % of the resources allocated to migration in the region– that enhances the regulation, financing, and adequate management of continental migration. Ensure the support of various sources of international aid such as UNHCR, IOM, and ECHO, among others.
2. **Leading regional mechanisms to address Venezuelan and extra-continental migration to South, Central, and North America.** Regional management must be achieved to guarantee safe, orderly, and regular migration. The articulation of joint actions should be governed under principles of co-responsibility and protection of vulnerable populations.
3. **Coordinating a fluid exchange of information with the countries of the region** to identify migrants' flows and profiles, within the structure of new or existing regional cooperation frameworks.
4. **Establishing migration management strategies focused on extracontinental and Caribbean migratory flows.** Information sharing and cooperation mechanisms with countries of origin, transit, and destination are central to determine responsibilities and courses of action that guarantee safe, orderly, and regular migration in the region based on a human rights approach.
5. **Establishing migration management strategies focused on extracontinental and Caribbean migratory flows.** Information sharing and cooperation mechanisms with countries of origin, transit, and destination are central to determine responsibilities and courses of action that guarantee safe, orderly, and regular migration in the region based on a human rights approach.
6. **Maintaining and strengthening the Regional Refugee and Migrant Response Plan (RMRP)** platform, which provides internationally comparable migration data. This statistical system has played a fundamental role in understanding and measuring the migration phenomenon at the regional level.

7. **Re-Building diplomatic and consular ties with Venezuela** —the country that represents the largest expeller of migrants in South America— **as well as bilateral and border agenda that puts migration at the center.**

5 Conclusion

Over the last seven years, Colombia, as the main recipient of Venezuelan migrants, has undergone an intense learning process in migration policy and management. Starting from humanitarian attention focused on access to fundamental rights, progress has been made towards the implementation of identification and regularization policies to facilitate the socioeconomic and productive integration of migrants in the short and medium terms. This is a challenge that will require the State to continue working in regulatory, institutional, and operational matters. Increasing management capacity and resources and strengthening intersectoral coordination at the national and territorial levels will be needed.

On the road to inclusion, it will be essential to guarantee the continuity of the Temporary Protection Status for Venezuelan Migrants (Estatuto Temporal de Protección para Migrantes Venezolanos – ETPV) as the mechanism that enhances migration as a force for development by reducing irregularity and informality and their negative impacts on the quality of life of migrants.

It is essential to foster policies to protect the millions of Colombians who are in a difficult migratory situation, either as emigrants in other countries or as returnees. Safeguarding their rights and ensuring their integrity as nationals is a State duty, especially when a significant number of them are in situations of vulnerability.

In a social democratic State, equity and social integration for migrants and returnees should be based on equal access to fundamental rights. Although Colombia has made important achievements in terms of access to health and education, gaps remain. Special attention must be paid to migrant minors, whose rights and well-being are continually violated, despite being a priority population.

Likewise, territorial entities are responsible for measuring and managing the legal, operational, and financial capacity of the frameworks proposed by the national government. Thus, they should be protagonists in the formulation and implementation of policies regarding the attention and integration of migrants. Therefore, it will be necessary to strengthen the human, financial, and logistical resources, and to address migration as a key issue in future development plans at the departmental, district, and municipal levels.

Xenophobia and other forms of discrimination can become important barriers to the construction of diverse and inclusive societies. They encourage conflict, revictimize migrants and returnees, and increase their vulnerability. Migration addressed from a

sustainable, holistic, and co-responsible approach can help reduce inequalities and poverty. For this to happen, effective channels of social and labor integration must be facilitated so that migrants can settle in decent conditions. From there, they can contribute to the social, economic, and productive development of the country's regions.

Finally, Colombia, as the main recipient of Venezuelan migration in the world and as a place where other continental human mobility manifestations converge, needs to develop, and lead a bold migratory diplomacy. This diplomacy must encourage channels for dialogue and action with the international community, as well as foster agreements at the multilateral, regional, and bilateral levels. These measures will lead the way towards the integration of migrants and the channeling of resources to ensure comprehensive migration management.

6

Summary table of the 57 recommendations

Challenges	Recommendations
<p>1. Strengthening the institutional framework and migration management from an integration approach</p>	<p>Establishing a strategy for the management and integration of migration in the National Development Plan 2022-2026 (Plan Nacional de Desarrollo).</p> <p>Strengthening the institutional and operational capacity of the Office for the Attention and Socioeconomic Integration of the Migrant Population (Oficina para la Atención e Integración Socioeconómica de la Población Migrante). Considering raising its institutional level by making it equivalent to a Presidential Advisory (see Challenge 1, recommendation 2).</p> <p>Strengthening the institutional and operational capacity of Migración Colombia. Increasing its territorial presence. Modernizing and expanding the technological infrastructure of biometric registration and recognition equipment. Training its employees on standardization of procedures, border management, and human rights (see Challenge 1, recommendation 3).</p> <p>Increasing the human and financial resources of the Migration, Consular Affairs and Citizen Services Office (Dirección de Asuntos Migratorios, Consulares y Servicio al Ciudadano), the CONARE and the internal working group Colombia Nos Une of the Ministry of Foreign Affairs (Ministerio de Relaciones Exteriores) (see Challenge 1, recommendation 4).</p> <p>Regulating Law 2136 of 2021, which establishes the definitions, principles, and guidelines of the Comprehensive Migration Policy (Política Integral Migratoria – PIM) (see Challenge 1, recommendation 5).</p> <p>Strengthening and standardizing the instruments for the collection, systematization, analysis, and sharing of information.</p>
<p>2. Pursuing the implementation of the Temporary Protection Status for Venezuelan Migrants (ETPV)</p>	<p>Promoting campaigns to achieve recognition of the PPT as a valid identification document to access rights and services.</p> <p>Promoting measures for the PPT to be recognized by the public and private sectors. Incorporating it in all IT systems for the migrant population to access services and rights.</p>

	<p>Evaluating the possibility of extending new registration periods in the Single Registry of Venezuelan Migrants (Registro Único de Migrantes Venezolanos – RUMV) in particular cases (see Challenge 2, recommendation 3).</p> <p>Publishing on a periodically basis, the updated results of the Social Characterization Survey (Encuesta de Sociocaracterización) of the RUMV.</p> <p>Informing on the procedures for the trans population to have their sexual identity recognized. Considering the possibility that the beneficiaries may be exempted from the payment to obtain the corrected duplicate of the PPT, in case this procedure is necessary.</p>
<p>3. Strengthening and expanding public policies with a gender perspective</p>	<p>Expanding the access of migrant population to the programs offered by public childcares and the Child Development Centers (Centros de Desarrollo Infantil) of the Colombian Institute for Family Welfare (Instituto Colombiano de Bienestar Familiar).</p> <p>Expanding the offer of socioeconomic attention and integration programs with a gender perspective developed by international cooperation agencies in the border regions of the country.</p> <p>Strengthening actions to assist migrant victims of sexual violence. Training public officials and members of civil organizations in the compliance of protocols in this area.</p> <p>Evaluating and improving procedures to active comprehensive mechanisms for the identification and attention of victims of human trafficking or forced prostitution.</p>
<p>4. Establishing a comprehensive policy for Colombian returnees</p>	<p>Strengthening the financial and technical infrastructure, and human resources of the program Colombia Nos Une of the Ministry of Foreign Affairs (Ministerio de Relaciones Exteriores) (see Challenge 4, recommendation 1).</p> <p>Mitigating barriers to access to rights and services for Colombians returning from Venezuela (see Challenge 4, recommendation 2).</p> <p>Establishing attention protocols for returnees who are victims of the armed conflict. Defining an adequate coordination between the Victims Unit (Unidad de Víctimas), Migración Colombia and the Intersectoral Commission for Return (Comisión Intersectorial para el Retorno) and the program Colombia Nos Une.</p>
<p>5. Strengthening the refugee protection system</p>	<p>Strengthening the CONARE of the Ministry of Foreign Affairs (Ministerio de Relaciones Exteriores) with more staff and resources.</p> <p>Establishing information campaigns on the procedures to follow to request the refugee status, in border areas and in the urban centers with the highest migrant concentration.</p>

	<p>Reconsidering the provisions of Articles 16 and 17 of Decree 216 of 2021, which adopts the Temporary Protection Status for Venezuelan Migrants (Estatuto Temporal de Protección para Migrantes Venezolanos – ETPV) that establish that refugee claimants who wish to obtain the Temporary Protection Permit (Permiso por Protección Temporal – PPT) must waive their refugee application.</p>
<p>6. Improving health care for the migrant population</p>	<p>Implementing campaigns to promote services and information divulgation to the migrant population about access to medical care, enrollment into the Sisbén, and health system affiliations procedures.</p> <p>Training the health sector personnel so that the concept of “emergency care” is implemented in accordance with Constitutional Court Ruling T. 197 of 2019.</p> <p>Strengthening sexual and reproductive health care for the migrant population and including this aspect in emergency care.</p> <p>Promoting comprehensive strategies to obtain information of the migrant population with disabilities. Promoting their incorporation into programs offered by the public sector and specialized civil society organizations.</p> <p>Developing national and local mental health programs.</p>
<p>7. Guaranteeing access, permanence, and progress of migrant children and adolescents in the educational system</p>	<p>Providing leveling up programs for the Venezuelan students.</p> <p>Strengthening infrastructure, human capital, and educational provision in municipalities and urban areas of high vulnerability.</p> <p>Promoting access to higher education through strategies that provide guidance and support in applying for training programs, scholarships, or access to educational loans.</p> <p>Designing a booklet for school principals and teachers with specific recommendations to deal with situations of xenophobia, bullying, and discrimination affecting migrant children, under the leadership of the Ministry of Education (Ministerio de Educación).</p>
<p>8. Prioritizing attention to migrant children and adolescents</p>	<p>Strengthening the technical and operational infrastructure, and human resources of the ICBF to increase its impact and response capacity in cases of human trafficking and unaccompanied minors (see Challenge 8, recommendation 1).</p> <p>Continuing the program Primero la Niñez.</p> <p>Following up on the drafting and discussion of the Bill 368 of May 17, 2022, in the Congress. It adds a chapter to the Law 043 of 1993 with the aim of granting Colombian nationality to adopted migrant minors who are under State protection.</p>

<p>9. Achieving the socioeconomic and productive integration of migrants</p>	<p>Expanding and strengthening the services offered by the Centros Intégrate. The services they offer should include workshops on rights and duties to empower the Venezuelan population and facilitate their access to justice.</p> <p>Strengthening the labor skills and competencies certification and training programs offered to the migrant population by the SENA and the Ministry of Labor (Ministerio del Trabajo).</p> <p>Ensuring that all professional bodies in Colombia recognize the PPT as a valid document for migrants who have validated their academic degrees to obtain the professional card.</p> <p>Identifying the demand for human capital of the different economic sectors and regions of the country. The migrant population could supply for the shortages of personal that are not met with national personnel.</p> <p>Promoting an information campaign aimed exclusively at the business sector. The objective would be to clarify the requirements and conditions to hire foreign personnel, counteract myths about the risks involved and explain the benefits of the ETPV and the PPT.</p> <p>Guaranteeing through the Banking Superintendency (Superintendencia Bancaria) the recognition of the PPT as an identity document that provides access to financial services.</p> <p>Explain the migrant population how the labor regime in Colombia works and the labor rights that they have.</p> <p>Characterizing socially the Venezuelan population working in informal economic sectors. It will allow to identify their potential and facilitate their incorporation into formal labor activities through the Public Employment System (Sistema Público de Empleo) and the SENA.</p> <p>Creating alliances with Venezuelan community organizations to disseminate information on job offers, training programs, and collective entrepreneurship opportunities, among others.</p>
<p>10. Strengthening the territorial and local migratory governance</p>	<p>Expanding the allocation of resources of the territorial entities that receive greater migration. In the process of elaboration and approval of the National Development Program 2022-2026 (Plan Nacional de Desarrollo).</p> <p>Strengthening border departments and municipalities resources for migration management. Despite the lack of resources and infrastructure, these are territories where there is a high demand for services and access to rights (see Challenge 10, recommendation 2).</p>

	<p>Creating sectoral programs to provide employment to migrants in accordance with the market needs of the cities and municipalities.</p> <p>Establishing instruments for the recognition, attention, and protection of regular or irregular migrants who have been victims of forced displacement due to the armed conflict in Colombia.</p>
<p>11. Addressing xenophobia and public safety from a rights-based and non-discriminatory approach</p>	<p>Promoting and implementing policies to foster migratory integration through narratives that combat xenophobia.</p> <p>Establishing and informing migrants about the institutional procedures they must follow to access the justice system.</p> <p>Promoting the associativity of Venezuelan migrants to foster community practices, strengthen their networks and capacity for dialogue and representation in public and private spaces.</p> <p>Including a module on migration and xenophobia in the human rights training of security forces, with emphasis on the language in public statements when referring to migrants, to avoid their exclusion and acts of violence against them.</p>
<p>12. Strengthening migration in the Colombian foreign policy agenda</p>	<p>Securing financial resources and technical assistance through international cooperation to address migration in Colombia.</p> <p>Leading regional mechanisms to address Venezuelan and extra-continental migration to South, Central, and North America. Regional management must be achieved to guarantee safe, orderly, and regular migration.</p> <p>Coordinating a fluid exchange of information with the countries of the region to identify migrants flows and profiles, within the structure of new or existing regional cooperation frameworks.</p> <p>Establishing international treaties on a continental scale to protect the rights of unaccompanied minors who move through the countries of the region and across international borders.</p> <p>Establishing migration management strategies focused on extracontinental and Caribbean migrant flows. Information and cooperation mechanisms with countries of origin, transit, and destination are central to determine responsibilities and courses of action that guarantee safe, orderly, and regular migration in the region based on a human rights approach.</p>



THE CHALLENGE OF INTEGRATION

Prospects and opportunities for migration management in Colombia 2022-2026

Maintaining and strengthening the Regional Refugee and Migrant Response Plan (RMRP) platform, which provides internationally comparable migration data. This statistical system has played a fundamental role in understanding and measuring the migration phenomenon at the regional level.

Re-building, diplomatic and consular ties with Venezuela, as well as a bilateral and border agenda that puts migration at the center.

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Visit www.urosario.edu.co/Observatorio-de-Venezuela/Informe/ to access the documents

- Retos y Oportunidades de la Movilidad Humana Venezolana en la Construcción de una Política Migratoria Colombiana. September 2018
- Las Migraciones en el Contexto Colombo-venezolano. July 2019.
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OBSERVATORIO DE VENEZUELA

The Observatorio de Venezuela of the Facultad de Estudios Internacionales, Políticos y Urbanos of the Universidad del Rosario is an academic group that conducts research, pedagogy, and dissemination of knowledge on Venezuela and its relationship with Colombia. Since August 2004, the Observatorio has been monitoring the transformation of the Venezuelan political system. It became a space of meeting and exchange of ideas and projects that seek the resolution of specific problems. The members of the Observatorio are as well consultants for different national and international actors.

FUNDACIÓN KONRAD ADENAUER

Present for more than 55 years in Colombia, we have been working to strengthen democratic institutions, promoting respect for human rights, regional integration, political education, and active citizen participation. Together with our allies – political, academic, and civil society organizations, the Catholic Church, and the private sector –, we address key issues for the country such as: the peace process, human mobility from Venezuela, government and digital democracy, citizen participation, decentralization, sustainable development, among others.



Colombia has become the epicenter of one of the biggest contemporary migratory crises. The current global context is subject to diverse flows of human mobility resulting from the search for better living conditions, environmental problems, armed conflicts, complex humanitarian emergencies and ethnic rivalries. The report *The Challenge of Integration: Prospects and Opportunities for Migration Management in Colombia 2022-2026*, elaborated by the Observatorio de Venezuela of the Facultad de Estudios Internacionales, Políticos y Urbanos of the Universidad del Rosario, in partnership with the Konrad Adenauer Foundation, identifies 12 priority action areas and 57 recommendations. It will serve as input for the new government and decision makers to formulate public policies consistent with the current migration challenges at the national and international levels.



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