

Municipality of Santiago de Chile (Chile) |  
PROFILE 2022

# MIGRATION GOVERNANCE INDICATORS LOCAL



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# MIGRATION GOVERNANCE INDICATORS

## LOCAL





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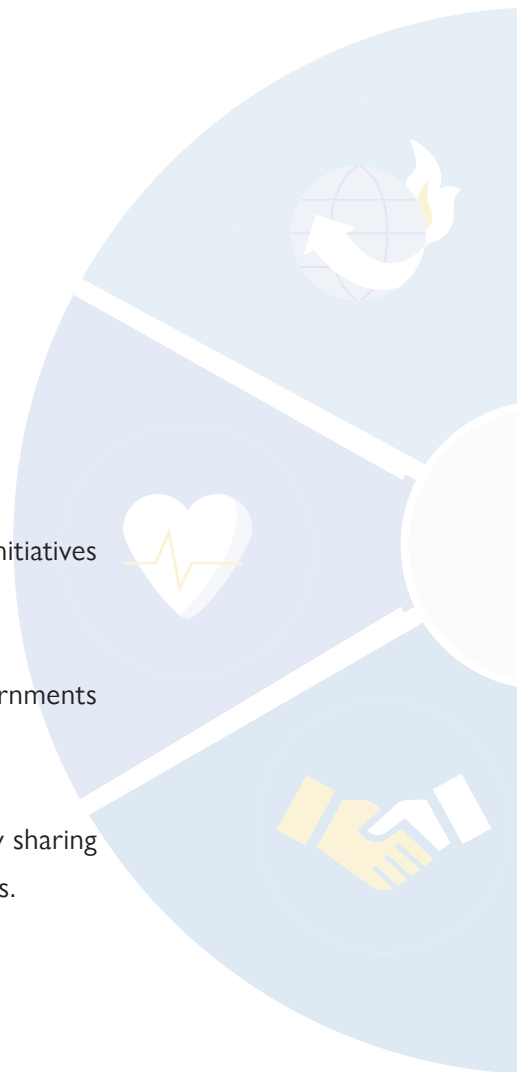
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## OBJECTIVES

- 1 Help local authorities take stock of the migration initiatives they have in place.
- 2 Foster dialogue on migration between national governments and local authorities.
- 3 Enable local authorities to learn from one another by sharing common challenges and identifying potential solutions.



“Rapid urbanization continues to transform the demographic landscape of many countries around the world. Cities are already home to the majority of international migrants, driven by opportunity as well as necessity, and local authorities are becoming leaders in finding creative solutions for rapid social change, supporting communities through innovation.”<sup>1</sup>

<sup>1</sup> António Vitorino, IOM Director General, [Report to the 109th Session of the IOM Council](#) (November 2018).

# INTRODUCTION

## The Migration Governance Indicators

The need to maximize the opportunities and face the challenges that mobility brings has been recognized with the inclusion of migration in the 2030 Agenda for Sustainable Development, and with the adoption of the Global Compact for Safe, Orderly and Regular Migration. The incorporation of target 10.7 into the 2030 Agenda created the need to define “planned and well-managed migration policies”. This is why, in 2015, the International Organization for Migration (IOM) developed the Migration Governance Framework (MiGOF). This Framework offers a concise view of an ideal approach that allows a State to determine what it might need to govern migration well and in a way that suits its circumstances. That same year, IOM in collaboration with Economist Impact developed the Migration Governance Indicators (MGIs), a set of almost 100 indicators that help States assess the comprehensiveness of their migration governance structures.

The indicators constitute a starting point to engage governments in a consultative process that allows them to identify areas that are well-developed and others that would benefit from further development, and most importantly, priorities that are in line with the specific challenges and opportunities that a given country is facing.

The MGIs are characterized by three main fundamental attributes:

1. The MGI process is a **voluntary** exercise: The MGIs are conducted in countries that have requested to be part of the process.
2. The MGIs are **sensitive to national** specificities: The MGIs recognize the different challenges and opportunities of each context, and therefore, do not propose a one-size-fits-all solution, but rather aim to spark a discussion on what well-governed migration can mean.
3. The MGIs constitute a **process**: The MGI process is not a static tool to collect data on countries' migration frameworks. It is rather the first step of a dynamic exercise that can enable governments to identify areas of their migration policy in need of further development, or that could benefit from capacity-building.

## Migration Governance Indicators: From national to local

The role of cities and municipalities in migration governance<sup>2</sup> has grown significantly in recent decades, given the rapid pace of urbanization and the importance of cities as destinations for all forms of migration and displacement. Researchers, policymakers and international development agencies have all highlighted the crucial role of cities and municipalities in both accommodating migrants and formulating sustainable responses to migration-related matters.

The role of local governments, not only in the management of migration at the local level, but also in realizing the urban dimensions of the 2030 Agenda, has been recognized in the New Urban Agenda at the Habitat III Conference in Quito (Ecuador), the Global Compact for Migration, and the Call to Local Action, to mention a few.

To support the discussion between levels of governments on migration governance, IOM has adapted the MGIs<sup>3</sup> to the local level. The Local MGIs seek to offer a more comprehensive picture of a country's migration governance landscape by juxtaposing a local dimension to MGI national assessments. The [Local MGIs](#) are based on a set of about 80 indicators helping local authorities take stock of local migration strategies or initiatives in place and identify good practices as well as areas with potential for further development.

<sup>2</sup> “Migration governance” refers to the system of institutions, legal frameworks, mechanisms and practices aimed at regulating migration and protecting migrants. It is used almost synonymously with the term “migration management”, although the latter is also sometimes used to refer to the narrow act of regulating cross-border movement at the State level.

<sup>3</sup> The [Migration Governance Indicators](#) were developed in 2015 by IOM in collaboration with Economist Impact.



The aim of the exercise is to foster dialogue on migration between national governments and local authorities and enable local authorities to learn from one another by discussing common challenges and identifying potential solutions.

While the Local MGIs retain the attributes of the National MGIs, they are also anchored in the notion that cities and local authorities have different capacities, competencies and added value when it comes to governing migration. Therefore, the methodology has been adapted to reflect the fact that the degree of fiscal and political autonomy of participating cities influences the kind of migration governance they can practically and legally engage in. Furthermore, new indicators of the level of autonomy and capacities have been added to give some context to the results of the assessment.

Given the differences outlined between the MGIs at the national and local levels, the purpose of the Local MGIs is to be a tool for government authorities to use in taking an introspective look at the measures they have in place to manage migration, as well as to share their experiences. Furthermore, the Local MGIs recognize that good practices can take different forms depending on the division of competencies between local and national authorities. Therefore, the Local MGI analysis should not be interpreted as an invitation to change the division of competencies, but rather be understood as a catalyst to open dialogues on what cities can do with regard to migration within the scope of their mandate. A comprehensive picture of migration governance can be captured only by looking at the different levels of government.

## Start of work with the municipality of Santiago de Chile

This report is the outcome of the local MGI process conducted in the municipality of Santiago de Chile (Chile). This profile summarizes key examples of well-developed migration governance structures as well as those with potential for further development.

This profile is supplemented by the national MGI evaluation of the Republic of Chile (hereinafter referred to as Chile) carried out in 2021.<sup>4</sup> The country is divided into 16 regions, and one of them is the Metropolitan Region. The Metropolitan Region is divided in turn into six provinces, one of them being the province of Santiago, whose capital is the commune of Santiago.<sup>5</sup>

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<sup>4</sup> The 2021 Migration Governance Indicators Profile for the Republic of Chile is available [here](#).

<sup>5</sup> A “commune” is the smallest administrative subdivision in Chile. It may contain urban, rural or mixed areas and is the equivalent of a municipality.



CONTEXT

## Migration trends

According to the National Statistics Institute (*Instituto Nacional de Estadísticas*, INE) (2021a) and what was known at the time as the Department of Aliens and Migration,<sup>6</sup> as of 31 December 2020 Chile had an estimated 1,450,333 foreign habitual residents. Their main countries of origin – the Bolivarian Republic of Venezuela (30.7%), Peru (16.3%), Haiti (12.5%), Colombia (11.4%) and the Plurinational State of Bolivia (8.5%) – accounted for just over 79 per cent of all migrants in Chile. Likewise, in 2017 an estimated 12.7 per cent of all migrants in the country were children under 14 years of age, not counting the sons and daughters of migrants born in Chile (UNICEF, 2020).

In the Santiago Metropolitan Region, according to the 2017 census,<sup>7</sup> there were 7,112,808 inhabitants, of which 51.2 per cent were women and 48.8 per cent were men. A total of 6 per cent of the region's population, or 404,495 people, resided in the commune of Santiago.<sup>8</sup> In the Metropolitan Region, four groups of migrants represented 75 per cent of the total number of resident foreigners in 2019, coming from the Bolivarian Republic of Venezuela (32.5%), Peru (20%), Haiti (12.5%) and Colombia (10%).<sup>9</sup>

According to data from INE, Santiago was the commune with the greatest number of foreign residents in 2020, exceeding 220,000 people or 15.1 per cent of the country's total foreign population (INE, 2021a). Foreigners represented approximately 54 per cent of the entire population of the commune.<sup>10</sup> In terms of sex, while the proportion of men was higher in both years, a slight increase was observed in the proportion of women, from 48.4 per cent in 2018 to 48.8 per cent in 2020.

In terms of internal migration, in 2017 there were 232,721 interregional migrants in the Metropolitan Region, representing 3.8 per cent of the total number of residents (the lowest proportion of the country's regions). However, at the local level, the commune of Santiago registered the highest percentage of migrants from other regions of the country, at 14.5 per cent, or 44,029 people. Santiago was also the commune that in absolute terms received the highest number of interregional migrants (Municipality of Santiago de Chile, 2022a).

According to a study by the Jesuit Migrant Service (2021), between 2017 and 2020, migrants were more affected by poverty in Chile than the rest of the population: 17 per cent of migrants compared to 10.8 per cent of the national population. Of the migrant populations living in poverty, those in the Norte Grande area (Arica and Parinacota, Tarapacá, and Antofagasta regions) were most affected, with 28 per cent of foreigners living in poverty and 35 per cent engaged in informal labour.

According to data from INE and the National Migration Service, the national unemployment rate was 8.5 per cent between June and August 2021, compared to the foreigner unemployment rate of 7.1 per cent. Migrant men had an unemployment rate of 6.1 per cent; the figure for migrant women was 8.4 per cent (INE, 2021b). At the local level, a study carried out in the Metropolitan Region by the University of Talca in 2021 indicates that the migrant population found re-employment at a higher rate than the national population after the COVID-19 pandemic; that being said, in general the unemployment rate for the local female population was 14.4 per cent, much higher than that of the male population (9.2%). Similarly, 81 per cent of the local migrant population had seen their incomes fall during the pandemic (CENEM, 2021).

<sup>6</sup> The Department of Aliens and Migration was dissolved and replaced by the National Migration Service pursuant to the Law on Migration and Foreigners (Law No. 21.325), published in the *Diario Oficial* on 11 April 2021.

<sup>7</sup> This is the last census conducted in Chile.

<sup>8</sup> For the findings of the 2017 census by commune, visit the National Statistics Institute's page on the topic.

<sup>9</sup> See the National Migration Service's page on estimates of foreigners.

<sup>10</sup> Ibid.

## Competencies of the municipality

### Level of decentralization of local authorities

At the national level, laws are approved by the legislative procedure set out in the Constitution: Senators, Deputies and the President can propose bills which are then approved by the National Congress, which is the country's legislative branch and is made up of the Chamber of Deputies and the Senate. The central Government has 24 ministries, 162 public services, and 16 regions and their municipalities. There are currently 346 communes and 345 municipalities in the country (ATP, 2018).

The municipalities are autonomous corporations under public law, with legal personality and their own assets, whose purpose is to satisfy the needs of the local community and ensure its participation in the economic, social and cultural development of the respective communes. The municipalities are governed by a Mayor, who is the highest authority, and by the Municipal Council (Government of the Republic of Chile, 2022).

The municipalities perform certain exclusive functions, in addition to other optional functions that they can develop directly or with other entities of the State administration. Under Article 5 of the Constitutional Law on Municipalities (Law No. 18.695) (2006), the municipalities are authorized, inter alia, to implement the municipal development plan and its associated programmes; to prepare, approve, modify and implement the municipal budget; and to manage public municipal and national assets in the commune (including underground). Mayors must report annually on their management of the public policies agreed upon in their strategic planning. They must issue a public annual management report to the Municipal Council, the Communal Council of Civil Society Organizations and the Communal Public Safety Council, no later than April of each year (ibid.).

Policy design and implementation are defined chiefly at the central level in national ministries and public agencies. Locally, public policy is carried out by the decentralized territorial entities of the State, in part by the municipalities, sometimes in accordance with harmonized national standards that do not take local needs and situations into account (OECD, 2017).

### The competencies of municipalities in relation to migration

Historically, migration-related public policy has been centralized in Chile (ATP, 2019). According to a 2021 study financed by the Migration Multi-Partner Trust Fund (MMPTF) project in the municipality of Santiago de Chile, in recent years municipal services have faced mounting demands from irregular migrants and from professionals in need of help to find employment or set up a business. The former group tend to turn to the Migrant Office, the latter to the Municipal Labour Intermediation Office (MMPTF, 2021). Guidance on regularization is one of the main objectives of the Migrant Office, as regularization is a sine qua non of access to health care, education, formal employment and public benefits.

	<p>Coordination with other levels of government takes place on an ad hoc and/or occasional basis. The municipality of Santiago de Chile, through the Migrant Office, coordinates meetings and round tables with other levels of government and with the migration programmes of each municipality (ibid.). However, it does not engage in systematic and regular coordination with other levels of government – for example, in the form of periodic consultations.</p>
Local financing mechanisms and the restrictions on their use	<p>Municipalities in Chile have various sources of income: their own and external resources. Their own resources are usually the largest source of financing and include the Municipal Common Fund<sup>11</sup> and own permanent revenues. Each municipality contributes part of its own permanent revenues to the Municipal Common Fund, and the funds are then distributed based on four criteria: equal shares, level of poverty, tax-exempt properties and amount of own revenues generated. According to the Chilean Association of Municipalities, the municipalities with the highest vulnerability indices have little technical capacity to collect their own revenues in the form of taxes and licence fees of various kinds (Puentes UC, n.d.). Although they generate their own revenues, many of the country's communes depend on the Municipal Common Fund, which is a means of redistributing their own permanent revenues.<sup>12</sup> The municipality of Santiago de Chile contributes to the Municipal Common Fund but does not receive significant support from it.<sup>13</sup></p> <p>External resources, on the other hand, are those transferred to the municipalities through programmes or projects of the central Government, deployed by local governments. Examples are the Neighbourhood Betterment Programme,<sup>14</sup> the Urban Improvement and Community Equipment Programme,<sup>15</sup> the National Regional Development Fund,<sup>16</sup> the Social Fund, and the Solidarity and Social Investment Fund.<sup>17</sup></p>
Local participation in the formulation of migration policy	<p>Local authorities participate in the formulation of national migration policy. Article 159 of the Law on Migration and Foreigners (Law No. 21.325) (2022) establishes the Migration Policy Council, a multisectoral body responsible for advising the Office of the President of the Republic of Chile, through the Minister of the Interior and Public Security, on the preparation of the National Policy on Migration and Foreigners and updating its content and definitions in accordance with the country's needs and requirements.</p>

<sup>11</sup> The Municipal Common Fund is defined in the Constitution as “a mechanism for solidarity redistribution of income between municipalities”. It is the system by which a significant portion of Chilean municipal resources is redistributed.

<sup>12</sup> More information on the [Municipal Common Fund \(Fondo Común Municipal, FCM\)](#) is available on the website of the Undersecretariat of Regional and Administrative Development (*Subsecretaría de Desarrollo Regional y Administrativo, SUBDERE*).

<sup>13</sup> In 2018, the municipality of Santiago de Chile contributed 99,247,661 Chilean pesos to the Fund and received 4,193,973. For more detailed information, see: ATP, 2020.

<sup>14</sup> For further information, see SUBDERE's page on the [Neighbourhood Betterment Programme](#).

<sup>15</sup> For further information, see SUBDERE's page on the [Urban Improvement and Community Equipment Programme](#).

<sup>16</sup> For further information, see the municipal government of Santiago de Chile's page on the [National Regional Development Fund](#).

<sup>17</sup> For further information, visit the website of the [Solidarity and Social Investment Fund](#).

Article 160 of the same Law stipulates that the Migration Policy Council is chaired by the Minister of the Interior and Public Security and made up of the Ministers of Foreign Affairs, Finance, Justice and Human Rights, Social Development and Family, Health, and Labour and Social Security. The Presidents of the most representative municipal associations among those governed by Paragraph 3, Title VI of Decree with Force of Law No. 1 (2006), which sets out the consolidated, coordinated and systematized text of the Constitutional Law on Municipalities,<sup>18</sup> are also members but have only the right to speak.

According to a study carried out by the Association of Municipalities of Chile (2018) of more than 278 municipalities in the country (80.6% of local governments), only 28 per cent had an institutional framework for inclusion and non-discrimination, and only 29 per cent worked with migrants.

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<sup>18</sup> See also: ATP, 2018.



## KEY FINDINGS

The Local MGIs are composed of approximately 80 indicators grouped under the six different dimensions of migration governance that draw upon the MiGOF categories:<sup>19</sup>



#### MIGRANTS' RIGHTS PAGE 17

Indicators in this category look at the extent to which migrants have access to certain social services such as health, education and social security. They also examine measures to ensure integration and access to work.



#### WHOLE-OF-GOVERNMENT APPROACH PAGE 19

Indicators in this category assess the institutional frameworks of cities, municipalities or states for migration. This area also examines the existence of migration strategies consistent with development objectives, as well as institutional transparency and coherence in migration management.



#### PARTNERSHIPS PAGE 21

Indicators in this category focus on cities', municipalities' or states' efforts to cooperate on migration issues with the national government as well as other cities and relevant non-governmental actors, including civil society organizations and the private sector.



#### WELL-BEING OF MIGRANTS PAGE 23

Indicators in this category assess cities', municipalities' or states' initiatives in terms of international student mobility, access to the labour market and decent working conditions for migrant workers. Aspects related to diaspora engagement and migrant remittances are also included in this domain.



#### MOBILITY DIMENSION OF CRISES PAGE 25

Indicators in this category examine the type and level of readiness of cities, municipalities or states to deal with aspects of mobility crises. The questions focus on the processes in place for citizens and non-citizens in relation to disasters and climate change, especially whether humanitarian assistance is available for migrants and citizens.



#### SAFE, ORDERLY AND REGULAR MIGRATION PAGE 27

Indicators in this category look at the cities', municipalities' or states' approaches to migrant safety as well as return and reintegration policies and the fight against trafficking in persons.

<sup>19</sup> IOM Council, *Migration Governance Framework*, 106th Session, C/106/40 (4 November 2015).





## 1

## ADHERE TO INTERNATIONAL STANDARDS AND FULFIL MIGRANTS' RIGHTS

### 1.1. Migration governance: Examples of well-developed areas

The commune of Santiago implements specific measures to combat discriminatory practices towards migrants in the provision of social services. The municipal Subdirectorate for Gender Equality, Sexual Diversity and Inclusion has a multidisciplinary and systemic approach that addresses multiculturalism, the right to migration, and indigenous peoples, as established by the Communal Government Programme (2020), in order to advance municipal policies and actions aimed at migrants, among other groups.<sup>20</sup>

All migrants, regardless of their migration status, can access, on a par with nationals, all the services offered at the Family Health Centres and municipal district medical stations in the commune of Santiago financed by the municipality.<sup>21</sup> The municipal Health Directorate's internal document entitled "Registration protocol for access to the health network for migrants" (2015) provides information on health rights to migrants residing in the commune. The document indicates that to register, migrants must go to the nearest office of the Medical Statistical Orientation Service with their residence certificate and an identification document (e.g. passport, identity card from the country of origin, birth certificate). In so doing, they facilitate the start of the application procedure for the provisional Unique Tax Number issued by the National Health Fund. All children under 18 years of age, pregnant women of any age, and adults who present a serious and/or urgent health problem or who require prolonged treatment, regardless of their migration status, must be admitted. Migrants whose migration status has not been regularized must, once the emergency has been treated, request a certificate with the diagnosis and the duration of the treatment in order to obtain a temporary visa for health reasons. All immigrant women who are victims of domestic violence, regardless of their migration status, can obtain a temporary visa and all the benefits needed to resolve the problem, including health services.

The Municipal Education Directorate of Santiago de Chile has taken measures to guarantee that foreigners have access to public primary and secondary education. The Directorate advises migrants on how to obtain the Provisional School Identifier, which, together with the Ministry of Education's National Policy for Foreign Students 2018–2022 (2018), ensures that they can enrol, obtain benefits and certify their studies regardless of their migration status. Since 2016, the municipality has regularized migrant students in public primary and secondary education through the *Escuela Somos Todos* programme. The programme seeks to make schools a place for socialization that encourages families to regularize their migration status, to both guarantee access to social rights and ensure that all boys and girls residing in Chile enjoy the same benefits.

The goal of the Municipal Labour Intermediation Offices is to improve the quality of life of residents, creating collaborative workspaces that focus on training processes, innovation, delivery of employment opportunities and entrepreneurship.<sup>22</sup> The Offices offer occupational training services to Chileans and regular migrants.

The municipality has adopted specific procedures and measures aimed at ensuring the protection of migrant children. The Chile Crece Contigo programme, which since 2009 has reported to the Children's Office of the Social Development Subdirectorate, provides emergency assistance to children regardless of their migration status. It meets needs for guidance on the delivery of the provisional Unique Tax Number,<sup>23</sup> for example, and on access to preschool and primary education.

<sup>20</sup> These include women, people with disabilities and the LGBTIQ+ population.

<sup>21</sup> A commune is the smallest administrative subdivision in Chile. It may contain urban, rural or mixed areas and is the equivalent of a municipality.

<sup>22</sup> For more information, visit the [web page of the Municipal Labour Intermediation Office in Santiago](#).

<sup>23</sup> The Unique Tax Number (*Rol Único Tributario*, RUT) is a unique and unrepeatable eight- or nine-digit identification number assigned to every Chilean, whether or not they reside in Chile, and to all foreigners in the country temporarily or permanently. The RUT is assigned by the Civil Registry and Identification Service. It is assigned to those born in Chile when their birth is registered.

## 1.2. Areas with potential for further development

Migrants usually access the municipal services through the Migrant Office. In 2021, the Office served more than 1,000 people, 70 per cent of whom were irregular migrants. The municipality always applies an intersectoral approach for the timely provision of services to the migrant population. The Migrant Seal<sup>24</sup> thus seeks close cooperation between the municipality and the National Migration Service. Although the municipality of Santiago de Chile was granted the Migrant Seal in 2017, it is still in the process of establishing an intersectoral structure that enables migrants to access services in different municipal departments.

Some health centres have intercultural facilitators, but greater coordination is needed to enable health facilities to manage the availability and transfer of such facilitators between them.

The municipality has participated in campaigns and programmes to combat hate crimes, violence, xenophobia and discrimination against migrants, specifically with the Office of the United Nations High Commissioner for Refugees. Moreover, the key objective of the Communal Government Programme is “to create campaigns against discrimination, racism and xenophobia towards the migrant population and to demystify prejudices”. However, at the time of writing, no local policy or strategy has been developed to combat hate crimes, violence, xenophobia and discrimination against migrants.

Foreigners have access to local social housing based on their migration status. The municipality of Santiago de Chile informs and is part of the [Solidarity Fund for Housing Choice DS49](#), a State programme run by the Ministry of Housing and Urban Development that seeks to provide a definitive housing solution for families in the first income quintile of the population. The programme accepts applications from migrants meeting certain residence conditions.

According to a study conducted by the Jesuit Migrant Service entitled “Access to housing and living conditions for the migrant population in Chile” (2020), lack of information is one of the main reasons why migrants experience difficulties in accessing rights. Various municipal sectors need to work together to provide migrants with information on their housing-related rights, and official information channels need to be established that provide guidance on how to access formal housing when the migrants first arrive. Another obstacle is the administrative procedure for accessing formal housing. Migrants experience difficulty in accessing their rights – in particular, health care and housing – as a result of delays in the regularization process and document-related issues.<sup>25</sup> An area with potential for further development is the generation of tools and entities able to raise awareness of migration issues, and the implementation of workshops and training sessions aimed at civil servants providing services to the migrant population.

<sup>24</sup> Municipalities are awarded the [Migrant Seal](#) by the National Migration Service in recognition of the measures they have taken to promote inclusion of the migrant and refugee populations, with a focus on rights, inclusion and non-discrimination.

<sup>25</sup> Migrants who do not have a passport or birth certificate must wait to be assigned a provisional RUT for the treatment of certain illnesses and to obtain medicines.



## 2

FORMULATE POLICY USING EVIDENCE AND  
WHOLE-OF-GOVERNMENT APPROACH

## 2.1. Migration governance: Examples of well-developed areas

The Migrant Office of the Santiago de Chile Subdirectorate for Gender Equality, Sexual Diversity and Inclusion is the local entity responsible for the implementation of migration policies.<sup>26</sup> The Office's objective is to provide support for social integration into the commune, which includes guidance on the regularization process and working with territorial, functional and civil society organizations on the matter. Its services are afforded to all migrants living in the commune of Santiago, regardless of their migration status. The Office has three workstreams: social welfare, connection with the environment, and coexistence and interculturality. It also provides information on regularization procedures, duties and rights, and the services offered by the municipality of Santiago de Chile. The Office coordinates and manages projects and programmes aimed at the social integration of migrant residents, promoting the full exercise of their rights and those of their families by working to facilitate their access to public and private services, their inclusion and participation, and recognition of the commune's interculturality.

The Migrant Office acts as a one-stop shop for optimizing services for migrants with information, guidance and referrals. At the time of writing, almost all of the municipality's programmes are open to the migrant population; the Office is nevertheless the first place that migrants generally turn to for municipal services, and it is where most services are available. In addition, in 2018 the Migrant Office issued *Guía : red Santiago migrante*, a 36-page document that provides guidance for foreign residents of the commune on municipal and public services of various kinds, with contact information for sociocultural and governmental organizations. The *Guide* will be updated in the first half of 2023.

As part of the Migration Multi-Partner Trust Fund project, a course on interculturality, gender and labour migration developed in 2021 has been made available on the municipality's virtual training platform, with a view to developing and strengthening knowledge about multiculturalism and gender equality, and thereby boosting the capacities of public officials.

## 2.2. Areas with potential for further development

Under the Cultural Diversity section of the Santiago Communal Government Programme (2020), a communal plan on inclusion and interculturality is to be drawn up with the commune's districts and migrant organizations. The Programme also establishes that it will train municipal officials in the intercultural approach and establish the *Casa del Migrante*, a physical space enabling the commune's migrant organizations and communities to meet and participate. At the time of writing, although the municipality is advancing on intercultural issues, it still does not have a migration strategy set out in a programmatic document or a manifest.

The Communal Government Programme also indicates that the municipal ordinance on citizen participation will be modified to allow the establishment of decision-making bodies and mechanisms, at the district and community levels, for the design and implementation of municipal policies. The Communal Council of Civil Society Organizations is an action plan in the new mayoral programme, and any organizations wishing to participate may sign up between 4 and 30 July 2022. However, no local advisory bodies include representatives of migrant communities providing advice on and monitoring migration-related strategies

<sup>26</sup> The Migrant Office has existed since 2013. Until March 2022, it was run by the Subdirectorate for Social Development. The Office has a staff of 13, with multidisciplinary teams providing guidance and integrated social services to foreigners.

or programmes. Although the Constituent Mayor's Office has worked with civil society to set up Citizen Participation Councils, those efforts do not encompass representatives of the diaspora.

Currently, no migration- or migrant-related data are collected or published on a regular basis at the local level. The municipality of Santiago de Chile uses national and externally available data, such as the Migrant Voices Survey carried out by the Jesuit Migrant Service in 2019 and 2020. At the national level, Chile regularly collects and publishes data on migration via the National Statistics Institute and the Ministry of the Interior and Public Security, through the National Migration Service.

## 3

## ENGAGE WITH PARTNERS TO ADDRESS MIGRATION AND RELATED ISSUES

## 3.1. Migration governance: Examples of well-developed areas

The municipality of Santiago de Chile collaborates on migration issues with IOM, other United Nations agencies and other international organizations. For example, it developed a partnership with the United Nations for the implementation in 2020–2022 of the project “Strengthening the capacities of local governments in Santiago (Chile) and Mexico City to promote the socioeconomic integration of migrants and refugees through access to decent work, sustainable livelihoods and social dialogue” (funded by the Migration Multi-Partner Trust Fund (MMPTF)).<sup>27</sup> In 2021, the municipality joined the Office of the United Nations High Commissioner for Refugees (UNHCR) Cities of Solidarity programme, which promotes the formation of networks of municipalities wishing to cooperate and exchange best practices so as to protect and receive refugees and migrants while promoting development, diversity and cultural exchange with host communities.

Furthermore, the municipality occasionally works with civil society to provide services for migrants. The Migrant Office offers training in migration management and labour qualifications to which all migrants have access. The municipality also works with the FRÈ Foundation,<sup>28</sup> which operates a temporary accommodation mechanism through UNHCR that prioritizes minors.

Local authorities occasionally collaborate with the academic world to inform their migration policies and programmes, but there is no planned coordination on this yet. In 2012, the municipality of Santiago de Chile conducted a study with Alberto Hurtado University on the street situation in the commune, including migrants arriving in the Metropolitan Region and finding themselves in situations of extreme vulnerability, poverty and, to a large extent, homelessness. In 2017, the municipality collaborated with Diego Portales University on initiatives for residents and the university community, related to issues of use of public space, social isolation of the elderly, and migration. Similarly, it organized an inter-institutional round table on migration, in which students, academics, international migrant organizations and professionals from the Migrant Office participated.

## 3.2. Areas with potential for further development

The Local Economic Development Directorate engages in partnerships with the private sector in the field of labour and entrepreneurship. However, there is no formal form of cooperation yet between the municipality of Santiago de Chile and the private sector on setting the agenda and implementing migration-related policies and programmes. According to a study on the social and labour inclusion of migrants, carried out as part of the MMPTF project in 2021, both civil society organizations and municipalities indicated that small and medium-sized companies had insufficient knowledge of migration legislation and hiring possibilities.

The municipality has not yet joined any bilateral programmes for cooperation between the country’s cities on international migration. In terms of national coordination, the implementation of formal training on the new Law on Migration and Foreigners (Law No. 21.325) (2022) for municipal employees is an area with potential for further development. At the local level, although Migrant Office officials work with those in

<sup>27</sup> The project participants were IOM, UNHCR, the International Labour Organization and the Office of the Resident Coordinator. More information is available in this [article](#) on the website of United Nations Chile.

<sup>28</sup> The FRÈ Foundation is a Christian/Catholic organization that receives migrants in Chile and encourages the promotion of a respectful and inclusive attitude towards them in the national community.

charge of migration in other municipalities, there is no fixed bilateral cooperation programme. However, the municipality attends the meetings of the Mobility Round Table set up in May 2019 and made up of 25 municipalities. The Round Table is coordinated by four officials from the municipalities of San Miguel, Puente Alto, Colina and Peñalolén, who meet monthly.



## 4

## ADVANCE THE SOCIOECONOMIC WELL-BEING OF MIGRANTS AND SOCIETY

### 4.1. Migration governance: Examples of well-developed areas

The Migrant Office and the Municipal Labour Intermediation Office implement specific programmes to promote and facilitate the inclusion of migrant workers in the labour force. For example, the Women Heads of Household Programme seeks to promote and strengthen the integration, staying power and labour development of working women with family responsibilities, who play a leading role in supporting their respective households economically. The Programme is open to all women in Santiago de Chile, including migrant women with regular status. Similarly, the Santiago School for Women Entrepreneurs Programme (*Programa Escuela de Emprendedoras Santiago Mujeres*) provides occupational training courses, assistance and advice, with a view to boosting women's economic independence. The Programme targets women between the ages of 18 and 60, who must present a certificate of residence and/or a basic account card and their Unique Tax Number to participate.

Along these lines, as part of the agreement with the Office of the United Nations High Commissioner for Refugees, the Migrant Office, through the *Santiago Cocina* programme, supports and advises nationals, regular migrants and refugees on how to set up businesses in the food sector. Since 2021, a community kitchen certified by the Regional Ministerial Secretariat of Health has been made available to entrepreneurs for the preparation of marketable food products (baked goods and confectionery) that meet general standards of quality. The programme includes training and assistance for developing the business concept and formalizing the venture. In collaboration with the Local Economic Development Directorate, it provides distribution and marketing services, and aid for the development of marketing strategies, including advertising via municipal social networks and migrant organizations. *Santiago Cocina* connects entrepreneurs with networks and creates links with paid kitchens; it works in association with *Fondo Esperanza*, a social development organization that grants microcredits for business undertakings. Likewise, the Local Economic Development Directorate offers entrepreneurs from various fields the free use of points of sale that are advertised through its official Instagram page.

In parallel, the Municipal Labour Intermediation Offices bring job opportunities to districts, working with related companies that attend various strategic events within the commune in a “mini job fair” format. For example, in March 2022, the Municipal Labour Intermediation Office in Santiago de Chile organized the *OMIL Móvil Mujeres* fair, where women applicants had free access to job offers and were able to obtain help in finding a job, writing a résumé and connecting to the companies present, among other benefits.

The municipality of Santiago de Chile, for its part, has initiatives to ensure access to the labour market for the entire population, including regular migrants. As an alternative for people who lost their jobs or whose incomes dropped during the COVID-19 pandemic, in April 2021 the municipality and the IACC Professional Institute organized the [Virtual Job Fair](#). Likewise, the [Portal de Empleo Municipalidad de Santiago](#) platform, which can be accessed free online, also has sites for the elderly, migrants and people with disabilities. In parallel, regular talks are given on topics related to job placement, entrepreneurship, looking for work, and management of hard and soft skills.

### 4.2. Areas with potential for further development

Santiago de Chile has conducted no studies of the local labour market demand for immigrants. The municipality is expanding the use of its service model, Local Social Management, which has software incorporating data records, network analysis and case monitoring. At the time of writing, only two municipal programmes are

using the software, which can result in the same data being collected twice and make it difficult to record individual follow-up by the various services offered by the municipality.

In terms of financing and entrepreneurship, ad hoc measures have been adopted to support foreign residents. The municipality has thus helped migrants apply for funding from the Department of Social Action of the Ministry of the Interior and Public Security, which each year awards financing for migrant businesses. In this way, users create their own means of generating an income, and incentives are established for all migrants to become active workforce members.

Some of the migrants working as street vendors in the commune are irregular migrants. While efforts are being made to regularize their situation – for example, by issuing them temporary permits – better follow-up is needed regarding the permits granted, and the formalization of employment is an area with potential for development. Likewise, there is room to develop the promotion of ethical hiring of migrant workers, although some action has been taken in this regard – for instance, the provision of specific training on labour issues for municipal personnel and migrants.





## 5

## EFFECTIVELY ADDRESS THE MOBILITY DIMENSIONS OF CRISES

## 5.1. Migration governance: Examples of well-developed areas

The municipality, working through the Migrant Office, deals with humanitarian emergencies. For this, in addition to optimizing municipal resources, it has strengthened and established new partnerships with institutions and organizations, in order to deliver emergency services. For example, the Initial Reception Programme for Families with Children and Adolescents (*Programa de primera acogida para familias con niños, niñas y adolescentes*), established in 2022, comprises the following: (a) the relocation of families in hostels for one or two weeks; and (b) the transfer to residences of partner foundations or to emergency accommodations for families, in conjunction with the FRÈ Foundation. At this stage, accommodation is provided for up to a month, as are guidance on migration and access to health and education, along with referrals to other institutions that offer support for rented accommodation.

The municipality of Santiago de Chile provides information on the evolving nature of crises and emergencies and how to access assistance services through its website and over social networks. People can communicate their needs to the authorities through the *Aló Santiago* hotline, which accepts all calls and refers them to the appropriate agencies. In addition, the [municipality's website](#) provides detailed contact information for inquiries directed to various frequently consulted units.

The municipality has a neighbourhood watch application called SOSAFE. The application is part of the Historic Centres and Civic Centres programme financed by the Undersecretariat of Crime Prevention, and it can be used to report crimes to the municipal security authorities. In an emergency, immediate assistance can be obtained by clicking on the “I need help” button. The Municipal Civil Protection Committee, which is made up of the Civil Protection Senior Staff and the Emergency Operations Committee, convenes whenever an emergency arises.

Local procedures and measures exist for the protection of migrant children. In April 2021, the municipality has developed the Territorial Poles for Child Care project, a concrete measure to provide support to the most vulnerable families in the commune, including single-parent families, homeless people, and refugee and migrant families (and in some cases, irregular migrants). The project offers spaces for care, assistance and child development to children in the commune whose adult caregivers are working or looking for a job and who are in a situation of socioeconomic vulnerability. It currently has three poles providing food and care to 60 girls and boys. The project encompasses the entire population and is accessible to migrants.

## 5.2. Areas with potential for further development

Local strategies for emergency management (prevention, preparation, response and recovery) cover emergencies such as earthquakes, fires and blizzards, but they do not take into account the specific needs of migrants, refugees or internally displaced persons. The Communal Civil Protection Plan 2017–2020 (2021) of the Emergency and Civil Protection Subdirectorates seeks to advise, guide, coordinate, evaluate, and control the efficient and effective response of the municipality's permanent management to the coordination of public resources and private funds for emergencies and disasters, but it does not have an approach to human mobility.

Migrants, particularly migrant women, are not mentioned in the emergency plans of the Emergency and Civil Protection Subdirectorates of the municipality of Santiago de Chile. For example, the plans “Advice for a safe winter” (2021), “Earthquakes: Preventive measures for a safe home” (2018) and “Fire prevention: A constant threat” (2018) do not mention migrant women or consider such emergencies from a gender

perspective. However, the Directorate of Community Development considers the migrant population in its emergency actions, especially families with children and adolescents.

Although the municipality of Santiago de Chile has been part of the Chilean Network of Municipalities for Climate Action (*Red Chilena de Municipios ante el Cambio Climático*) since 2014, the Network does not emphasize migratory movements caused by the adverse effects of climate change. This represents an opportunity to develop a local strategy to address migratory movements caused by environmental degradation and the adverse impact of climate change.



## 6

## ENSURE THAT MIGRATION TAKES PLACE IN A SAFE, ORDERLY AND REGULAR MANNER

### 6.1. Migration governance: Examples of well-developed areas

The commune of Santiago has specific mechanisms to guarantee that migrants have access to justice, including public security. The Migrant Office has teams of social workers who provide guidance on legal assistance to foreigners. In this respect, it signed a collaboration agreement with the Legal Clinic of Diego Portales University in 2022, whereby both institutions undertake to work together in terms of legal advice, guidance and representation. The municipality's social assistance service for migrants provides guidance on social and immigration issues, such as regularization procedures, duties and rights, in addition to the services offered by the municipality itself. For this purpose, migrants, residents, and institutions that work with the migrant community are helped to connect with municipal programmes and external institutions, to guide and channel queries of all kinds. The service requires no documentation.

The local police force receives general training on issues related to the migrant population and human rights. For example, in 2021 the municipality of Santiago de Chile and the Central North Prosecutor's Office trained neighbourhood watch personnel on issues of domestic violence. In March 2022, the Mayor's Office and the Municipal Council presented the protocol for complaints, investigation, and punishment of workplace abuse and sexual harassment. At the national level, in 2018 the Investigations Police of Chile (*Policía de Investigaciones de Chile*, PDI) received international training on migrant smuggling and trafficking in persons from the International Criminal Police Organization (INTERPOL) titled *Capacitación sobre capacidades policiales de Interpol, aplicables al tráfico ilícito de migrantes, Proyecto Fundación Interpol* (PDI, 2018).

Opened in 2014, the Santiago Support Centre for Victims of Violent Crimes, which is operated by the Undersecretariat of Crime Prevention, has an interdisciplinary team that provides remedial services and offers specialized outpatient services to persons who have been trafficked for the purpose of sexual or labour exploitation. In parallel, in 2019 the municipality participated in the Metropolitan Regional Round Table on Human Trafficking, coordinated by the Regional Ministerial Secretariat for Justice and Human Rights. Specifically, it took part in two activities to raise awareness of and prevent the crime in the region. At the national level, Law No. 20.507 (2011) defines the crimes of migrant smuggling and human trafficking, then sets out rules for their prevention and more effective criminal prosecution of offenders.

### 6.2. Areas with potential for further development

Ad hoc measures have been taken at the local level to train public officials on migration rules and the rights of migrants. Municipality personnel receive training, but it is not specifically focused on national migration legislation. For example, in April 2021, the Office of the United Nations High Commissioner for Refugees gave introductory talks on routes and legal guidance for migrants and refugees to municipality personnel. Also, in April 2021, the Jesuit Migrant Service trained municipal personnel on the legal implications of entering Chile through unauthorized crossing. At the level of the commune, maintaining the Migrant Seal, which has been revalidated by the Ministry of the Interior and Public Security for 2022–2025, commits the municipality to carry out an education and training plan for municipal personnel on the subject.

The municipality of Santiago de Chile has an agency that handles cases of human trafficking. However, at the time of writing, that agency does not have a local anti-trafficking strategy, and the information available is not up to date.

Furthermore, there are still no local measures to combat labour exploitation. However, the municipality's Local Economic Development Directorate provides guidance on labour legislation as part of its training programmes, thereby helping to prevent the labour exploitation of migrants. It is not known whether irregular migrants have access to this type of training.

Lastly, although the municipality has set up temporary accommodations in collaboration with various civil society agencies, no measures have been taken to facilitate the arrival of refugees, over which it has authority, as this is a matter under national jurisdiction. At the national level, migrants whose country of origin is in crisis benefit from certain exemptions to the immigration procedures set out in Law No. 20.430 (2010).



## PREPAREDNESS AND RESPONSE PROTOCOLS ON THE RISKS OF THE NOVEL CORONAVIRUS (COVID-19)

This annex summarizes key local COVID-19 policy responses in the municipality of Santiago de Chile from a migration governance perspective. It is based on 11 questions that were added to the standard [Migration Governance Indicators \(MGIs\)](#) assessment in the city in order to effectively assess local migration governance in the context of the COVID-19 pandemic.



The municipality of Santiago de Chile has implemented various measures during the pandemic that apply to all residents, regardless of their migration status.<sup>1</sup> In particular, in the area of health care, the municipality provides vaccinations at home for people over 80 years of age and telemedicine consultations for all inhabitants of the commune of Santiago. Migrants must register at a doctor's office or at the nearest Family Health Centre. The Emergency Primary Care Service and some Family Health Centres perform polymerase chain reaction (PCR) tests free of charge (without the need to present the Unique Tax Number and on presentation of a passport or another identification document).<sup>2</sup>



The web page “Municipal action in the face of the COVID-19 pandemic” of the municipality of Santiago de Chile indicates that the municipality provides “support to migrants who require assistance, in coordination with embassies, consulates and international organizations”, and that it “delivers masks to neighbourhood associations in the commune” and “sanitizes critical municipal facilities”.<sup>3</sup>

The Health Office of the municipality of Santiago de Chile coordinates with residences for migrants to assist with needs for housing and food. The Office supports this effort and refers cases in a timely manner to the Directorate of Community Development.



The municipality of Santiago de Chile has implemented the Supplementary Food Programme for the Elderly, which consists of home delivery of nutrient-enriched food, at-home testing for COVID-19, free PCR tests, and emotional support for elderly adults and other people requiring such services. The Women's Centre has developed specific services for women, including migrant women, providing information, social guidance and psychological care in cases of domestic violence.<sup>4</sup>



The municipality provides all information related to the prevention of COVID-19 and the vaccination processes on its website and via social networks. Its Health Office provides information related to COVID-19 in Spanish and Haitian Creole.

<sup>1</sup> Municipality of Santiago de Chile, [Acciones municipales ante la pandemia COVID-19](#).

<sup>2</sup> For further information, see the relevant web pages of the [Ministry of Health](#) and the [municipality of Santiago de Chile](#).

<sup>3</sup> Ibid.

<sup>4</sup> See footnote 1.



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# ANNEXES

## MiGOF: Migration Governance Framework<sup>29</sup>

In an attempt to define the concept of “well-managed migration policies”, the International Organization for Migration (IOM) devised a Migration Governance Framework (MiGOF), which was welcomed by the IOM Council in November 2015. For the purposes of the Migration Governance Framework, IOM defines governance as “the traditions and institutions by which authority on migration, mobility and nationality in a country is exercised, including the capacity of the government to effectively formulate and implement sound policies in these areas”.

The Framework sets out the essential elements of “good migration governance” – three principles and three objectives which, if respected and fulfilled, would ensure that migration is humane, safe and orderly, and that it provides benefits for migrants and societies.<sup>30</sup> IOM’s view is that a migration system promotes migration and human mobility that is humane and orderly and benefits migrants and society:

When it:

- (i) Adheres to international standards and fulfils migrants’ rights;
- (ii) Formulates policy using evidence and a “whole-of-government” approach;
- (iii) Engages with partners to address migration and related issues;

As it seeks to:

- (i) Advance the socioeconomic well-being of migrants and society;
- (ii) Effectively address the mobility dimensions of crises;
- (iii) Ensure that migration takes place in a safe, orderly and dignified manner.

The MiGOF does NOT create new standards or norms. In drafting the Framework, IOM relied on its expertise and analytical work, as well as on existing commitments, non-binding declarations and statements. It does NOT address global migration governance that is the international architecture for dealing with issues related to migration and human mobility. Instead, the focus is on the governance and management of migration from the point of view of the State as the primary actor. It does NOT propose one model for all States. The Framework presents a “high road” or ideal version of migration governance, to which States can aspire.

The MiGOF is based on the understanding that, as the primary actor in migration, mobility and nationality affairs, a State retains the sovereign right to determine who enters and stays in its territory and under what conditions, within the framework of international law. Other actors – citizens, migrants, international organizations, the private sector, unions, non-governmental organizations, community organizations, religious organizations and academia – contribute to migration governance through their interaction with States and each other.

<sup>29</sup> IOM Council, [Migration Governance Framework](#), 106th Session, C/106/40 (4 November 2015).

<sup>30</sup> [Migration Governance Framework infosheet](#), 2016.

## The MGI process



### 1 Launch of the Local MGI process

The first step of the process is to explain to key national and local government officials what the Local MGIs entail, in order to ensure full understanding of the project and complete buy-in at both levels.



### 2 Data collection

The second step of the process is to start the collection and analysis of data based on adapted indicators from the MGIs. A draft local migration governance profile based on analysis of the findings is then shared with the government counterparts.



### 3 Multi-stakeholder discussions on the results of the MGIs

The third step of the process is to convene a consultation where local and national government officials and other stakeholders discuss the good practices and main gaps identified in the draft local migration governance profile. It is also an opportunity for them to comment on and provide suggestions to the draft profile.



### 4 Final report

The last step is to finalize the local migration governance profile, obtain final validation from the local authorities, and publish a printed version of the report as well as an online version on the [Migration Data Portal](#) and upload it on the [IOM Publications Platform](#).





[www.migrationdataportal.org/mgi](http://www.migrationdataportal.org/mgi)

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