I CITIES OF SOLIDARITY
BRAZIL REPORT:
PROTECTION AND INTEGRATION OF REFUGEES AT THE LOCAL LEVEL
Technical Sheet

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International Cataloguing in Publication Data (CIP)
Brazilian Book Chamber, Brazil


Indexes for systematic catalog:
1. Brasil : Refugiados : Sociologia 304.88104
Aline Graziele Benitez - Bibliotecária - CRB-1/3129
I CITIES OF SOLIDARITY
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Preface

For decades, UNHCR has advocated about the relevance of cities and local actors in the integration of refugees. The Cities of Solidarity initiative, born in the context of the Mexico Action Plan (2004) and recognized by the Brazil Action Plan (2014), highlights the efforts made by local governments to implement public policies that promote the reception, access to rights and integration of people forced to flee their countries of origin in search of protection.

Corroborated by a series of international frameworks, such as UNHCR’s Policy on Refugee Protection and Solutions in Urban Areas (2009), the New York Declaration for Refugees and Migrants (2016) and the Global Compact on Refugees (2018), in this report, the Cities of Solidarity Brazil initiative recognizes 27 good practices from 17 cities, representing four macro-regions of the country (North, Northeast, South and Southeast).

The multitude of practices implemented by Brazilian cities demonstrates the growing attention paid to the theme of integration and solidarity towards refugees, consolidating the country as a reference in local initiatives. In the current context of arrivals of Venezuelan refugees, which adds up to many other forced displacements that have marked the last decades, we enthusiastically observe and support the incorporation of the refugee theme in the agendas of Brazilian municipalities.

Since the establishment of an office in Brazil, in the 1980s, UNHCR has been working in coordination with municipal, state and federal governments, as well as other public and private instances, civil society organizations, academia and other UN agencies, to support the strengthening of policies and social participation spaces geared to these populations.

This publication is a milestone for the Cities of Solidarity initiative in Brazil and we hope it can inspire municipalities and local actors to create and strengthen good practices, fostering new models of reception, integration and sustainable development with dignity and solidarity.

José Egas,
UNHCR Brazil Representative
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Presentation

Brazil has been receiving an increasing number of refugees and migrants. It is estimated that by the year 2021, approximately 62 thousand refugees, of various nationalities had their refugee status recognized by the Brazilian authorities, ever since the inception of the Brazilian Refugee Law (Law 9,474/97). It is also indicated that about 1.3 million migrants resided in the country in 2020.

The vast majority of these populations are in urban settings, living with Brazilians and people of other nationalities in and around cities. In cities, they have the possibility to live autonomously, access public services and participate in local sociocultural life.

The movement of Venezuelans through the national territory, either spontaneously or assisted by the Interiorization Strategy linked to Operation 'Welcome' has led at least 788 municipalities, from the 26 states and the Federal District, to come into contact with the new asylum and migration context. If before refugees and migrants inhabited cities historically known for receiving them, they are now part of the population of a growing number of Brazilian municipalities of all sizes, and located in the five regions of the country.

Municipalities are the first to be demanded to deal with the challenges imposed. Considering this, a series of local responses for the protection and integration of refugees and migrants has emerged throughout Brazil. These are initiatives with several different themes, focuses and that implement multiple strategies to promote access to social, economic, cultural, and political rights.

The recognition of the efforts and initiatives implemented by the cities encourages the consolidation of these practices, allowing the exchange of knowledge and experiences between actors and improving the dissemination and adaptation process in other locations.

The consolidation of local initiatives is associated with an intensified debate on the role of cities in comprehensive and integral responses to refugees, which has reached several international milestones.

Global actions have reaffirmed the role of cities within the UN Refugee Agency (UNHCR), as exemplified by the Global Compact on Refugees, approved by the United Nations General Assembly at the end of 2018, which established a new model for a comprehensive response to the demands of the refugee population. The document recognizes local authorities and actors as key to consolidating these responses.

With almost twenty years of existence, the Cities of Solidarity is one of the first initiatives to promote the strengthening and recognition of the efforts made by cities to welcome refugees. The initiative was created in Latin America, within the Mexican Declaration and Action Plan (2004) and subsequently reaffirmed by the Brazilian Declaration and
Action Plan (2014), the Cities of Solidarity initiative invites cities to take responsibility for the inclusion of refugees and promote their integration with local communities.

Given the importance of cities, and aiming to contribute to the strengthening of the initiatives carried out by them, the “I Cities of Solidarity Brazil Report: Protection and Integration of Refugees at the Local Level” highlights good practices for the protection and local integration of refugees and migrants implemented by Brazilian cities during the year 2021.

This is a two-part report:

1. **The first part** discusses the role of cities in refugee response. It presents a brief overview of asylum and migration in Brazil and the institutional advances made in the country, highlighting the existence of committees and councils on the subject, local policies, reference services and a variety of other initiatives.

2. **The second part** presents the definition of good practices adopted in this document, lists methodological considerations, and describes the 27 local initiatives identified. The good practices were divided into five themes: Shelter, Protection Capacity, Responsibility Sharing, Education and Local Integration.

This report seeks to recognize the commitment of the cities and inspire the promotion of inclusive policies that consider the specificities of refugee and migrant populations. Thus, it aims to contribute to the strengthening and expansion of local initiatives for these populations in Brazil and in the world.
PART 1
Brazilian cities in the Protection and Integration of Refugees and Migrants
“Cities of Solidarity”: The Role of Cities in Refugee Response

The current urbanization process affects society as a whole. Back in 2007, over half of the global population lived in urban areas and this fraction is projected to reach about 70% by 2050. Along the same lines, the majority of refugees in the world are living in urban areas, in or around cities.

Refugee populations are increasingly part of everyday life in cities. In addition to the global urbanization process, urban settings allow greater freedom of movement and socioeconomic inclusion for refugees, if compared to refugee camps.

In the cities refugees can live autonomously, enjoy available services, seek economic opportunities and participate in socio-cultural life. Living in urban environments can give refugees the possibility to rebuild their lives, exercise their skills and seek self-fulfillment, it can also generate opportunities for local development and foster creativity and innovation through the skills and experiences provided by these people.

In this scenario, cities are at the forefront of welcoming, protecting and integrating refugees and migrants. The role of local actors, especially government authorities, is central to the implementation of policies that guarantee the broad exercise of rights to this population. The municipalities host the public policy systems and provide the services that refugees and migrants depend on to survive and thrive – housing, education, health, social assistance. The relevant protection and integration actions are often designed, implemented and funded at the local level.

Several international frameworks have underlined the growing urbanization and the need to create new production and relationship models in urban spaces. These milestones recognize the urgency of seeking appropriate responses to the challenges posed by human displacement, as well as the need to highlight the role played by cities and local authorities.

The New Urban Agenda, adopted at the United Nations Conference on Housing and Sustainable Urban Development (Habitat III) in 2016, reaffirms the global commitment to sustainable urban development. This strategy has as its main objective “cities and human settlements in which all people can enjoy equal rights and opportunities”, while committing to “ensure full respect for human rights and the humane treatment of refugees, displaced persons and migrants” and recognizes the significant social, economic and cultural contribution to urban life that population movement can make to society.

Along the same lines, the 2030 Agenda, and its 17 Sustainable Development Goals (SDGs) and 169 targets, seeks to ensure that “no one is left behind” and that the goals are met “for all nations and peoples and for all segments of society”, including refugees and migrants. Goal 11 literally expresses the need to “make cities and human settlements inclusive, safe, resilient and sustainable”.

It is evident that, in order to build cities that promote transformative and sustainable development and the reduction of inequalities, all people should be able to enjoy equal rights and opportunities, guided by the purposes of the Universal Declaration of Human Rights. In order to leave no one behind, as announced by the 2030 Agenda, measures to guarantee full respect for the human rights of refugees and migrants must be adopted.

Within UNHCR’s framework, the role of cities in welcoming, protecting and integrating refugees is addressed in several contexts and guiding documents. If before the protection and assistance focus was more in the context of camp emergencies, in 2009, the establishment of UNHCR’s Policy on Refugee Protection and Solutions in Urban Areas focuses on the experiences of refugees in urban areas. Recognizing the growing presence of refugees in cities, the policy aims...
to “ensure that cities are recognized as legitimate places for refugees to reside and exercise the rights to which they are entitled” and “to maximize the protection space available to urban refugees and the humanitarian organizations that support them”.

UNHCR’s recognition of the role of cities has steadily increased since the publication of the 2009 policy. Two editions of the *High Commissioner’s Dialogue on Protection Challenges* addressed this issue. In 2009, the meeting discussed the challenges faced by refugees in urban environments. One of its purposes was supporting local actors in designing responses to the vulnerabilities faced by these people.

More recently, in 2018, the theme of the meeting was the involvement of cities in the protection of refugees. Within the context of the elaboration of the Global Compact on Refugees, the event was an opportunity to explore and define the role of cities in the implementation of the Compact and take stock of practices already underway. The dialogue was attended by municipal authorities, civil society and refugees who shared their experiences, highlighting the diversity of responses and challenges that cities face in welcoming refugees.

In December 2018, the United Nations General Assembly approved the *Global Compact on Refugees*. While recognizing the primary responsibility of the States, the Compact highlights the importance of engaging multiple actors in a response to the refugee situation. The document specifically highlights the role of local authorities and other local actors, as they are often the first to respond to large-scale refugee situations and often experience the impact of this reality in the medium term. Thus, the Compact invites cities networks and municipalities to share good practices and innovative approaches in response to refugee situations in urban contexts.

An important reference in the elaboration of the Global Compact on refugees is the *New York Declaration for Refugees and Migrants*, unanimously adopted by the UN General Assembly in 2016. The New York Declaration incorporates the understanding that comprehensive responses to refugees must involve multiple actors. Considering that no single actor has the capacity, expertise and resources to address complex refugee protection and integration challenges, the commitment of governments, civil society, and the private sector is essential for effective responses. The Declaration lists as key actors: national and local authorities, international organizations, international financial institutions, civil society partners (including faith-based organizations, diaspora organizations, and academia), the private sector, the media, and the refugees themselves.

Thus, the idea that the protection and integration of refugees is a shared and complementary responsibility not restricted to the State level is consolidated. This understanding is known as the *whole of society approach*. It is a key tool to achieve the sharing of responsibilities and of economic burdens and the construction of collective, lasting and sustainable solutions.

The broad participation of both governmental and non-governmental actors emphasizes the complementarity of actions and reinforces collaborative processes. The capacity to mobilize and influence civil society actors is fundamental both in times of emergency and for the implementation of subsequently designed policies. Community-based initiatives/solutions, based on the specific abilities of the communities, generate effective and sustainable results and encourage social innovation. The agency and leadership of refugees and migrants is essential to improve the responses to their demands and to strengthen their autonomy. Putting the abilities, rights and dignity of refugees and migrants at the center makes protection and integration actions more effective.

Prior to the above-mentioned international milestones, the *Cities of Solidarity* is one of the first initiatives to recognize the importance of cities in caring for refugee populations. The initiative was created in the Latin American context, where the presence of refugees in urban environments was already expressive in the early 2000s, fostering discussions on the theme. The initiative is born within the framework of the *Mexican Declaration and Action Plan* (2004), when twenty Latin American countries defined the integration and self-sufficiency of urban refugees as a
regional priority, based on the pilot experiences of some Latin American cities. The initiative sought to ensure “more effective protection that encompasses the social, economic and cultural rights and obligations of refugees” and aimed to “facilitate the implementation of public policies within a comprehensive social strategy.”

Therefore, the Cities of Solidarity initiative invites cities and local authorities to take responsibility for the inclusion of refugees and promote their integration with local communities.

Endorsed again by the Brazil Declaration and Action Plan (2014), the Cities of Solidarity Initiative highlighted the efforts made by local governments to implement public policies that promote the protection and integration of refugees. The recognition of these municipal actions, in addition to giving them visibility, encourages the development of support networks, the creation of a coordination mechanism between cities and the sharing of strategies for the implementation of effective policies.

Asylum and Migration Overview in Brazil

In 2021, the Global Trends on Forced Displacement Report, annually released by UNHCR, indicated that there are 26.4 million refugees in the world. In Latin America, forced displacement from Venezuela accounts for over 6 million refugees and migrants.

Systematized data indicate that between 2016-2021, 54,004 people were recognized as refugees in Brazil. In addition to the refugee statuses granted until 2015, it is estimated that a total of 62,497 refugees of 77 different nationalities have had their refugee status recognized by the Brazilian authorities since the enactment of the Brazilian Refugee Law (Law 9,474/97). Most of these refugees are nationals from Venezuela (82.6%), followed by Syria (6.2%), the Democratic Republic of Congo (1.9%), Cuba (0.9%), Lebanon (0.6%), Pakistan (0.6%), Palestine (0.5%), Colombia (0.4%), Mali (0.3%) and Iraq (0.3%).

According to a report released by the Ministry of Justice and Public Security, which provides an overview of migration and asylum in the country over the past decade, the number of refugees recognized annually rose from 86 in 2011 to 26,157 in 2020. Thus, there is an evident recent growth in the number of refugees in Brazil. Also between 2011 and 2020, most claims were related to the serious and widespread violation of human rights, which corresponded to 93.7% of the decisions, mostly for Venezuelan refugees.

An analysis of the 2011-2020 decade indicates that the last four years (2017-2020) concentrated 84% of the refugee status applications in the country, with 2019 being the year in which the most applications were registered, reaching 82,552 (32% of the total). In all, 265,729 people have applied for refugee status between 2011-2020 in the country. Once again, Venezuelans accounted for most of the cases: 57.6% of the applications presented in the period. In addition to Venezuela, the most representative countries of origin among applicants for refugee status in Brazil are: Haiti, Cuba, China, Angola, Bangladesh, Nigeria, Senegal, Colombia and Syria.

It is also estimated that 1.3 million migrants resided in Brazil in 2020. Between the years 2011 and 2020, the main migrant nationalities in Brazil were: Venezuelan, Haitian, Bolivian, Colombian, and North-American. The Southeast region, especially the states of São Paulo and Rio Janeiro, was the destination of most migrants who arrived in the country in the last ten years, 31.5% and 11.6% respectively. The South and North regions are other sought-after destinations, with 19.8% and
16.6%, respectively. Unlike the South region, where there was a more balanced distribution among the three southern states, in the northern states of the country, Roraima (10.4%) and Amazonas (4.6%) concentrated most of the presence of migrants in the region. In the northern states of the country, Roraima (10.4%) and Amazonas (4.6%) concentrated most of the presence of migrants in the region. Unlike the South region, where there was a more balanced distribution among the three southern states, in the northern states of the country, Roraima (10.4%) and Amazonas (4.6%) concentrated most of the presence of migrants in the region.

As demonstrated, the largest group of refugees and migrants currently arriving in the country comes from Venezuela. As of December 2021, the total number of Venezuelan refugees and migrants in Brazil was 305,076. Most of these people cross national borders through the city of Pacaraima, in the state of Roraima. It is estimated that, in 2021, approximately 75 thousand refugees and migrants resided in Roraima, the vast majority from Venezuela.

In April 2018, Brazil established a comprehensive humanitarian policy, referred to as Operation ‘Welcome’ (Operação Acolhida), which has become a benchmark for emergency response, and is executed and coordinated by the federal government with support from UN agencies, civil society organizations, the private sector, and other sectors of society.

One of the pillars of Operation ‘Welcome’ is the Interiorization Strategy, which consists of the voluntary relocation of refugees and migrants from the state of Roraima to various regions and cities in the country. It is estimated that 66,257 people have officially participated in the Interiorization Strategy from April 2018 to December 2021, and were relocated to 788 different cities of all 26 Brazilian states and the Federal District.

The South region was the one that received the most Venezuelans through the Interiorization Strategy. Until December 2021, 11,218 people had been interiorized to the state of Paraná, 10,540 to Santa Catarina, and 9,506 to Rio Grande do Sul, totaling 47%. These states were followed by the state of São Paulo (9,370) and Amazonas (5,268). Manaus/AM (5,223), Curitiba/PR (4,437), São Paulo/SP (3,774), Dourados/MS (2,933), Porto Alegre/RS (2,251), Chapecó/SC (1,976), Brasilia/DF (1,730), Rio de Janeiro/RJ (1,456), Cuiabá/MT (1,262) and Cascavel/PR (1,145) are the ten cities that have received the most Venezuelan people through the assisted displacement program.

Indigenous peoples are also part of the Venezuelan population currently received in Brazil. Venezuelan indigenous peoples of various ethnicities have been arriving in Brazil since 2014, and moving through the national territory since 2016. Initially more concentrated in Roraima and Amazonas, in 2018 they started moving to other states in the North, Northeast, Midwest and Southeast regions. As of 2020, there have also been reports of indigenous Venezuelans living in the South region of Brazil. In December 2021, it was estimated that 6,760 indigenous refugees and migrants were in Brazil, in at least 75 cities in 23 states, 71% (4,826) of whom belonged to the Warao ethnicity.

In Brazil, refugees and migrants have found an institutional environment favorable to their protection and integration. The development of legal instruments in the country has been essential for the adoption of appropriate policies and sensitive responses. At the national level, the enactment of the Migration Law (Law No. 13,445 of 2017), and the already consolidated Refugee Law (Law No. 9,474 of 1997), both based on the understanding of migration and asylum as a human right, were important milestones in this process.

The Brazilian Refugee Law is considered a regional example of adoption of the expanded concept for the recognition of refugees. In addition to the provisions about the refugee status made by the 1951 Convention, which defines a refugee as any 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, is outside their country of nationality and cannot or, due to this fear, does not want to return to their country of nationality, the Brazilian Refugee Law is aligned with the Declaration of Cartagena of 1984, which includes among refugees 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 others circumstances.
which have seriously disturbed public order. The law allows access to documentation and the exercise of civil rights, some political rights, and economic, social and cultural rights for refugees and applicants of refugee status.

The enactment of the Migration Law is the result of civil society advocacy for a law that is in line with the principles of the Federal Constitution of 1988, and that would incorporate the innovations in migration legislation of different regulations approved in recent decades. This piece of legislation addresses migration from a rights perspective, and has the universality, indivisibility and interdependence of human rights as its underlying principles. It provides for equal access to services, programs, and social benefits for migrants and refugees.

These consolidated laws have served as the legal basis and guidance for the responses implemented at local level, positively affecting access to protection, assistance and integration of refugees and migrants in Brazil.

Local Institutional Advances

Some institutional advances were also achieved at the local level. Examples include the establishment of advisory or deliberative committees and councils, the passing of laws and decrees that deal with municipal or state competences on the theme and the elaboration of management plans as a way of establishing metrics for monitoring and improving public policies.

The committees and councils emerged in all regions of the country, including places that previously had no expertise on the subject because they had not, in recent history, received a significant number of refugees and migrants before the Venezuelan crisis. Currently, there are 26 committees and councils currently existing in Brazil, of which 15 are at the municipal and 11 at the state level. It is interesting to note that 61% of these instances (16) were created after 2018, a year marked by the increase in the arrival of Venezuelans in the country.

The following map systematizes the committees and councils existents in Brazil.
The committees and councils are generally linked to the social assistance and/or human rights and citizenship departments at the municipal level, with the exception of the Campo Grande/MS Committee, which is associated to the Municipal Secretariat of Government and Institutional Affairs (SEGOV). At the state level, this type of committee is usually linked to Justice Secretariats. The municipalities of Esteio/RS, Maringá/PR, São Paulo/SP and the state of Paraná have instituted their committees and councils through laws, while the others committees were established by decrees.

Committees and councils are participatory arenas that promote articulation between different social actors, cooperation between public agents and organized social groups, the search for joint solutions and the sharing of responsibilities over public policies. Thus, they are important spaces for building comprehensive responses to refugees and migrants.

In addition to the councils and committees already instituted, other initiatives in the same direction are currently being structured. In October 2021, the city of Guarulhos/SP created an Intersectoral Working Group (IWG) responsible for the implementation of the Municipal Policy Committee for Migrants, Refugees and Stateless Persons.

Working groups (WGs) on indigenous issues were established in the states and municipalities to effectively respond to the specific demands of indigenous refugees and migrants of the Warao ethnic group in an intersectoral manner. This is the case of the state of Minas Gerais and the cities of São Paulo/SP, Porto Alegre/RS, Rio de Janeiro/RJ, Guarapari/ES, Belo Horizonte/MG, Montes Claros/MG, Uberlândia/MG and of WGs involving neighboring cities, such as Campinas and Hortolândia, in the state of São Paulo, and Nova Iguaçu and Japeri, in the state of Rio de Janeiro, considering the territorial dynamics of indigenous people.

In addition to committees, councils and thematic working groups, initiatives to include refugees and migrants in other social participation instances may be highlighted. This is the case of the Participatory Council of São Paulo/SP, linked to the sub-local government instances of São Paulo, which created specific representation spaces for refugees and migrants, in 2015, the election of two Warao indigenous adolescents to the Permanent Forum for Citizen Participation – Tã Selado of the city of Belém/PA, in 2021, and the election of two Venezuelan community promoters as national delegates to the 14th State Social Assistance Conference of Rio Grande do Sul, also in 2021. The inclusion of refugees and migrants in the discussions, design, implementation and monitoring of actions that impact them is one of the fundamental elements of local integration.

The promulgation of specific local policies, which define the principles and guidelines of municipal or state action involving refugees and migrants is also relevant. In general, these policies aim to guarantee access to fundamental rights, equal treatment, and to address the specificities of these populations. The provision of local guidelines through laws and decrees can instill greater cohesion between different departments and municipal or state social policies, while also guaranteeing more stability in the face of political changes.

The specific policies related to the refugee and migrant population were mostly implemented through laws (with the exception of Juiz de Fora/MG, which enacted a Decree) at the municipal level (7 of the 10 policies were published by municipalities). These local policies were predominantly enacted in the South and Southeast regions. Only one Law was enacted in the Northeast region, by the state of Pernambuco.

Another local instrument that addressed the asylum and migration theme was the elaboration of management plans. A management plan is a document that guides the execution of public policies in municipalities and states for a specific period. The plans can be relevant components for the long-term development of the policies to which they relate, and present local management priorities through the listing of actions, indicators and goals to be met. It is also a monitoring and evaluation instrument, since it provides guidelines for the implementation of policies.

Two state and one municipal management plans on asylum and migration are currently in operation. The Rio de Janeiro State Plan for Refugee Assistance Policies was the first of its kind to be established in the country, as of 2014. The State Plan of Attention to Refugees, Stateless
Persons and Migrants of Rio Grande do Norte⁴⁸ and the Municipal Plan of Policies for Immigrants of São Paulo/SP⁴⁹, were instituted by decree and elaborated through participatory processes, both are in force between 2021 and 2024. The *São Paulo plan* is one of the good practices described in the second part of this report.
The Minas Gerais State Plan for Migrants, Refugees, Stateless Persons and Returnees is currently being developed along the same lines, taking into account broad social participation in the elaboration and analysis of proposals. The plan is set to be launched in 2022 and is being prepared within the scope of the State Committee for the Attention to Migration, Asylum and Stateless Persons, Combating Human Trafficking and Eradicating Slave Labor of Minas Gerais (COMITRATE/MG) with technical assistance from UNHCR50.

The State Council of Refugees, Migrants and Stateless Persons’ Rights of Paraná (CERMA/PR) is also preparing a new plan that will replace the current Paraná State Plan of Public Policies to Promote and Defend the Rights of Refugees, Migrants and Stateless Persons (2014-2016).

The decrees that institute the state committees of Mato Grosso do Sul, Goiás, and Rio Grande do Sul – CERMA/MS51, COMITRATE/GO52, COMIRAT/RS53, define the preparation and monitoring of state policy plans for the refugee and migrant population as one of the roles of these committees. The Act that creates the Municipal Policy for the Migrant Population of Juiz de Fora/MG54 also provides for the drafting of a municipal plan by its committee.

The reference services that concentrate expertise on providing assistance to the refugee and migrant population and coordinating with other available public services are added to the above-listed institutional advances. These services are indicative of the existing protection capacity and are implemented at the local level. In the second part of this report (“Protection Capacity”) the reference services implemented by municipalities are described as good practices.

Although this report highlights municipal actions, it is relevant to point out that state actors have played a very important role in the response to refugees and migrants, including the provision of reference services. Thus, in addition to offering assistance at their own headquarters, state reference services for refugees and migrants also assist municipalities that do not count with this type of service, and develop actions in these locations. Examples of state services are the Refugee and Migrant Space (Pará), the Information Center for Migrants, Refugees and Stateless Persons of Paraná (CEIM), The Information Center for Migrants and Refugees (Rondônia) and the Immigrant Integration and Citizenship Center (CIC/São Paulo).

In fact, civil society organizations have offered reference services in the assistance of refugees and migrants long before the implementation of this framework in the public sector, the Caritas Archdiocesan of São Paulo and Caritas Archdiocesan of Rio de Janeiro reference centers are two examples.55 Following a “whole-of-society approach”, the responses to refugees and migrants by civil society have been essential for their protection and integration, offering support and reception where state action fails or, in some cases, complementing the actions developed by local governments.

The Ministry of Justice and Public Security has also issued public notices for the execution of projects aimed at promoting the rights of refugees and migrants, to fund the implementation of reference centers by civil society organizations. This is the case of the public notice to civil society organizations launched in June 202156, to choose and fund five different entities, one in each region of the country. The Covenant signed by the then Ministry of Justice’s National Secretariat of Justice and the Municipal Secretariat of Human Rights and Citizenship in 2014, which enabled the creation of the Immigrant Reference and Assistance Center (CRAI) of São Paulo/SP is another example57.

Although the management of migration and asylum is a federal prerogative and, like other human rights policies in the country, there are no formally defined roles for local governments, the local level has been essential in responding to the demands of refugees and migrants, as exemplified by the local institutional advances in recent years.
Emerging Initiatives Across the Country: A New Territory

Given the current asylum and migration context in Brazil, the number of municipalities that have come into contact with the theme and had to deal with the challenges presented has exponentially grown if compared to the scenario experienced until the beginning of the last decade. If before the concentration of refugees and migrants was mainly in large urban centers, at the border, or in cities considered more attractive, it is possible to say that cities of all sizes and in all regions are now migrant destinations.

This scenario has caused initiatives of all shapes and sizes to emerge in the country. They range from efforts to guarantee access to basic rights, to reforms in the public service structures to better serve refugees and migrants.

Brazilian cities are now committed to enroll all school age children; are dedicated to disseminating services and rights, translating informative material and producing booklets on the territories; training public workers to provide humanized and culturally sensitive assistance; promoting street markets to sell crafts and supporting cultural manifestations for the generation of income and community integration; designing new assistance flows to improve the response to this population’s demands; forming networks to jointly seek solutions and to implement them; hiring refugees and migrants to work in public service, seeking to provide culturally adapted services; creating spaces for social participation and promotion of citizenship for these populations. Several initiatives may be listed as examples. It is a progressive movement to expand and improve the local assistance provided to all refugees and migrants.

In addition to multiplied actions throughout the territory, the theme itself is also being refined in the Brazilian legal framework. The replacement of the Foreigner Statute (1980) with the Migration Law (2017) opened possibilities for the consolidation of a national Migration and Asylum Policy consistent with the sharing of responsibilities between government actors and civil society. The current scenario offers great potential for the theme to be further developed in Brazil. In this context, giving visibility to the local experiences accumulated in the country is a form of promoting this development.

This report is part of the efforts to map and give visibility to these local initiatives, especially those carried out or supported by the UN system. Many of the actions implemented appear in different publications organized by the United Nations agencies in the country, giving them well-deserved recognition. Two published references are relevant to illustrate these efforts: the “Diagnostic Reports”, launched in 2021 at the ‘Migracidades’: Improving Local Migration Governance in Brazil Platform by the International Organization for Migration (IOM); and the “Welcoming Cities: A Human Rights Approach to Integrating the Immigrant and Refugee Population” by the United Nations Educational, Scientific and Cultural Organization (UNESCO).

These are complementary publications, and it is important to mention that while they may cover a significant range of local initiatives, they do not include all of the existing practices.
PART 2
Local good practices: Cities at the Forefront
Defining good practices: themes and cross-cutting aspects

The definition of ‘good practice’ used in this report is inspired by the definition of the Global Compact on Refugees Platform, a platform created under the Global Compact on Refugees that collects information on sustainable solutions implemented, offering a list of good practices from all over the world.

Good practices are initiatives developed in response to identified needs that promote the protection and local integration of refugees and migrants in a positive, lasting and sustainable manner. They have the potential to be disseminated and adapted in other contexts and promote the sharing of responsibilities, engaging different sectors of society, such as local governments, civil society organizations, refugees and host communities.

Thus, good practices emerge from identified needs or public issues – understood as social conditions that require state action. The solutions found, which culminate in the practices themselves, must seek to achieve positive and long-term impact on the lives of refugees and migrants, and promote full access to rights. They can cover different themes and should promote local integration and the protection of the migrant and refugee population.

Based on the above description, the mapped practices were divided into themes, as defined in the “Global Compact on Refugees: good practices and innovative approaches to cities” publication, released in the second half of 2021. The document refers to the themes addressed by the Global Compact, which have been selected for the sharing of good practices during the Global Forum on Refugees held in 2019. Thus, the practices presented in the aforementioned document are divided into the following axes: (i) Education; (ii) Energy and infrastructure (including the sub-themes of Water, Sanitation and Hygiene, and Shelter); (iii) Jobs and livelihoods; (iv) Protection capacity (including the sub-themes of Data Access, and protection and basic services); (v) Responsibility Sharing; and (vi) Solutions (including four sub-themes: local integration and social cohesion, meaningful participation in decision-making, resilience and sustainable development, and third-country solutions).

Some adaptations were made to this report, to adjust it to the national reality. The Energy and Infrastructure theme adopted the Shelter sub-theme; the Solutions axis focused on Local Integration and Social Cohesion; and the Protection Capacity axis prioritized the Protection Access and Basic Services themes. The last adaptation made refers to the Jobs and Livelihoods axis, which was not adopted as an autonomous axis because only one consolidated local practice was identified in this theme so far. This practice was added to the Local Integration axis, because it also relates to that theme.

The practices listed in this report were divided into five axes:
SHELTER

Shelter refers to temporary spaces/housing solutions for refugees and migrants in vulnerable situations. A shelter is a habitable covered living space that provides a safe and healthy living environment with privacy and dignity where one can store their belongings, have privacy, comfort and emotional support, and where they can settle down until they are able to live autonomously. Practices included in this axis focus on shelter solutions that consider the specific needs of this population when establishing safe spaces for temporary shelter.

PROTECTION CAPACITY

Protection capacity is understood here as activities that seek to guarantee effective access to human rights for refugees and migrants, and which highlight a gender, age and diversity approach. Practices in this field prioritize access to documentation, basic services, and the provision of assistance to refugees and migrants with specific protection needs (Indigenous people, LGBTQI+ population, people with disabilities, among others).

RESPONSIBILITY SHARING

Responsibility sharing is related to the distribution of responsibilities and burdens among different actors, aimed at consolidating comprehensive and equitable responses to refugees and migrants. Thus, this theme prioritizes a whole-of-society approach. Actions included here prioritize the establishing of partnerships between national and local governments, and between public authorities and other actors, such as civil society organizations (including faith-based organizations, organizations led by refugees and migrants, and academia), international organizations, among other actors.

EDUCATION

Education protects refugee and migrant children and adolescents from degrading situations and allows them to know themselves, their communities and the host societies, favoring the integration process and the reconstruction of their lives. Education also enables and provides the acquiring of fundamental knowledge and skills for human development and for leading a productive and independent life. In Brazil, education is a constitutionally guaranteed right. Brazilian municipalities are responsible for the early childhood and basic education modalities. The practices in this report cover both actions related to the school curriculum and faculty training on the topic of asylum and migration as well as culturally sensitive initiatives that promote the access of refugee and migrant children to education.

LOCAL INTEGRATION

Local Integration is a complex and gradual process with legal, economic, social and cultural dimensions, which involves both refugees and migrants and the host society. It is a process that involves three main elements: access to social, economic, cultural and political rights; the inclusion of refugees and migrants in discussions, implementation, and monitoring of integration actions; and the relationship between refugees and migrants and the local community. Practices under this axis cover different aspects of this process, such as the promotion of autonomy and access to sustainable livelihoods, the learning of the Portuguese language, and the social participation of refugees and migrants in the elaboration of local policies that involve this population.

In addition to these five thematic axes, two cross-cutting axes were also defined to support the identification of practices: Dissemination, and Continuity. These axes are not thematic areas in and of themselves, but they refer to elements that can be identified in the practices listed in this report.
The Continuity cross-cutting axis relates to the “lasting and sustainable” impact that defines a good practice. Therefore, it is assumed that these practices are not punctual or episodic, but that they have a level of institutionalism that guarantees their continuity over time. For this purpose, elements such as: the continued engagement of actors; implementation period; budgetary provisions and management plans (such as the Multiannual Plan (PPA), the Annual Budget Law (LOA), Targets Plans, and Action Plans); and institutionalization through laws, decrees or other regulations were observed.

The Dissemination cross-cutting axis derives from the fact that good practices must be potentially adaptable to other locations and be included in the list of alternatives considered by other municipalities when facing similar problems. All practices described in this report were considered adaptable.

A time frame was also defined for the selection of the practices: they were all in full operation by the end of 2021, regardless of their start date. Regarding the implementing entity, only practices that had municipal governments as protagonists or as relevant partners were selected. Practices implemented by state governments or civil society actors were only considered when the involvement of municipal governments was equally essential.

This process resulted in:

**27 identified practices**

<table>
<thead>
<tr>
<th>Shelter</th>
<th>Protection Capacity</th>
<th>Responsibility Sharing</th>
<th>Education</th>
<th>Local Integration</th>
</tr>
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<tbody>
<tr>
<td>4</td>
<td>11</td>
<td>5</td>
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It should be noted that this report identifies good practices, not local governments. For this reason, it is possible to find the same city mentioned in more than one axis, as is the case of the city of Ananindeua, in the state of Pará, which is involved in two of the practices listed in this report: one in Education and one in Protection Capacity. The same municipality may also appear in more than one practice included in the same axis, as is the case of the city of São Paulo, which appears twice in Local Integration.

**Identification of practices: methodological considerations**

The initiatives were identified between September and December 2021 and covered all regions of the country, and cities of different sizes and with different migratory and asylum scenarios. All practices had the common goal of promoting the protection and local integration of refugees and migrants, through access to social, economic, cultural and political rights.

The main source of data was a series of interviews with relevant actors. The interview process can be divided into two different stages:

- **Exploratory interviews** – with representatives of the UNHCR Brazil regional offices and with partner organizations, totaling 26 interviews.

- **In-depth interviews** – with managers and/or representatives of civil society organizations and/or Beneficiaries of some of the practices implemented, carried out remotely or during technical visits to the places where the practices are implemented. A total of 22 people were interviewed at this stage.

The choice of respondents in the first round of interviews considered the capillarity of UNHCR’s regional offices in Brazil – based in Belém/PA, Boa Vista/RR, Manaus/AM, São Paulo/SP and the national office in Brasília/DF; the way in which the regional offices work in the territories – in close
coordination with local governments and civil society actors, including communities of refugees and migrants; the fact that the partner organizations directly serve the public of interest of this report and know the local initiatives; and the actions developed by other organizations that make up the local networks. Together, the 26 exploratory interviews conducted with representatives of the regional offices, of partner organizations and local networks made it possible for us to collect different perspectives on the territories and the practices developed.

Given the variety of solutions and strategies adopted by the mapped practices, it was decided that the collection of more in-depth information could favor the dissemination of practices in other locations. For this reason, a practice from each thematic axis was selected for further analysis and sharing of the strategies adopted. Although the detailing of any of the 27 practices would be beneficial in expanding the list of alternative solutions available for other locations, the ones that presented solid elements related to the cross-cutting aspects (dissemination and continuity potential) determined the five practices to be more thoroughly described. These are: Shelter for Immigrants - Jardim Paraíso, in Nova Iguaçu/RJ, in Shelter; World Space, in Esteio/RS, in Protection Capacity; Assistance Network for Refugees and Migrants, in Foz do Iguaçu/PR, in Responsibility Sharing; Refugee and Migrant Students Placement in Municipal Schools, in Boa Vista/RR, in Education; and, Elaboration of the Municipal Plan of Policies for Immigrants, in São Paulo/SP, in Local Integration.

Interviews were conducted with managers and/or representatives of partner organizations and/or Beneficiaries of these five practices during technical in loco visits or remotely. A total of 22 people were interviewed.

Data collection also included document research on local integration practices for refugees and migrants. Among the documents reviewed, were: the related legislation (laws, decrees and regulations that establish committees, councils, assistance protocols, local plans and policies); activity reports by international organizations in Brazil; activity reports by public agencies; official websites of local governments and other public agencies; reference guides for working with refugees and migrants, such as: The Reference Guide for Social Work with the Indigenous Refugee and Immigrant Population73, and the Community Protection Guide for Indigenous Refugees and Immigrants74; the digital platform of the Global Compact on Refugees75 the ‘Migracidades’: improving local migration governance in Brazil platform76, specifically the diagnostic reports released in 202177.

Information was also exchanged with two other initiatives: Welcoming Cities: a human rights approach to integrating the immigrant and refugee population, UNESCO78; and the survey of good practices in the reception and promotion of citizenship of the indigenous refugee and migrant population of Venezuela, carried out by UNHCR in partnership with the Brazilian Ministry of Citizenship. Both are still in the process of consolidating results.

The description of the practices always considered the definition of good practices set out in this report. Each of the 27 practices contains the following descriptive elements: context, identified demand, description of the practice, positive results, Beneficiaries, implementer entity, and actors involved.

In the five detailed practices, in addition to these, some other descriptive elements have been added: mobilization of existing structures; local integration; challenges and lessons learned; resources and continuity. To facilitate identification, the detailed practices are highlighted in the beginning of each axis.
PART 02

Local good practices:
Cities at the Forefront

THEME:
SHELTER
Shelter for Immigrants - Jardim Paraíso
Nova Iguaçu/RJ

Shelter for Refugees and Migrants
São Paulo/SP

Shelter for Adults and Families
Santarém/PA

Temporary Shelter for Indigenous Venezuelans and their Families - Tarumã Açu 1 and 2
Manaus/AM
The Venezuelan Jesus, accommodated in his room at the Shelter for Immigrants Jardim Paraíso, in Nova Iguaçu/RJ.

© UNHCR
Luciana Queiroz
CONTEXT

Nova Iguaçu is located in the *baixada fluminense* region, about 30km from the capital Rio de Janeiro, and has a commercial center that attracts intense daily movement to the city. In 2020, the estimated population of the city of Nova Iguaçu exceeded 830 thousand inhabitants\(^{80}\), of which over 1,300 were refugees and migrants\(^{81}\). Earlier that year, a group of indigenous Warao individuals arrived in the city of Rio de Janeiro and, after a few weeks living on the streets, they were temporarily sheltered in Japeri, a municipality that borders the municipality of Nova Iguaçu. This proximity to the larger city caused the group to be assisted by the social assistance and health teams of Nova Iguaçu\(^{82}\). Given this scenario, a working group with different actors was established\(^{83}\) to share guidelines for the sheltering of this population, based on experiences accumulated in other locations.

Because of the arrival of the Indigenous Venezuelans, the municipality of Nova Iguaçu sought the assistance of UNHCR and the Ministry of Citizenship to better understand the context of non-Indigenous Venezuelan refugees and migrants in Brazil. From then on, the city of Nova Iguaçu came into contact with the Interiorization Strategy and showed interest in welcoming this population in a specific shelter. After the city expressed this desire, the UN Refugee Agency suggested that the target audience be that of elderly people.

The decision to welcome the specific public of elderly refugees and migrants was based on two things: on the one hand there was a need meet a demand that already existed in Boa Vista/RR, because the sheltering of older people implies specific protection needs, such as special attention in health and social assistance, and increased obstacles to reposition these individuals in the labor market. These characteristics also create more obstacles in inserting this population in interiorization opportunities. It is reported that some of the elderly people who arrived in Nova Iguaçu had been waiting for at least two years to move from Boa Vista/RR\(^{84}\). On the other hand, the Municipal Secretariat of Social Assistance (SEMAS) of Nova Iguaçu had previous experience in working with this public, given that the city already maintained a specific shelter for the elderly.

There was then a convergence between the importance and urgency of the demand and the political will and technical expertise of the municipality. Before the relocation of the Beneficiaries to the city, a technical visit was made by the Secretary of Social Assistance and the Superintendent of Special Social Protection of Nova Iguaçu to Boa Vista/RR to learn about the work carried out within the scope of Operation ‘Welcome’.

**Beneficiaries**

Venezuelan elderly people.

**Implementer Entity**

Municipal Secretariat of Social Assistance of Nova Iguaçu.

**Actors Involved**

- UN Refugee Agency (UNHCR)
- Caritas Archdiocesan of Rio de Janeiro
- Operation ‘Welcome’.
Creation of the Shelter for Immigrants - Jardim Paraíso, an unprecedented initiative that had as its main objective to provide specific shelter for Venezuelan elderly people. The shelter is a special high complexity social protection equipment, as described by the Unified Social Assistance System (SUAS)\(^85\).

The service is an equipment of the Municipal Secretariat of Social Assistance, initially funded with federal resources and later funded by the local government. It has a maximum capacity of 25 people\(^86\), each individual can reside in the shelter for 6 months, with a possibility of extending their stay for the same period.

The shelter follows an autonomous/participatory management proposal, in which some tasks are the responsibility of the people sheltered, such as cleaning the space, for example. Two employees work at the shelter: a caregiver/manager, who is responsible for collecting the demands of the people sheltered and coordinating with the Superintendency of Special Protection and the Social Assistance Reference Center, and a cook.

In addition to sheltering, the service is integrated into the social assistance network and provides referrals to individuals sheltered to other local public services, such as the Social Assistance Reference Center (CRAS), inserting them in the social assistance network and promoting access to other benefits; it also makes referrals to the reference Basic Health Unit in the region, among others.

**Socio-protective measures** – CRAS has been accompanying the elderly Venezuelan population closely. The Beneficiaries were included in the Comprehensive Family Assistance Program to strengthen family and community ties and the autonomy of the individuals. They are also included in the set of activities provided for in the Coexistence and Strengthening of Bonds Service, a basic social protection service carried out in groups and offered by the Unified Social Assistance System to complement the Comprehensive Family Assistance Program\(^87\). The activities offered in the Coexistence and Strengthening of Bonds Service focus on artistic, cultural, leisure and sports endeavors, among others, and are a form of planned social intervention that guides the Beneficiaries to build or rebuild their individual, collective and family lives\(^88\). The activities held for the elderly audience are mostly focused on debates and the showing of films especially related to ethnic, cultural and historical issues, with a view to promoting local integration.

**Documentation** – The Social Assistance Reference Center has also provided support for the documentation regularization of the Beneficiaries in coordination with the competent agencies. The Municipal Secretariat of Social Assistance also provides transportation to the Federal Police Offices, and has established dialogue with this institution to support the city’s refugee and migrant populations, especially the Venezuelan elderly and the Warao indigenous group hosted in Nova Iguaçu. The Secretariat also has a department for the Eradication of Under-Registration and Access to Basic Documentation, responsible for supporting the general population regularize their civil documentation, given that having regular documents is fundamental for the exercise of citizenship in Brazil\(^89\). The reference social worker of this department was trained to work with the refugee and migrant population to support their access to documentation.

The interpersonal dimension of the local integration process was improved by the actions carried out by the Social Assistance Secretariat before the arrival of the elderly group to the city. The strategy used was holding a series of meetings with the local population to raise awareness about their future neighbors. At the time, the region was participating in a federal project known as Unified Arts and Sports Centers, which consisted in using the space of a town square to offer various social assistance, culture and education services. The methodology of this project was based in the creation of a management group, composed of regular citizens and municipal officers, which met on a regular basis. The arrival of the elderly group in the neighborhood was
addressed in the Management Group meetings and discussed with the local population. This prepared the community to receive the newcomers.

Another determining factor was the strategic selection of the manager of the Shelter for Immigrants - Jardim Paraíso: a resident of the neighborhood, known for the work he had already done in the Social Assistance Reference Center of the region and whose long-term coexistence and extensive knowledge of the territory facilitated mediation between the local community and the newly arrived elderly.

21 elderly Venezuelans were received in the shelter. All of them are registered in the CadÚnico and most of them are either assisted by the Continuous Aid Program (BPC) or by the Bolsa Família, income transfer programs. Some of the sheltered elderly also make use of the Social Voucher, a free bus pass offered to the population over 65.

After their arrival and the visibility given to the group’s presence in the city, the Secretariat of Social Assistance began to assist other Venezuelan people living in Nova Iguaçu who were seeking social assistance support and documental regularization. It should be noted that the publicization of the reception of the elderly group in the city also brought other refugees and migrants closer to the public services available, directly contributing to their access to rights. The services have been provided by the Reference Social Assistance Centers of the territory where these individuals live. Based on this demand, the Municipal Social Assistance Secretariat conducted a training with the Social Assistance Reference Center and the Specialized Social Assistance Reference Center directors to improve the assistance provided to this population. A direct communication channel was also created between the directors of these centers to exchange information regarding the specific assistance offered to refugees and migrants.

Although assistance demands of Venezuelan elderly is very similar to that of Brazilian elderly, there are two specific issues regarding the refugee and migrant population that constituted challenges in this practice.

The language barrier, since some of the public servants do not speak Spanish and some of the Beneficiaries are not fluent in Portuguese. Communication is considered an initial challenge that can be overcome through the mutual efforts of both parties.

Another specificity is the fact that these Beneficiaries are often expected to send money to other family-members. Given the condition of social vulnerability in which the families of these individuals live, there are cases in which a percentage of the aids received is sent monthly to family members residing in Venezuela or in other cities in Brazil. As a consequence, the personal financial organization of these individuals becomes compromised, which constitutes an obstacle to the shelter exit strategy.

The difficulty in achieving financial autonomy is also associated with another main challenge: the insertion in the job market and access to livelihood opportunities for older Venezuelans. The Municipal Social Assistance Secretariat has been working on alternatives, such as carpentry workshops focused on small pieces for commercialization and raising awareness among companies to hire this public through the Nova Iguaçu de Oportunidades Agency.

The municipality received federal resources, linked to the Interiorization Strategy, for a period of 6 months. The resource was used to pay for the rent of the house where the shelter was set up. After this six-month period, the municipality became the bearer of all the expenses related to the shelter. The Secretariat has expressed its intention to continue the project and welcome new groups of elderly Venezuelans.

It also recognizes the need to standardize the actions carried out with this population as a way to guarantee the continuity of the activities already developed in the municipality. The organization of the work into operational documents, such as service protocols and action plans, can encourage the continuity of the projects developed beyond any political or administrative changes. The Secretariat has expressed its availability and technical will for the future development of these instruments.
Temporary Shelter for Indigenous Venezuelans and their Families - Tarumã Açú 1 and 2

MANAUS/AM

CONTEXT

At the end of 2016, the first group of indigenous Venezuelans of the Warao ethnicity arrived in Manaus and settled in the surroundings of the city’s bus station. Since then, the sheltering of this population has been organized by public entities and civil society organizations. The municipal and state governments in Manaus coordinated to seek shelter alternatives that considered the specificities of the newly arrived indigenous refugee and migrant population. Three different spaces were inaugurated between 2017 and 2020, in accordance with the determinations of the Unified Social Assistance System (SUAS) and adapted to the forms of social organization of Indigenous refugees and migrants, especially of the Warao ethnic group. Several challenges were faced along the way, including the overcrowding of shelters, as a result of the constant arrival of Indigenous refugees and migrants in the city. In 2020, two new spaces were inaugurated to meet this demand and provide an appropriate response to this population.

**Beneficiaries**
Indigenous refugee and migrant population.

**Implementer Entity**
Municipal Secretariat of Women, Social Assistance and Citizenship (SEMASC) of Manaus.

**Actors Involved**
- UN Refugee Agency (UNHCR)
- International Organization for Migration (IOM)
- United Nations Children’s Fund (UNICEF)
- United Nations Population Fund (UNFPA)
- Federal Public Prosecution Service (MPP)
- Mana Institute
- Adventist Development and Assistance Resources Agency (ADRA)
- Caritas Archdiocesan of Manaus
- SOS Children’s Villages.
Creation of two spaces to provide shelter to Indigenous refugees and migrants in situation of vulnerability. The Temporary Shelters for Indigenous Venezuelans and their Families - Tarumã Açu 1 and 2 are highly complex Special Social Protection Equipment, as defined by the Unified Social Assistance System (SUAS).

The services are offered by the Municipal Secretariat for Women, Social Assistance and Citizenship (SEMASC), with support from the Ministry of Citizenship. They serve vulnerable Indigenous refugees and migrants, according to the availability of vacancies, and have received mostly Venezuelan people of Warao ethnicity.

The Tarumã-Açu 1 and 2 shelters were designed to offer culturally sensitive services. The choice of the shelter spaces was made through a participatory process carried out by SEMASC, which involved Indigenous representatives and had the support of UNHCR and the Federal Public Prosecution Service. Consultations were held with the Indigenous people who resided in the former municipal shelters and, once the representatives were chosen, joint technical visits were carried out to the possible shelter spaces. The two spaces where the shelters currently operate were chosen in order to promote harmonization between the demands of the populations and the SUAS guidelines, always considering the suggestions made by Indigenous representatives.

Both shelters are located in the rural area of Manaus, facilitating access to existing services while allowing greater contact with nature. Tarumã-Açu 1 has a maximum capacity of 120 people, an area of 6 thousand m², two dedicated spaces for setting up hammocks, a cafeteria for 120 people, a Kitchen, sports court, a 200 thousand-litter cistern, a meeting room for 200 people, a stream that goes through the property and a green area. Tarumã-Açu 2, has a maximum capacity of 85 people, an area of approximately 3.6 thousand m², of which 500m² are dedicated to environmental preservation. It also has a laundry room.

Each shelter has its own multidisciplinary technical team formed by a coordinator, psychologists, and round-the-clock caregivers. Two Indigenous individuals who live in Tarumã-Açu 2 also work in the shelter and are fellows of the Passport to Citizenship for Social Inclusion initiative, which is part of the Shelter Exit Strategy.

In addition to sheltering, the Shelters are integrated into the socio-assistance network and refers individuals to other local public services, such as the Social Assistance Reference Center (CRAS), inserting them in the social assistance network and promoting access to other benefits; they also make referrals to the Reference Basic Health Unit (UBS) in the region, among others.

The new shelters provided a higher quality of services, better living conditions and appropriate protection to this population. In 2021, the Temporary Shelter for Indigenous Venezuelans and their Families - Tarumã Açu 1 and 2 welcomed 1,333 Indigenous refugees and migrants (825 in Tarumã 1 and 508 in Tarumã 2).
Shelter for Refugees and Migrants

SÃO PAULO/SP

CONTEXT

São Paulo is historically one of the cities that receives the most refugees and migrants in the country. For many years, the reception and sheltering of these people were promoted mainly by civil society organizations. The demand for specific public sheltering services was often pointed out by organizations working on this theme.

With the sudden and significant arrival of Haitian people in 2014, the scarcity of sheltering services offered by the public network became evident. That year, the São Paulo local government set up a temporary shelter near Missão Paz (a faith-based organization that sheltered this population at that time) to respond to the emergency situation.

In August 2014, the first Permanent Shelter for Migrants and Refugees, with a maximum capacity of 110 people, was inaugurated in the central region of the city. In 2015, two other shelters were set up, one of which was exclusively for women, as a consequence of the intense arrival of refugees and migrants from Angola and the Democratic Republic of Congo.

At the beginning of 2018, in response to requests from the Federal Government and UNHCR, São Paulo received Venezuelan migrants and became one of the first cities to be part of the Interiorization Strategy. In May, the city welcomed 220 refugees and migrants from Venezuela, of which 183 were sheltered in a shelter that has since exclusively received the Venezuelan population.

The growing demand for sheltering spaces for the refugee and migrant population has led to an increase in the number of shelters that work with this public (from one temporary shelter to four permanent ones), resulting in an increase in the number of vacancies available (from 150 to 572 beds).

**Beneficiaries**

Refugees and migrants in vulnerable situation.

**Implementer Entity**

Municipal Secretariat for Social Assistance and Development (SMADS) of São Paulo.

**Actors Involved**

- Municipal Secretariat of Human Rights and Citizenship (SMDHC)
- Municipal Secretariat of Health (SMS)
- Reference Center for Immigrants (CRAI) - Oriana Jara

- Franciscan Solidarity Service (Sefras)
- Pallotine Association
- Scalabrine Mission
- São Mateus Community Association (ASCOM)
Creation of spaces to provide shelter to adults/families in situations of vulnerability. There are currently four shelters dedicated to the refugee and migrant population in the city of São Paulo. They are considered Special Social Protection Equipment of High Complexity, as described by the Unified Social Assistance System (SUAS). The services are permanently offered by the Municipal Secretariat for Social Assistance and Development (SMADS), funded by the Municipal Treasury and implemented through agreements signed with management entities selected by public calls.

In 2021, the shelters had a maximum capacity of 572 people, distributed into the four shelters. Of these, 80 vacancies are at the Special Shelter for Immigrant Women (CAEMI) – Penha, which exclusively shelters women and children. The service also shelters foreign women who have just left the prison system, as one of the target audiences of the work carried out by the managing organization. CAEMI has been managed by the Pallotine Association since July 2015, when it was founded. The shelter is located in a tranquil street with easy access to public transport in the Penha neighborhood, east part of the city. The shelter constitutes a large house, with several small rooms with bathrooms for three people each, giving the sheltered individuals ample privacy.

Also in the Eastern part of São Paulo is the São Mateus temporary shelter, in the São Mateus neighborhood. This shelter is exclusive for men and has a maximum capacity of 182 people. This shelter, which began sheltering refugees and migrants in 2018, with the Venezuelan situation, has a reception and service areas, a room for luggage storage, toilets, a large dormitory, a dormitory adapted for people with disabilities, a break room, a storage room, cafeteria, kitchen, pantry, laundry room, and a room with computers for the use of the beneficiaries of the service.

The remaining 310 vacancies are in mixed shelters (women and men) and are distributed in two shelters located in the central part of the city, where there is a large concentration of refugees and migrants.

One of them is the Scalabrine Mission – Shelter for Immigrants with a maximum capacity of 200 people, 140 men and 60 women. It has been managed by the Educational and Charitable Association, linked to the Scalabrine Mission of São Paulo since 2015, when it was inaugurated. Located in the Pari neighborhood, with access to public transport, the shelter has large bedrooms, bathrooms, activity rooms and offers multidisciplinary care. It also has a kitchen, dining rooms and a community patio.

The Bela Vista Shelter was the first shelter opened in the city exclusively to refugee and migrant population. With a maximum capacity of 110 people, 80 men and 30 women, the Bela Vista Shelter has been managed by the Franciscan Service since its inauguration. Located in the center of São Paulo, close to several public services and easy access to the city’s wide transport network. The shelter operates in a three-story building, and has dormitories, toilets, social assistance offices, cafeteria and laundry room.

Refugees and migrants in vulnerable situations can also access the other vacancies in the municipal shelters network (around 18 thousand regular vacancies and 6,5 thousand emergency vacancies).

Multidisciplinary teams work in each of the four facilities. These teams are usually composed of social workers, social educators and coordinators/directors, as well as cleaning staff and cooks. These teams are often also formed by refugees and migrants.
In addition to sheltering, the shelters are integrated into the social assistance network and provide referrals to individuals sheltered to other local public services, such as the Social Assistance Reference Center (CRAS), inserting them in the social assistance network and promoting access to other benefits; they also make referrals to the reference Basic Health Unit (UBS) in the region, among others.

The shelters also make referrals to Portuguese language courses, such as the Open Doors Program* (offered by the Municipal Secretariat for Education) and to the municipal reference service for refugees and migrants, the Reference Center for Immigrants (CRAI) - Oriana Jara**

The shelters act to strengthen the autonomy of the people sheltered through the elaboration of an Individual Assistance Plan, together with the interested persons. The objective of this plan is to promote the protection, family and community reintegration and their autonomy.

In the period from August 2014 to October 2016, it is estimated that 1,900 people were assisted by the Shelters for Refugees and migrants102 an average of 70 individuals per month103. The estimate is that 4,600 people were assisted in the period from January 2017 to May 2019, an average of 159 per month. If we compare the two periods there was an approximate growth of 127%.

**See description of the practice in “Protection Capacity” on page 49

POSITIVE RESULTS

Shelter for Adults and Families

SANTARÉM/PA

Santarém is located in the Western part of the state of Pará. It is the third largest city in the state, only behind Belém and Ananindeua. In 2021, it had approximately 308 thousand inhabitants of which 1,303 were refugees and migrants104. An important river route between Manaus and Belém goes through the city and, back in 2017, on the occasion of the Círio De Nazaré Festival, a group of indigenous Warao settled in Santarém105. At first, temporary shelter was provided by a confessional church, and was later provided by the local government, in the location of a former municipal school. At the time, several relevant actors coordinated to provide culturally sensitive assistance to the indigenous population, this eventually culminated in the Emergency Management Committee106. After a year and a half of the group’s arrival, the shelter was moved to a larger adapted space.

Beneficiaries: Indigenous and non-indigenous refugee and migrant population

Implementer Entity: Municipal Secretariat for Labor and Social Assistance (SEMTRAS) of Santarém
Creation of a space to provide shelter to adults/families in situations of vulnerability. The Shelter for Adults and Families is a special high complexity social protection equipment, as described by the Unified Social Assistance System (SUAS)\textsuperscript{107}.

The service is offered by the Municipal Secretariat of Labor and Social Assistance (SEMTRAS), partially funded by the Ministry of Citizenship, and serves adults/families in situations of vulnerability, according to the availability of vacancies (maximum capacity: 250 people). The shelter has mostly received indigenous Venezuelan people of the Warao ethnicity.

Although it is not a service restricted to the indigenous refugee and migrant population, the shelter was designed considering the specificities of this population. It is located in a farm in the peri-urban area of Santarém, offering a wooded, spacious and welcoming space, with structures that are suitable for indigenous practices. It has spaces for the setting up of hammocks, a dining room, ample outdoor space for leisure and sports, a large and airy kitchen, an outdoor sports court, breastfeeding space, technical assistance room, school and crafts classrooms, and an artesian well (which guarantees uninterrupted water supply).

A multidisciplinary technical team provides assistance to the population. This team is composed of coordinators, social workers, a psychologist, an educator, specialized technicians, security guards, a conservation assistant, cooks and drivers, totaling 30 professionals\textsuperscript{108}.

In addition to sheltering, the Shelter for Adults and Families is integrated into the socio-assistance network and supports the provision of services to individuals sheltered in other local public services, such as the Social Assistance Reference Center (CRAS) for their insertion in the socio-assistance network and for accessing other benefits; it also makes referrals to the Reference Basic Health Unit (UBS) in the region, among others.

The shelter works to strengthen the autonomy of the people sheltered, through the drafting of Individual or Family Assistance Plans, provides guidance, and makes referrals to the relevant entities, it also has a long-standing partnership with the Federal Police for the issuing of documentation.

At the end of 2021, 157 Indigenous individuals of the Warao ethnicity and 13 non-indigenous Venezuelans were sheltered in this facility\textsuperscript{109}. In addition to the culturally and ethnically adapted sheltering, other actions implemented by the shelter are also considered good practices, such as the School Adaptation Project, which seeks to prepare children and adolescents before they are inserted into regular formal education environments\textsuperscript{110}. 

---

**ACTORS INVOLVED**

- UN refugee agency (UNHCR)
- International Organization for Migration (IOM)
- United Nations Children’s Fund (UNICEF)
- Municipal Secretariat of Health (SEMSA)
- Municipal Secretariat of Education (SEMED)
- Municipal Secretariat of Infrastructure (SEMINFRA)
- Municipal Secretariat of Agriculture and Fisheries (SEMAP)
- Municipal Secretariat of Urbanism (SEMURB)
- Municipal Secretariat of Planning, Economic Development, Industry, Trade and Technology (SEMDEC)
- Labor, Employment and Income Center (NTER)
- National Food Procurement Program (PAA)
- State Secretariat of Public Health (SESPA)
- Public Prosecutor’s Office (PPP)
- Federal Prosecution Service (MPF)
- Federal Police (PF)
- Federal Public Defender’s office (DPU)
- National Indigenous Foundation (FUNAI)
- Federal University of Western Pará (UFOPA).

**IDENTIFIED DEMAND**

Providing temporary shelter to refugees and migrants (adults and families) in vulnerable situation.

**DESCRIPTION OF THE PRACTICE**

Creation of a space to provide shelter to adults/families in situations of vulnerability. The Shelter for Adults and Families is a special high complexity social protection equipment, as described by the Unified Social Assistance System (SUAS)\textsuperscript{107}.

The service is offered by the Municipal Secretariat of Labor and Social Assistance (SEMTRAS), partially funded by the Ministry of Citizenship, and serves adults/families in situations of vulnerability, according to the availability of vacancies (maximum capacity: 250 people). The shelter has mostly received indigenous Venezuelan people of the Warao ethnicity.

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PART 02

Local good practices:
Cities at the Forefront

THEME:
PROTECTION CAPACITY

Cultural Mediation in Health
Porto Alegre/RS

Immigrant Service Center (CAI)
Chapecó/SC

Immigrant Information Center (CIAI)
Caxias do Sul/RS
Culturally appropriate social assistance for Indigenous People of the Warao ethnicity
Ananindeua/PA

World Space
Esteio/RS

Reference Service for Immigrants, Refugees and Stateless People
Campinas/SP

Reference Center for Immigrants (CRAI) – Oriana Jara and Itinerant Reference Center
São Paulo/SP

Mapping of the Epidemiological Profile of the Indigenous Warao Population
Belém/PA

Local Mapping of Refugees and Migrants
Lauro de Freitas/BA

Advanced Post of Humanized Assistance to Migrants
Rio de Janeiro/RJ

Standard Humanized Assistance Operating Protocol for the Refugee and Migrant Trans Population
São Paulo/SP
Place intended for the assistance and guidance to immigrants and refugees living in Esteio/RS.

© Esteio City Hall
Eduardo Baratto Leonardi
CONTEXT

Esteio is a municipality located in the Metropolitan Region of Porto Alegre, capital of the state of Rio Grande do Sul. It is the smallest municipality in the state (27.54 km²), but it has the highest demographic density in the metropolitan region, surpassing the city of Porto Alegre (2,932 inhab./km², 2,837 inhab./ km² respectively). With an estimated general population of just over 80 thousand inhabitants in 2021, Esteio registered the arrival of 500 migrants and refugees between 2000 and 2021. It is the third municipality that received the most refugees and migrants in Rio Grande do Sul in the context of the Interiorization Strategy (443 people between 2018 and 2021), most of whom are Venezuelans (56%).

In the second half of 2018, the municipality actively offered sheltering opportunities within the framework of the Interiorization Strategy, receiving two groups of Venezuelans in specifically structured shelters. The arrival of people from Venezuela in the city highlighted the need for proper reception and integration actions in the municipality. The assistance network had to be reorganized, with the integration of the teams of different essential public services.

<table>
<thead>
<tr>
<th>BENEFICIARIES</th>
<th>IMPLEMENTER ENTITY</th>
<th>ACTORS INVOLVED</th>
</tr>
</thead>
<tbody>
<tr>
<td>Refugees and migrants</td>
<td>Municipal Secretariat for Citizenship and Human Rights (SMCDH) of Esteio</td>
<td>Other municipal secretariats.</td>
</tr>
</tbody>
</table>

IDENTIFIED DEMAND

Offering reference service for the assistance to the refugee and migrant population.

Creation, in 2022, of a public equipment specialized in supporting and meeting the demands of the refugee and migrant population in the city. With the objective of promoting access to rights and social, cultural and economic inclusion, the service focuses on providing guidance on documentary regularization and expanding access to social programs and public policies.

‘World Space’ is a service linked to the Municipal Secretariat for Citizenship and Human Rights (SMCDH), which operates at the headquarters of the municipality of Esteio. The service facilities include a room with computers with internet access available for beneficiaries to develop activities, projects and participate in remote courses.

An essential feature of the service is its intercultural and sensitive work in the provision of direct assistance to the refugee and migrant population. The appointments take place face-to-face, at the City Hall headquarters, where other services are also available for citizens, and through an instant messaging communication channel.

Another fundamental characteristic is the capacity of intersectoral articulation. ‘World Space’ is responsible for bridging the gap with the city’s other public services. Thus, the service has mapped focal points in each public service for referral Ex.: in the education and health sectors, and at the Federal Police.
In addition to the creation of a specific service for the assistance of refugees and migrants, the city of Esteio also mobilized the existing public structures in the municipal executive branch to better serve this population. This became evident during the interiorization process. Two projects can be cited: the first is the ‘Count on Me’ volunteering project, through which a group of volunteers welcomed the first group received by the Interiorization Strategy. Subsequently, the newly arrived Venezuelans themselves joined the project as volunteers, participating in the training process and supporting the reception of the second group of interiorized refugees and migrants. The second is the ‘Social Store’ project, which consists of a place for donating clothes to people in vulnerable situations, which served the newcomers by making clothes available, especially coats and jackets, since the group arrived at a time when it was still cold in the city.

The Municipal Secretariat for Citizenship and Human Rights promotes periodic trainings for its different departments. The asylum and migration theme and the work carried out by ‘World Space’ are among the topics that are part of the training actions, thus, promoting awareness in all departments.

The ‘World Space’ has increasingly become a local reference for assistance to refugees and migrants. It carries out labor market intermediation, with the preparation of CVs and the registration of refugees and migrants in the National Employment System - Sine. The office has even been sought by companies in the region who wanted to ask questions about hiring migrants and refugees or about how to best support refugees or migrants on their staff. Thus, this initiative addresses the labor market insertion aspect as a local integration component.

The referral to other public services has also promoted the integration of the refugees and migrants within an ‘access to rights’ dimension.

This public service has increasingly been adhered to by the targeted population. If before the service almost exclusively served the Venezuelan population that arrived in the city through the Interiorization Strategy, today it is possible to observe the expansion of its reach, with attendance records by people of different nationalities, such as Venezuelans, Haitians, Senegalese, Colombians, Uruguays, Cubans, Argentines, Peruvians, among others. This fact indicates that the service has been disseminated among the refugee and migrant communities of the city and region. The ‘World Space’ has also become a reference for refugees and migrants living in neighboring municipalities. In 2021, 449 face-to-face appointments and 1,536 remote appointments were carried out. 160 of these focused on documentary regularization.

The identification of focal points on the migration and asylum theme in different municipal secretariats also created a ‘network of contacts’ between the secretariats, dynamizing the intersectoral dialogue and facilitating effective access to public services. As a result of this articulation, 105 refugee and migrant children have been enrolled in the public school system and three pregnant women and six children were inserted and monitored by the ‘Better Early Childhood’ Program – PIM.

Another highlight is the fact that the ‘World Space’ operates at the City Hall headquarters where other services are also located. The concentration of services in the same place allows for easier referral and faster responses. This is the case, for example, of referrals to the Women’s Reference Center, linked to the SMCDH, which also operates at the City Hall headquarters.
One of the challenges identified is the frequency with which there are changes in immigration regularization procedures and the wide range of topics on which people seek support. Thus, constant training was pointed out as a determinant for an effective and qualified service.

In 2020, Esteio instituted the Municipal Policy for Receiving Refugees and Immigrants (Municipal Law No. 7,517/2020). Although the law does not mention ‘World Space’ specifically, it was an important instrument of continuity of the efforts on the topic, providing among its objectives the promotion of equal rights and opportunities for refugees and migrants, and guaranteeing access to municipal public services.

The law also provides for the creation of the Executive Committee of the Municipal Policy for the Reception of Refugees and Immigrants in the City of Esteio, with the purpose of formulating, monitoring and evaluating the established policy (Article 5), and of a Municipal Fund for the Reception of Refugees and Immigrants in order to facilitate the collection, transfer and application of resources for the implementation of the policy.

Another aspect that encourages continuity is the setting of annual goals. The definition of management goals is provided for in Complementary Municipal Law 6,711/2017, which established the model of governance and management of the municipal executive branch. The 2022 Goals Agreement set a specific goal for the asylum and migration topic: to welcome immigrants and refugees in a temporary shelter.

As for the ‘World Space’, a document synthesizing service flows is currently being prepared as a way of consolidating the work developed by the service.
Cultural Mediation in Health

PORTO ALEGRE/RS

CONTEXT

It is estimated that there are at least 30 thousand naturals of other countries currently living in the capital of Rio Grande do Sul, refugees among them. According to the E-SUS/SMS/2020 system, a total of 3,313 refugees and migrants have an active National Health Card that has been used in the city, that is, around 10% of this population accesses public health services.

IMPLEMENTER ENTITY

Municipal Health Secretariat (SMS) of Porto Alegre

ACTORS INVOLVED

- Federal University of Rio Grande do Sul (UFRGS)
- Social Integration Association (Ainteso)
- Intercultural mediators.

IDENTIFIED DEMAND

Promoting access to health services for refugees and migrants, facilitating communication between technical teams and the population served.

DESCRIPTION OF THE PRACTICE

Provision of health services considering the specificities of the refugee and migrant population.

The Municipal Health Secretariat (SMS) hired refugee and migrant cultural mediators as a measure to facilitate access to health units and other health services, by reducing language and cultural barriers. The mediators are responsible for making the first contact with the refugee and migrant beneficiary and for the mediation between the patient and the health professional. They also accompany beneficiaries to pre-scheduled in-person appointments or mediate appointments without prior scheduling via video call.

The Municipal Health Secretariat also produced a series of bilingual content to be distributed in public health units and services and in other organizations that serve refugees and migrants. The materials cover three topics: access to health and functioning of the Unified Health System (SUS), violence against women in the context of human displacement; and nutrition and well-being. Among the bilingual materials is the production of informative audio and e-books for WhatsApp, online guidance material for professionals and a booklet on the Prevention of Violence Against Women.

POSITIVE RESULTS

In the first month of operation (October 2021), 75 people were assisted by cultural mediators.

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Porto Alegre City Hall
Immigrant Service Center (CAI)

CHAPECÓ/SC

CONTEXT

The municipality of Chapecó is located in the western part of the state of Santa Catarina and is considered an important industrial and financial center in the region, with emphasis on the export of food products and livestock production. The city has received 3,697 migrants and refugees between 2000 and 2020. People of 35 different nationalities are currently living in the city. The presence of Haitian nationals and, more recently, of Venezuelans, stands out.

BENEFICIARIES

Refugee and migrant population

IMPLEMENTER ENTITY

Municipal Social Assistance Secretariat (SEASC) of Chapecó

ACTORS INVOLVED

- International Organization for Migration (IOM)
- Chapecó Rural Union
- Federal Police

IDENTIFIED DEMAND

Offering reference service for the assistance to the refugee and migrant population.

DESCRIPTION OF THE PRACTICE

Creation, in 2021, of a public equipment specialized in supporting and meeting the demands of the refugee and migrant population of the city. With the objective of promoting access to rights and social, cultural and economic inclusion, the service focuses on providing guidance on documentary regularization and expanding access to social programs and public policies.

The Immigrant Service Center (CAI) is a service linked to the Municipal Social Assistance Secretariat (SEASC) and offers multidisciplinary assistance, including psychosocial support.

The Center has developed actions and partnerships to promote the local integration of refugees and migrants. This is the case of the partnership with the Rural Union of Chapecó for labor intermediation, and with the Federal Police to train 30 professionals in the assistance network on how to better assist refugees and migrants.

In 2021, almost 9,000 appointments were carried out by a team of 12 workers working at the Municipal Social Assistance Secretariat, in partnership with the Federal Police. In August 2021, a new Immigrant Service Center office was inaugurated, and the Center started functioning in the building of the bus terminal. The change occurred to ensure appropriate conditions for the provision of services and because the bus terminal is a strategic place of entry for refugees and migrants in the city.
Immigrant Information Center (CIAI)

CAXIAS DO SUL/RS

CONTEXT

Caxias do Sul is the second largest city in the state of Rio Grande do Sul132. Between 2000 and 2020, the city of Caxias do Sul has registered 6,079 refugees and migrants in its territory. It is also the second city in the state to receive the most immigrants133.

BENEFICIARIES

Refugee and migrant population.

IMPLEMENTER ENTITY

Public Security and Social Protection Secretariat of Caxias do Sul through the Coordination for the Promotion of Ethnic and Racial Equality

ACTORS INVOLVED

- Migrant Assistance Center (CAM) of the São Carlos Educator Association (AESC)
- Legal Sciences and Law Graduate Program of the University of Caxias do Sul (UCS)

IDENTIFIED DEMAND

Offering reference service for the assistance to refugee and migrant population.

DESCRIPTION OF THE PRACTICE

Creation, in 2022, of a public equipment specialized in supporting and meeting the demands of the refugee and migrant population of the city. With the objective of promoting access to rights and social, cultural and economic inclusion, the service focuses on providing guidance on documentary regularization and expanding access to social programs and public policies.

The Immigrant Information Center (CIAI) is a service linked to the Coordination for the Promotion of Ethnic and Racial Equality in the Municipal Public Security and Social Protection Secretariat, which seeks to meet the necessities of the refugee and migrant population by identifying their demands and offering targeted services134.

In November 2020, the Center was formalized through a Municipal Decree,135 which provides for the continuity of the service and gives it greater administrative stability.

POSITIVE RESULTS

Throughout 2021, the Immigrant Information Center has served 1,133 applicants for refugee status, refugees and migrants. The main nationalities assisted were Venezuelan, Haitian and Senegalese136. In addition to the activities carried out in the physical space of the Center itself, itinerant services have also been carried out, as in the case of one initiative that emerged from exchanges with the Haitian Immigrant Association, which reported that migrant and refugee families face financial difficulties that prevent them from traveling to the Center137.
Reference Center for Immigrants (CRAI) – Oriana Jara\textsuperscript{138} and Itinerant Reference Center

SÃO PAULO/SP

CONTEXT

The local government’s action in the migration and asylum theme is a long-standing tradition in the city of São Paulo, with different action models implemented over the years. Since 2005, the demand for the creation of a cross-cutting public entity that would address the theme has been advocated for by civil society organizations in the city\textsuperscript{139}. The then Coordination of Policies for Migrants was created in 2013, as the first municipal entity in the country specific for the theme, following a model often implemented in human rights policies in Brazil. The creation of a referral service was encouraged by the arrival of a significant number of Haitian people in 2014. The strong social and media mobilization on the topic culminated in the creation of a Reference Center.

Beneficiaries

Refugee and migrant population as the target audience of the assistance, and public workers and professionals who undergo training activities

Actors Involved

♦ Municipal School of Public Administration of São Paulo (EMASP)
♦ Municipal Secretariat for Development and Social Assistance (SMADS)
♦ Municipal Secretariat for Education (SME)
♦ Municipal Secretariat for Social Assistance and Development (SMADS)
♦ Municipal Secretariat for Housing (SEHAB)
♦ Municipal Secretariat for Culture (SMC)
♦ Municipal Secretariat for Health (SMS)
♦ Economic Development, Labor and Tourism (SMDET)
♦ Municipal Secretariat for Foreign Affairs (SMRI)
♦ Public Defense Service (DPU)
♦ Regional Superintendency of Labor and Employment of the state of São Paulo, linked to the Ministry of Labor and Employment

Implemented Entity

Municipal Secretariat for Human Rights and Citizenship (SMDHC) of São Paulo

Identified Demand

Offering reference service for the assistance to the refugee and migrant population.

Creation, in 2014, of a public equipment specialized in supporting and meeting the demands of the refugee and migrant population of the city. With the objective of promoting access to rights and social, cultural and economic inclusion, the service focuses on providing guidance on documentary regularization and expanding access to social programs and public policies.

The Reference Center for Immigrants (CRAI) – Oriana Jara is a service linked to the Coordination of Policies for Immigrants and Promotion of Decent Work, of the Municipal Secretariat for Human Rights and Citizenship (CPMigTD/SMDHC). This is a multilingual service that offers legal guidance, guidance about social programs, and forwards human rights violation complaints to other offices\textsuperscript{140}. The Center also trains municipal public workers to provide culturally sensitive assistance that is appropriate to the specificities of the refugee and migrant population. One of these training initiatives is the permanent course offered at the Municipal Public Administration School of São Paulo (EMASP), which is held since 2015.
In 2016, the service, which had initially been developed thanks to a partnership between the Secretariat for Human Rights and Citizenship and the National Secretariat of Justice of the Ministry of Justice, became exclusively funded by the local government. That same year, the service became permanent, with the enactment of the Municipal Immigrant Policy (Law No. 16,478/2016), its objectives were also provided for by Decree No. 57,533/2016.

The Center is the first municipal public service of its kind in Brazil. Five years after its inception, a new assistance modality was made available. The itinerant unit of the service, the Itinerant Immigrant Reference Center, consists of an adapted vehicle, which has been turned into a service station, with the structure of an office. This modality allows the decentralization of the service and facilitates access by refugee and migrant communities that reside in remote areas.

POSITIVE RESULTS

The Center had served 20,729 refugees and migrants by 2021, since its inauguration in 2014. The service has undergone two expansion processes, one in 2017 and the other in 2020. During these processes, the number of workers was increased, their specialties diversified, and assistance started being offered in more languages with the hiring of refugee and migrant workers. In addition to direct assistance to the refugee and migrant population, the Center trained 3,127 municipal public workers between 2017 and 2020.

Local Mapping of Refugees and Migrants

LAURO DE FREITAS/BA

CONTEXT

Lauro De Freitas is a municipality in the Metropolitan Region of Salvador, on the northern coast of the state of Bahia. In 2020, the city received Venezuelan refugees and migrants through the Interiorization Strategy, when 337 people were interiorized. However, with the continued spontaneous arrivals of Venezuelans in the municipality, the government and local actors’ networks became ignorant of the real size of the population residing in the city, as well as their profile, protection needs and the situation of access to local services, which made it difficult to plan interventions.

BENEFICIARIES
Refugees and migrants, especially Venezuelans.

IMPLEMENTER ENTITIES
- Secretariat for Affirmative Policies, Human Rights and Racial equality (Sepadhir) of Lauro De Freitas
- University of Salvador (UNIFACS)
- Pastoral service for Migrants (SPM)
- Jesuit Service for Migrants and Refugees (SJMR).

ACTORS INVOLVED
UN Refugee Agency (UNHCR)
Identified Demand

Mapping of Venezuelan refugees and migrants established in the city in order to know their profile and their demands and plan municipal actions adequately.

Mapping of refugees and migrants living in the neighborhood with the highest concentration of this population, with aim of understanding their economic and social situation, listing the difficulties faced, and identifying their main protective demands.

The mapping detailed the social and economic profile of the families interviewed, including nationality, education, profession, time living in Brazil and in the city of Lauro de Freitas, as well as the family composition and the existence of people with specific protection needs in the family. The access of refugees and migrants to local public services, such as health, education and social assistance, was also mapped.

The Kobo tool was used for mapping. This is a free data collection and management tool often used in humanitarian contexts. Among the advantages of the tool, there is the possibility of using the interviewers' mobile phones to perform the mapping, and of filling out the survey offline, which facilitates its application in places with restricted internet access. Trainings on how to use of the Kobo tool were carried out by UNHCR. The UN agency also provided technical support for the development of the mapping survey.

The mapping was conducted between the months of September and November 2021 as part of the “Building Bridges, Rebuilding Ties: program of attention and support to migrants and refugees in the municipality of Lauro de Freitas (BA)” project. This action was jointly carried out by the Secretariat for Affirmative Policies, Human Rights and Racial Equality (Sepadhir), the University of Salvador (UNIFACS), the Pastoral Service for Migrants (SPM) and the Jesuit Service for Migrants and Refugees (SJMR), with the support of UNHCR.

The action mapped 78 families, reaching approximately 400 refugees and migrants, most of whom were Venezuelan (only one family mapped was of another nationality), and concentrated mainly in the neighborhoods of Areia Branca and Jambeiro. Although it is acknowledged that the mapping has not exhausted the totality of refugees and migrants in the municipality, it goes beyond the data that had been collected on this population so far.

Another equally important result is the articulation between actors that took place during the mapping process. The training for public workers in the social assistance and health fields carried out by UNIFACS, UNHCR and SJMR in November 2021 deserves to be highlighted. It provided an opportunity for closer contact and inaugurated a new phase in the services provided in the city of Lauro De Freitas, where responsibilities are now jointly assumed by public actors and civil society.

In fact, the second phase of the mapping, also in November, already included joint responses to the demands identified. Indeed, since the lack of knowledge about health services and access to medical specialties was indicated as one of the challenges by the participants, the mapping action was accompanied by the offering of medical care (General Practitioners, Gynecological Exams, Rapid Tests, among others) through a joint action by doctors from the municipality and students of the UNIFACS Medical School.

The decision to map this population came from the understanding that this was the first essential step to build a more adequate response to the situation of refugees and migrants in Lauro De Freitas, fostering the meeting of identified demands and the establishment of partnerships.
Mapping of the Epidemiological Profile of the Indigenous Warao Population

BELÉM/PA

CONTEXT

Belém is the largest city and capital of the state of Pará. In 2017, the state of Pará spontaneously received indigenous Warao people coming from Manaus, attracted by the Círio De Nazaré festival, which takes place in the city of Belém, and the opportunities associated with it. Initially, a significant part of this group was homeless. In order to promptly respond, the first health care appointments with the newly arrived Warao population were carried out by teams of the Street Clinic, an initiative by the Municipal Health Secretariat. Established by the National Basic Healthcare Policy in 2011, with the aim of increasing the access of the homeless population to health services, the Street Clinic was an important instrument mobilized to serve the Warao population.

Beneficiaries

Warao Indigenous population

Implementer Entity

♦ Street Clinic
♦ Municipal Health Secretariat of Belém

Actors Involved

♦ Federal Prosecution Service (MPF)
♦ Public Prosecutor’s Office of Pará

Identified Demand

Understanding the health specificities of the Warao Indigenous population to ensure appropriate access to health services.

Systematization of the data collected between 2017 and 2021 in the care provided to the Warao population by the multidisciplinary technical teams (including nutritional, dental and psychosocial care) of the Street Clinic. This systematization allowed the identification of clinical patterns and the epidemiological profile of the Warao population.

In January 2021, based on the accumulation of experience and data on the epidemiological profile of the Indigenous Warao population, the Street Clinics Network issued a technical note recommending the inclusion of this population among the priority population listed in the National Plan to Operationalize Vaccination Efforts Against COVID-19 by the Ministry of Health. At the same time, a civil lawsuit was filed with a Federal Court – in the Pará Judicial Section to determine the...
inclusion of the Indigenous Warao population in the National Plan to Operationalize Vaccination Efforts Against COVID-19. At the time, the Federal Prosecution Service - Public Prosecutor’s Office in Pará also issued a recommendation with the same objective. The Municipal Health Secretariat, which at the time was already aware of this demand, promptly included the Indigenous Warao population in the municipal vaccination schedule.

Reference Service for Immigrants, Refugees and Stateless People

CAMPINAS/SP

CONTEXT

Campinas is considered a technology hub in the state of São Paulo, attracting people from different locations. Between 2000 and 2016, it was the second city in the state that received the most refugees and migrants from other countries. However, until 2018, it did not have any civil society organization that worked directly with this public. Refugees and migrants who arrived in the city directly sought municipal public services for demands such as employment and guidance on documentary regularization. Initially, the main service unit sought was the Worker Service Station.

Actors involved

♦ UN Refugee Agency (UNHCR)
♦ State University of Campinas (UNICAMP).

Beneficiaries

Refugee and migrant population

Implementer Entity

Municipal Secretariat for Social Assistance, Persons with Disabilities and Human Rights (SMASDH) of Campinas

Beneficiaries

Refugee and migrant population

Implementer Entity

Municipal Secretariat for Social Assistance, People with Disabilities and Human Rights (SMASDH) of Campinas

Identified demand

Offering reference service for the assistance to refugee and migrant population.

Creation, in 2015, of a public equipment specialized in supporting and meeting the demands of the refugee and migrant population in the city. With the objective of promoting access to rights and social, cultural and economic inclusion, the service focuses on providing guidance on documentary regularization and expanding access to social programs and public policies.

The Reference Service for Immigrants, Refugees and Stateless People is linked to the Municipal Secretariat for Social Assistance, Persons with Disabilities and Human Rights (SMASDH). The service is carried out through reception, follow-up and intersectoral articulation. Complementary actions include the ‘Campinas of All Peoples’ initiative, which offers services such as registration in CadÚnico, legal guidance, preparation of CVs etc.

The service has also established partnerships to improve its performance, such as a partnership with State University of Campinas (UNICAMP), for the translation of information materials and the partnership with UNHCR, for the establishment of a protocol of assistance to the Warao population.

The number of visits has increased over the years, indicating the recognition of the Reference Service for Immigrants, Refugees and Stateless People as a reference by the users. The number of visits carried out increased from 425, between 2015 and 2017, to 580 between January 2018 and May 2019.
Standard Humanized Assistance Operating Protocol for the Refugee and Migrant Trans Population

SÃO PAULO/SP

CONTEXT

Applicants for refugee status, refugees, stateless persons, and migrants who are part of the trans community face a complex series of difficulties and threats at all stages of the displacement cycle. Among them are discrimination, prejudice, violence, difficulty in accessing public services and barriers to articulating their protection needs.

IDENTIFIED DEMAND

Providing relevant and specific information on the intersection between asylum, migration and gender identity, namely in relation to trans refugees and migrants, and instructing services on how to provide humanized assistance.

DESCRIPTION OF THE PRACTICE

Drafting and publication, in 2020, of the Standard Humanized Assistance Operating Protocol for the Refugee and Migrant Trans Population, by the municipality of São Paulo in partnership with the UN Refugee Agency (UNHCR).

The document instructs different services on how to provide humanized assistance to trans refugees and migrants. It presents information and proposals for a humanized approach to the assistance provided, and promotes the creation of Safe Spaces for trans people. The operational protocol also maps partner institutions and safe spaces that offer support to LGBTIQ+ refugees and migrants.

The process involved different actors, including the Nice Institute – an LGBTIQ+ organization that works for the social and professional inclusion of the LGBTIQ+ population, especially trans people.

The preparation of the document began with trainings offered to the CAEMI (Special Reception Center for Immigrant Women of the City of São Paulo) and Caritas Archdiocesan of São Paulo teams, which directly assist refugees and migrants.
The protocol has been used as a reference in the provision of public services, guiding the flows and procedures these services adopt. The focus on the intersection between the refugee/migrant population and the trans population also makes this publication a reference document for other initiatives with the same target audience. The protocol has been used as training material for public service and civil society networks in other Brazilian locations, such as the South and Southeast regions. It has also been used as a reference for the elaboration of similar materials by other local networks, as is the case of a booklet launched by the Jesuit Service for Migrants and Refugees in Porto Alegre/RS.

Culturally appropriate social assistance for Indigenous people of the Warao ethnicity

Ananindeua is the second largest city in the state of Pará and is located in the metropolitan region of Belém. As of 2020, Indigenous people of the Warao ethnicity have settled in the city. When faced with the arrival of this population, the municipality started developing initiatives in different areas, especially in social assistance, to promote direct access to this population.

**CONTEXT**

Warao Indigenous people are vaccinated by SESMA at the Taparã Reception Space, in Belém/PA. © ACNUR

**Beneficiaries**

Warao indigenous population

**Implementer Entity**

Municipal Secretariat for Citizenship, Social Assistance and Labor (SEMCAT) of Ananindeua

**Actors Involved**

- UN Refugee Agency (UNHCR)
- International Organization for Migration (IOM)
- United Nations Children’s Fund (UNICEF)
- Attorney General of the Municipality
- Human Rights Committee of the City Council
- State Prosecutor’s Office
- State Public Defender’s Office (DPE)
- Municipal Secretariats for Health
- Municipal Secretariats for Housing
- Municipal Secretariats for Education
- Municipal Secretariats for Planning, Budget and Finance
- Municipal Secretariats for Public Security
- Municipal Secretariat for Citizenship, Social Assistance and Labor.
The existence of one of the largest international airports in the country in the city emphasizes the fact that Rio de Janeiro is an important entry point for refugees and migrants. The intense movement of people in the main entry and exit points of the country requires sensitive mechanisms to identify people who demand immediate protection and socio-assistance support, such as survivors of human trafficking and applicants for refugee status.

Advanced Post of Humanized Assistance to Migrants

RIO DE JANEIRO/RJ

**DESCRIPTION OF THE PRACTICE**

Development of a strategy that combines a series of socio-assistance actions aimed at advancing in the promotion of the rights of this population, promoted by the Municipal Secretariat for Citizenship, Social Assistance and Labor (SEMCAT). Some activities included in this practice may be listed, such as:

(i) the hiring of a Warao indigenous person to work as an interpreter and cultural mediator in the social assistance reference centers (CRAS) of the Warao’s territories of residence, facilitating communication with the community and the provision of culturally sensitive assistance;
(ii) the handing out of food baskets that are culturally adapted to the Warao’s eating habits;
(iii) home visits by social assistance reference center workers. These actions provided the strengthening of ties between social assistance professionals and the Indigenous population. Even after the resumption of the regular provision of services (post-pandemic), the house visits remain, since it was considered that they improve the access of the beneficiaries to services.

**POSITIVE RESULTS**

227 people receive home visits by social workers on a monthly basis, and 672 food baskets are handed out every year. In 2021, the Intersectoral Municipal Committee for the Reception and Attention to the Warao Indigenous Population (CIMAPIW) was also established within the framework of the Municipal Secretariat for Citizenship, Social Assistance and Labor (SEMCAT). The committee will count with representation of three indigenous individuals of the Warao ethnicity as members, and will allow a more in-depth discussion about integration and reception policies.

The actions implemented by the Municipal Secretariat for Citizenship, Social Assistance and Labor, in particular the hiring of a Warao indigenous employee and the creation of the committee, demonstrate the structuring of a strategy that is attentive to the specificities of the indigenous population, their autonomy and culture.

**IDENTIFIED DEMAND**

Providing inclusive assistance that is appropriate to the cultural and ethnic aspects of the Warao Indigenous population.
**Beneficiaries**
Refugee and migrant population, possible human trafficking victims, and Brazilians that have failed to be admitted or have been deported from abroad.

**Actors involved**
- UN Refugee Agency (UNHCR)
- Ministry of Justice, Federal Police, RioGaleão Concessionaire
- Combat to Human Trafficking Center
- State Migration and Asylum Coordination
- Caritas Archdiocesan of Rio de Janeiro (CARJ)
- Federal Prosecution Service (MPF)
- Federal Defense Service (DPU)
- Federal Police (PF).

**Identified demand**
Ensure access to the territory and to international protection for refugees and migrants in vulnerable situations through monitoring, identification and offering of specialized support at the airport, including referral to the appropriate documentation and social assistance procedures.

Implementation and management of an Advanced Post of Humanized Assistance to Migrants (PAAHM) at the Tom Jobim International Airport (Galeão), managed by the Rio de Janeiro Municipal Guard since 2010.

The Advanced Post currently has 10 trained municipal guards who receive Brazilians not admitted or deported from abroad, and non-nationals with problems entering Brazil or traveling abroad. Possible victims of human trafficking and applicants for refugee status are also assisted and identified by the service. The Advanced Post works 24/7, including weekends and holidays. About 50% of the employees are fluent in English and Spanish.

Since its inauguration, the Advanced Post has served more than 450 people in transit at the Galeão International Airport, including migrants, Brazilians, applicants for refugee status and possible human trafficking victims of various nationalities. After the reopening of the Advanced Post in 2020, the new facilities are now located at a strategic point in the airport, and the team has also been trained in topics related to asylum and international protection, to guarantee that the service is efficiently accessed by the public. The restructuring of the space, the longevity of its operation, the volume of cases supported, and the level of inter-institutional coordination achieved by the Advanced Post (including with UNHCR, the Federal Prosecution Service, the Federal Police, the Federal Defense Service, state public authorities and other local government actors, and civil society) are all signs of the service’s sustainability.
Local good practices: Cities at the Forefront

THEME: RESPONSIBILITY SHARING
UNILA's dean, Gleisson A. Pereira de Brito (left), signs a commitment document to include the university in UNHCR's CSVM, alongside UNHCR's Representative Jose Egas.

© Regional Caritas of Paraná Luiza Gagliardi

Network of Attention to Refugees and Migrants

Foz do Iguaçu/PR
Foz do Iguaçu is an important border city in Brazil. It is located on the triple border between Argentina, Brazil and Paraguay, a region of intense trade and circulation of people between the three countries. In 2021, the estimated population of the city was 257,971 inhabitants, of which 15,210 were refugees and migrants.

The construction of the Itaipu Binational Hydroelectric Plant in the 1970s and 1980s, which eventually generated the displacement of Brazilians to Paraguay, is also considered a turning point for the city. Despite the significant return of the displaced Brazilians since the mid-1980s, many remain to this day in Paraguayan lands, and eventually cross national borders in search of public services, especially social assistance and health services.

In 2010, the National University of Latin American Integration (UNILA) was inaugurated in the city, with the purpose of contributing to Latin American regional integration and development. The UNILA institutional design separates half of the existing vacancies in the courses to be filled by students from other countries.

Currently, the most representative nationalities of refugees and migrants in the city are Paraguayan, Lebanese, Argentinian, Venezuelan, and Colombian.

Thus, Foz do Iguaçu is a city that is deeply impacted by the migration and asylum issue in its daily life.

**Beneficiaries**
Refugee and migrant population.

**Implementer Entities**
- Migrant House
- Migration Center of the Federal Police of Foz do Iguaçu
- Municipal Secretariat for Social Assistance
- Municipal Secretariat for Human Rights and Community Relations
- Federal University of Latin American Integration (UNILA).

**Actors Involved**
- United Nations Refugee Agency (UNHCR)
- International Organization for Migration (IOM)
- Municipal Secretariat for Education
- Municipal Secretariat for Health and Tourism, Industry, Commerce and Strategic Projects
- Municipal Secretariat for Public Security
- Housing Institute of Foz do Iguaçu – FOZHABITA
- State University of Western Paraná (UNIOESTE)
- Regional Caritas of Paraná
- Caritas Diocesan of Foz do Iguaçu
- Regional Labor Management Department
- Federal Government
- City Council
- Brazilian Bar Association/Foz do Iguaçu Subsection.
Providing assistance to the refugee and migrant population, considering the dynamics of the city, which includes constant and significant arrivals.

Provision of prompt and comprehensive assistance to the refugee and migrant population with regard to reception and documentation, through the articulation between different actors.

One of the key actors in Foz do Iguaçu is the ‘Migrant House’, a reference assistance service for the refugee and migrant population.

The ‘Migrant House’ is an initiative of the former Ministry of Labor and Employment established in 2008. The initial objective was providing assistance to Brazilians living in other border countries and serving refugees and migrants in the main border cities of the country. The House is a public service resulting from cooperation between Federal Government and the Municipal Social Assistance Secretariat (SMAS) in which two employees (one coordinator and one assistant) are maintained with federal resources, and the costs of the physical structure (property and maintenance costs) are borne by the local government. The coordination of the service is carried out by the Scalabrine Congregation with the support of two other civil society organizations: the Regional Caritas of Paraná and the Caritas Diocesan of Foz do Iguaçu, which provide one employee for in-person appointments with funding from UNHCR.

The House has been in operation for 14 years and has become a consolidated reference for refugees and migrants, for the socio-assistance network, and for the other public services operating in the city. The House coordinator is often contacted by other local actors when specific demands arise or to ask for guidance in the provision of appropriate assistance.

A dynamic of referral to public shelters was also established together with the Municipal Secretariat for Social Assistance, another key actor: the ‘Migrant House’ is responsible for directly contacting the Specialized Social Assistance Reference Center (CREAS), a social assistance service responsible for assisting people in high social risk, to seek shelter vacancies for refugees and migrants. Whenever necessary, the Approach Service (also managed by the Municipal Secretariat for Social Assistance) picks up and transports refugees and migrants from the Migrant House to the emergency shelters with available space. Municipal Social Assistance Services also refer to the ‘Migrant House’ for guidance on how to assist refugees and migrants who ask for information on documentary regularization.

Ever since 2017, the migration and asylum theme has been inserted in the municipal public agenda. The Secretariat for Social Assistance has played a leading role in providing assistance to refugees and migrants within local management, as it tends to be the first point of contact with other public services. This Secretariat has been inserting the migrant and refugee population in its regular policies, seeking to promote their incorporation into the assistance flow that exists in the territories where they live, but always being attentive to their specificities.

With the opening of Emergency Shelter III, in 2019, in partnership with the Government of the state of Paraná, the Secretariat allocated 20 of the 50 existing vacancies to the refugee and migrant population. The Secretariat for Social Assistance also identified the Social Assistance Reference Center (CRAS) that operates in a neighborhood near the Friendship Bridge (border with Paraguay), as a reference in assisting the refugee and migrant populations.
Another relevant articulation is the partnership between the ‘Migrant House’ and the Migration Center of the Federal Police of Foz do Iguaçu. The support provided in the pre-documentation of refugees and migrants makes the assistance provided by the Federal Police (PF) more efficient, improving the center’s performance and reducing waiting times.

The Migration Center of the Federal Police of Foz do Iguaçu also trained its Registration of Foreigners and Passport Service in the provision of humanized assistance to refugees and migrants. This training considered, on the one hand, the important legislative change that took place in 2017 with the enactment of the Migration Law, which established a new approach to the migration theme, encouraging access to documentation by migrants and refugees through several measures. On the other, the change of the premises where the service was offered favored a more sensitive assistance. The Registration of Foreigners and Passport Service was transferred from the police station to a shopping mall in the city. The change of location also allowed the extension of service hours, through the signing of a Technical Cooperation Agreement between the parties. The extension of service hours, the assertive pre-documentation, and the humanization of the service all made the service more efficient, also reducing waiting times.

Whenever necessary, the Migration Center of the Federal Police mobilizes the assistance network, of which it is a part of, to refer individuals who are in a vulnerable situation to other socio-assistance services. This referral does not occur through a formal mechanism, it happens through the communication channels established between the actors.

The Federal Police has also carried out joint actions with UNILA to promote the documentary regularization of migrant and refugee students through campaigns at the university campus, and the provision of urgent assistance to cases of university students during the COVID-19 pandemic, when the service had to be partially interrupted.
In turn, UNILA has been leading important initiatives aimed at the refugee and migrant population. In 2015, it launched the Pro-Haiti program, which reserved university vacancies for Haitian nationals and held a selection process consistent with the specificities of this public. In 2019, the university launched a specific selection process for refugees. In addition to higher education inclusion actions, Portuguese language classes are offered at the university. The beneficiaries are preferentially students, but other interested parties may enroll if there are remaining vacancies, which are disseminated to the assistance network. The university also develops university extension projects with this population, such as the Border Education Project, a project to include refugee and migrant students in the city’s public schools.

In addition to the development of actions through bilateral or multilateral articulation between the public and social actors involved in the asylum and migration theme, the city also has formally constituted spaces for dialogue. Two of these forums are: the Technical Chamber on Human Trafficking, and the Municipal Committee for Attention to Migrants, Refugees and Stateless Persons of Foz do Iguaçu.

The Technical Chamber was created in 2014, when the I Triple Border Seminar on Human Trafficking, organized by the Caritas Diocesan Community of Foz do Iguaçu and the Proteger Network, was held. As a result, the Blue Heart Integrated Forum (FICA) was created and has been carrying out actions to prevent human trafficking ever since. The Technical Chamber is a permanent discussion space linked to the Municipal Integrated Management Office (GGIM). With monthly meetings, the Chamber aims to formulate proposals and establish joint responses between different spheres of government and civil society on the human trafficking topic. Although the Chamber focuses on the prevention of human trafficking, it also provides a space for exchanges between actors involved in the response to demands presented by refugees and migrants.

Another discussion space aimed at the refugee and migrant population was structured to encourage local actions: the Municipal Committee for the Attention to Migrants, Refugees and Stateless Persons in the City of Foz do Iguaçu. The committee was created by decree, and aims to formulate, articulate and propose guidelines for government actions that seek to guarantee the human rights of vulnerable refugees and migrants in Foz do Iguaçu. This is an instance constituted by representatives of the public sector and civil society with extensive experience in topics related to human mobility, and who act in the provision of assistance to migrants, refugees and stateless persons.

Another tool that has potential to promote integration between actors is the Protocol for Assistance to Migrants in Vulnerable Situations. This is an instrument that promotes the inclusion of migrants and refugees in existing public policies by identifying existing services and systematizing forms of access and the process of drafting the documents required for intersectoral articulation.

The provision of assistance by the ‘Migrant House’ with federal resources is only made possible by the action of the local government, through the Municipal Secretariat for Social Assistance.

It is also possible to say that the Municipal Committee for the Attention to Migrants, Refugees and Stateless Persons in the City of Foz do Iguaçu, linked to the Extraordinary Secretariat for Human Rights and Community Relations, emerged from the mobilization of the existing assistance network in the city. The Committee formalizes this articulation and has the potential to give continuity to the previously established dialogue between the actors, linking the local government to the theme.

The assistance network for refugees and migrants in Foz do Iguaçu has been a relevant instrument for promoting their local integration, especially in the ‘access to rights’ dimension.
Between January and December 2021, the Migrant House carried out 7,937 in person appointments and 3,116 remote appointments, via telephone, email or instant messaging. Between January 2021 and January 2022, the Specialized Social Approach Service (SEAS) and the POP Center of the Municipal Secretariat for Social Assistance registered having assisted 2,164 refugees and migrants in vulnerable situations, out of a total of 8,276 (26%).

There are 4,444 refugees and migrants registered in the Cadúncio in Foz do Iguaçu, of which 2,609 are Paraguayans and 622 are Venezuelans.

The Migration Center of the Federal Police receives a daily average of 20 people for Registration of Foreigners, of which half has been referred by the Migrant House. It is considered that there is no waiting list for appointments with the Federal Police in Foz do Iguaçu.

A significant challenge is the definition of the competencies of each actor in relation to the others. The Committee has been recognized by the actors involved as a huge help in this regard, since it allows organizations to get in touch with each other and become familiarized with the work that is carried out by its peers. This participatory instance also favors the strengthening of the existing network and dynamizes responses to the demands, evidencing the complementarity of actions and avoiding rework.

Another challenge is the need for constant training of the employees who directly assist the refugee and migrant population. In 2021, a Technical Cooperation Agreement was signed between the city of Foz do Iguaçu and the UN Refugee Agency (UNHCR). The agreement includes several training actions and the objectives of the signed term are the strengthening of locally implemented public policies, the training of public and private networks on the specifics of working with refugee and migrant populations, and the mapping of these populations and of the existing social participation strategies.

A lesson learned was the need for mobilization of local institutional capacities for the implementation of actions. Local policy development arrangements are essential to allow the implementation of responses consistent with the social specificities of the local reality.

The highlighted actions have been implemented for several years now: the Migrant House was inaugurated in the city 14 years ago, the Federal Police has been providing humanized assistance since 2018, the UNILA created the pro-Haiti program in 2015 and the refugee selection process in 2019, to name a few examples.

Some mechanisms for the institutionalization of local practices may be observed, such as the Decree that creates the council, and the terms of cooperation signed between the Federal Government and the Municipal Secretariat for Social Assistance, between the Federal Police and the shopping mall, and between the city of Foz do Iguaçu and UNHCR.

The city also provides infrastructure resources for the Migrant House and separates 20 preferential shelter vacancies for refugees and migrants in the municipal social assistance network.
State Technical Committee on Integral Health of the Immigrant and Refugee Population

RIO DE JANEIRO

CONTEXT

The reception and promotion of the rights of refugees and migrants requires full access to health services. Cultural and linguistic specificities are important factors to be considered when designing strategies for the inclusion of this population in public health services. In 2017, the State Health Secretariat (SES) of Rio de Janeiro constituted a space for dialogue between actors to design activities to be developed with the refugee and migrant population.175

BENEFICIARIES

Refugee and migrant population

IMPLEMENTER ENTITY

Health State Secretariat (SES) of Rio de Janeiro

ACTORS INVOLVED

- Health State Council/SES-RJ
- Office of the Health State Secretariat
- General Sub-Secretariat of the Health State Secretariat
- Health Planning Assistance Department of the Health State Secretariat
- Regionalization Assistance Department of the Health State Secretariat
- Health Education Superintendency of the Health State Secretariat
- Health Care Sub-Secretariat: Department of Technical Assistance for Humanization; Specialized Assistance, Control and Evaluation Superintendency
- Regulation Superintendency, Superintendency of Health and Pre-Hospital Units
- Sub-Secretariat for Surveillance and Primary Health Care: Primary Health Care Superintendency

State Technical Committee on Integral Health of the Immigrant and Refugee Population – Rio de Janeiro/RJ
© Disclosure
Health State Secretariat (SES) of Rio de Janeiro
Creation of a specific participatory instance in the health field: the State Technical Committee on Integral Health of the Immigrant and Refugee Population.

The committee was created in 2020, through a resolution by the Bipartisan Inter-managers Committee of Rio de Janeiro, linked to the State Health Secretariat, under the coordination of the Superintendency of Psychosocial Assistance and Vulnerable Populations, and with the participation of the Municipal Health Secretariats Council of Rio de Janeiro (COSEMS-RJ).

In 2021, a resolution by the State Health Secretariat increased the number of members of this Committee and determined its roles. Among them are the strengthening of dialogue between parties for the elaboration of public health intervention proposals.

The Committee foresees the participation of refugees and migrants who use health services in the state of Rio de Janeiro, and of stakeholders interested in the theme of migration and asylum in the health area.

In August 2020, a form was elaborated for the collection of information on refugees and migrants in the territories, in partnership with the Ministry of Health and the Council of Municipal Health Secretariats (COSEMS-RJ). 36 responses were obtained. As a result, seven municipalities joined the committee in 2021: Rio de Janeiro, Duque de Caxias, Itaguaí, Petrópolis, Nova Iguaçu and Niterói.

Two people from Haiti and one from Gambia also participated in the Committee that year, in order to contribute with their experiences and suggestions for improvements in access to health services, and to present the demands of their communities.

The Working Group on Health-Related Information for the Refugee and Migrant Population was also created within the framework of the Committee. The objectives of the working group are: presenting suggestions for improvements on data collection and use, in partnership with the Ministry of Health; producing a newsletter to support the planning of actions, in partnership with universities; and systematizing data on ongoing actions.

The Committee, through the Superintendency of Psychosocial Assistance and Vulnerable Populations, has carried out several health actions aimed at the refugee and migrant population, including: health fairs, identification of epidemiological profiles, translation of information material to other languages, publishing of booklets, training material for Community Health Agents, and training workshop for Community Health Agents.

The technical visits made by the Committee to the Warao Indigenous Shelter, in the municipality of Nova Iguaçu, in partnership with the Ministry of Health, the Municipal Health Secretariat of Nova Iguaçu, and the Specialized Social Assistance Reference Center of the municipality should also be highlighted. The visits resulted in the holding of covid-19 booster vaccination campaigns in the shelter.

**IDENTIFIED DEMAND**

To establish a permanent space for collective debate on the health of the refugee and migrant population in order to promote their full access to public health.

**DESCRIPTION OF THE PRACTICE**

**POSITIVE RESULTS**
Advanced Post of Humanized Assistance to Migrants

GUARULHOS/SP

CONTEXT

Guarulhos International Airport is one of the most important points of entry in Brazil. It receives a large and constant flow of people arriving and leaving the country on a daily basis. For this reason, it is also one of the main human trafficking routes in the country, according to data from the Federal Highway Police. The number of inadmissible passengers – those who do not have legal permission to enter the country – is also large and there are reports of prolonged waiting times in the restricted area of the airport without a definitive solution to this type of situation. Thus, there was a need for more agile mechanisms for identifying and referring these cases, particularly those involving people in need of international protection.

Beneficiaries

Refugee and migrant population, especially inadmissible passengers and human trafficking victims

Actors Involved

- UN Refugee Agency (UNHCR)
- Federal Public Prosecutor’s Office for the Rights of Citizens (PFDC/MPF)
- Municipal Secretariat for Labor and Social Assistance (SEMTRAS) of Guarulhos

Implementer Entity

Municipal Secretariat for Labor and Social Assistance (SEMTRAS) of Guarulhos

- Federal Public Defense Service (DPU)
- Caritas Archdiocesan of São Paulo (CASP)
Creation of the Guarulhos Advanced Post for Humanized Assistance to Migrants, the first of its kind in the country, with the initial objective of receiving deported and non-admissible people with a humanized methodology.

Active since 2006, the Advanced Post was assumed by the Secretariat for Development and Social Assistance (SDAS) of the city of Guarulhos in 2010, when it was integrated into the National Human Trafficking Combat Policy.

In 2015, an important milestone was achieved: a Technical Cooperation Agreement was signed between the Federal Public Prosecutor’s Office for the Rights of Citizens, part of the Public Prosecution Service (PFDC/MPF), the Federal Public Defense Service (DPU), the UN Refugee Agency (UNHCR), the National Justice Secretariat (SNJ/MJ) and the Secretariat for Development and Social Assistance (SDAS), in order to find swifter and more appropriate legal responses to each case, and guarantee humanitarian assistance and protection. Based on this Term it was established that the Advanced Post is responsible for the active search and initial assessment (through profile analysis interviews) of the situations of inadmissible persons, making the identification of possible cases of applicants for refugee status, stateless persons, victims of human trafficking, among other candidates for international protection faster.

The Secretariat for Development and Social Assistance (SDAS) staff visits the airport’s restricted area spaces every day, including holidays and weekends, to identify the specific protection needs of inadmissible passengers.

The work of the Advanced Post is also supported by a Working Group (WG) created within the framework of the Cooperation Agreement and which brings together representatives of civil society organizations (Caritas Archdiocesan of São Paulo and Mission Peace) and the Federal Police department of Guarulhos Airport. This WG, which meets every three months, shares information and responsibilities regarding the analysis of assistance flows, and drafts operational protocols based on the data collected during the appointments conducted at the Advanced Post.

In 2021, the Term was renewed, with improvements made to the initially established routines and partnerships. In addition to identifying situations of violation of rights and/or risks of violation of rights, the outpost makes referrals to the migrant reception network of the local government, according to the needs identified.

In addition to the continuous existence of the outpost since 2006 and its link to the National Human Trafficking Combat Policy, which confers continuity to the service, the Term of Cooperation was renewed until 2023, emphasizing the sustainability of the service.

The data available indicate the number of appointments taken at the Advanced Post: in 2018, the Advanced Post served 1,005 people, followed by 1,184 in 2019, 219 in 2020 (due to the pandemic and the closing of international borders), and 386 people in the first half of 2021. The service is internationally recognized for its assertiveness, for the speed with which it responds to cases, and for its ability to guarantee humanitarian protection to people in highly vulnerable situations. The Advanced Post is also the only service of this type in the country that is associated with the social assistance department, adopting an ‘access to rights’ perspective in the assistance provided.
Manaus Bus Station Reception and Advanced Support Post (PRA)

AMAZONAS

CONTEXT

The increase in the number of Venezuelans in Manaus as of 2018 and the overcrowding of the available shelters, caused the newcomers to occupy the vicinity of the Manaus Bus Station. This precarious situation caught the attention of local society and the authorities. Given this intense flow, in 2019, Operation ‘Welcome’ installed a service station to support the reception of refugees and migrants in Manaus. In 2021, the management of the Reception and Support Outpost (PRA) was transferred to the local government.

Beneficiaries

Refugee and migrant population.

IMPLEMENTER ENTITY

- State Secretariat for Justice, Human Rights and Citizenship of Amazonas
- Operation ‘Welcome’.

ACTORS INVOLVED

- UN Refugee Agency (UNHCR)
- International Organization for Migration (IOM)
- United Nations Children’s Fund (UNICEF)
- United Nations Population Fund (UNFPA)
- Ministry of Health
- State Secretariat for Health
- State Secretariat for Social assistance
- Municipal Secretariats for Health (SEMSA)
- Municipal Secretariats for Women and Social Assistance and Citizenship (SEMASC) of Manaus
- Mana Institute
- Adventist Development and Relief Agency (ADRA)
- Brazilian Red Cross.
Implementation of the Reception and Support Outpost (PRA) at the Manaus Bus Station, with the objectives of supporting the referral to emergency and overnight shelters of refugees and migrants in vulnerable situations or who have just arrived in the city.

The outpost has bathrooms with shower, a laundry room, a place for luggage storage, a toy library, a space for donating and collecting food baskets, a cafeteria, and a designated space for overnight stays, where individual tents and mats are set up for those in need. The facility also has a specific room where the social assistants take appointments.

The outpost was initially managed by the federal government, through Operation ‘Welcome’, with support from civil society organizations, international organizations and the local government. The state government donated the structure where the service was installed and transferred its Humanized Service Outpost, which operated in another place at the Manaus Bus Station, to that same office.

The Sheltering Flow was jointly established by UNHCR, the State Secretariat for Justice, Human Rights and Citizenship (SEJUSC), the Municipal Secretariat for Women and Social Assistance (SEMASC) of Manaus, and civil society entities that assist refugees and migrants in the city. Since the implementation of the Sheltering Flow, the Outpost has become an entrance point to the existing shelters in the city, it also refers individuals to other services in the local network.

In 2021, a transition phase was initiated, with the transferring of the implementation and coordination of the Outpost to the State Secretariat for Justice, Human Rights and Citizenship (SEJUSC). SEJUSC then took over some processes, such as the administration and the security of the Outpost and the management of the Sheltering Flow, which were previously coordinated by UNHCR. The Task Force, which coordinates Operation ‘Welcome’ in Manaus, continues to support the Outpost’s security.

With the change in coordination and management of the Outpost, it became a local initiative. Thus, SEJUSC now acts as the manager of the Outpost’s regular activities, and leads the Sheltering Flow in the forming of partnerships with the network of local shelters of Manaus.

The municipality of Manaus has acted on two fronts. First, through the Municipal Secretariat for Women and Social Assistance (SEMASC), conducting an active search for indigenous people or individuals with specific protection needs for referral to municipal shelters. Indigenous people are often referred to the Tarumã-Açu 1 and 2 shelters and to the SAICA Municipal Shelter, which houses children and adolescents at risk. Second, through the Municipal Health Secretariat (SEMSA), carrying out regular health promotion activities, including COVID-19 testing for those who have symptoms.

The site Outpost welcomes an average of 220 Venezuelans into its shelter facility per day, reducing the number of homeless refugees and migrants in the vicinity of the bus station. In 2021, at least 350 people have also been referred to other shelters, since the establishment of the Sheltering Flow.
Support on the access to documentation

ITAJAI/SC

CONTEXT

The municipality of Itajaí, located on the coast of Santa Catarina, has the second highest GDP in the state, attracting people from diverse backgrounds due to existing employment opportunities. The Federal Police (FP) Migration Office is based in the city, responsible for the registration and documentation of refugees and migrants from 46 municipalities in the region, giving Itajaí great relevance in this matter. In recent years, support to document regularization has become a challenge. Recent data show that there has been a significant increase in the number of refugees and migrants in Santa Catarina, increasing from an average of 9,000 annual registrations in 2019 and 2020 to 16 thousand people registered in 2021. However, the increase in demand for document regularization was not accompanied by the expansion of service capacity and processing of the Migration Offices operating in the state.

Passport Issuance and Foreigners Office in Itajaí Shopping Mall supports the quick support to migrants and refugees on documentation aspects. © Disclosure
Refurbishment, in 2020, of the physical space of the Passport Issuance and Foreigners Office in Itajaí, with financial support from the city hall and together with merchants, non-profit institutions and local businesses. The Office, a service of the Migration Office from the Federal Police, is established at the premises of Itajaí Shopping Mall.

In the same year, the Sérgio Vieira de Mello Chair (CSVM) of the University of Vale do Itajaí (UNIVALI) started a university extension project, with master’s students, to support the pre-documentation of refugees and migrants. Initially, due to the restrictions imposed by the Covid-19 pandemic, the project was carried out entirely virtually. At the time, an agreement between the Federal Police and UNIVALI’s CSVM guaranteed specific vacancies for registration and documentation at the FP for refugees and migrants who had been assisted by the University project.

Later on, with the advancement of vaccination against Covid-19 and the approach of the end of the ordinance that suspended deadlines referring to migratory regularization, there was an increase in the number of people seeking assistance from the FP. From then on, the City Hall of Itajaí started to support the FP’s documentation activities, by hiring 10 interns selected among UNIVALI students. The interns work at the FP Passport Issuance and Foreigners Office, collaborating both with the documentation regularization demands as well as passport issuance and carry out face-to-face and e-mail guidance under the supervision of Federal Police employees.

According to information from the Federal Police (FP) Migration Office of Itajaí, with the support of the interns provided by the City Hall, it was possible to significantly increase the average number of services completed monthly. March 2022 was the month with the highest number of attendances, registering a total of 1,100. Until then, the highest historical average of attendances by the Federal Police of Itajaí was 600 assistances per month. With the support of the interns, after the initial service, appointments for regularization are carried out within a week. There was, therefore, a significant increase of 80% of completed processes, speeding up the attendance rates and reaching a greater number of beneficiaries. Given the extent of the circumscription of the Itajaí Migration Office, both the initial service and document completion diligences (when necessary) can be carried out by e-mail, avoiding significant displacements between municipalities and successive returns to the Federal Police Migration Office.
PART 02

Local good practices:
Cities at the Forefront

THEME:
EDUCATION
Refugee and migrant students are included in Municipal Schools in Boa Vista/RR.

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Camila Ignacio

Inclusion of refugee and migrant students in Municipal Schools

Boa Vista/RR
The state of Roraima is the northernmost state in Brazil. It is the state with the lowest demographic density and the smallest population in the country. The capital, Boa Vista, has approximately 436 thousand inhabitants, which represents 66% of the total population of the state\textsuperscript{189}.

The expressive entry of Venezuelan people into the country through Pacaraima, since 2015, soon reached Boa Vista, and was intensified from 2017 onwards.

According to IBGE projections, in 2021, 75 thousand non-Brazilian people, mostly Venezuelans, lived in Roraima\textsuperscript{190}.

According to data from Operation ‘Welcome’, the Ministry of Citizenship, and UNHCR, in 2022, out of the 6,1 thousand Venezuelan people housed in the nine official shelters of Boa Vista, half (over 3 thousand people) were of school age\textsuperscript{192}.

Boa Vista schools have welcomed refugee and migrant students since 2017. Prior to the arrival of Venezuelans, local schools already welcomed students of other nationalities, especially Guyanese and Haitians, but on a smaller scale. The presence of Venezuelan students has become numerically more expressive, reaching 10% of the students enrolled in the Municipal School System. Comparatively, if, in 2017, the Municipal Network had 58 Venezuelan students enrolled, in 2021, this number exceeded 7 thousand\textsuperscript{193}, with emphasis on the year 2019, when the enrollment of Venezuelans was especially expressive. This number is not equally distributed among the municipal schools, since in the neighborhoods where the Shelters of Operation ‘Welcome’ are concentrated there are schools in which Venezuelans are the majority of the students.

Due to the displacement context and the situation of vulnerability, it is common for children and adolescents to arrive in the city without the necessary school documentation to identify the appropriate grade to their learning skills and abilities. Which, in turn, can have consequences on the inclusion, permanence and successful completion of basic studies.

The enrollment of students into basic education can happen in several ways, including through classification and reclassification instruments. The Education Guidelines and Bases Law, Law No. 9,394 of 1996, establishes, in its 24th article, that the classification in any grade\textsuperscript{194} can be done through promotion (for students who have successfully attended the previous grade in the same school), transfer (for students from other schools) or independent of previous schooling, through a test performed by the school to define the development level and experience of the student, allowing their enrollment in the appropriate grade.

In the case of Venezuelans, especially those without complete documentation, the first solution adopted was to enroll the student in the appropriate grade according to age and a development assessment carried out by a teacher of the same institution in which
the student is being enrolled. This system proved to be ineffective, given that the child was not always included in the appropriate grade, and this was only realized after some time, resulting in the age-grade distortion of many students.

The following solution was applying a classification test to evaluate the education stage in which the student is and insert them in the equivalent series.

However, the application of the classification test in Portuguese had unsatisfactory results. Children were often placed in grades that did not match their skills and abilities. With the increase in enrollments in 2019, the high failure rates in the classification test became evident. Cases where the student did not reach the minimum score to be allocated to the grade corresponding to their age were common.

It was noticeable by simply looking at the classroom that there were students that had been enrolled in the inappropriate grade. It was common for students to know the content, but not be able not express themselves in written Portuguese on the test.

**Beneficiaries**
Venezuelan refugee and migrant students

**Implementer Entity**
Municipal Secretariat of Education and Culture (SMEC) of Boa Vista

**Actors involved**
- UN Refugee Agency (UNHCR)
- United Nations Children’s Fund (UNICEF)
- International Organization for Migration (IOM)
- Pirilampos Institute
- State Secretariat for Education of Roraima
- Municipal Council of Education of Boa Vista
- National Council of Education/Basic Education Chamber

**Identified demand**
Conducting an appropriate evaluation of Venezuelan students in order to ensure their correct enrollment in the grade appropriate to their development and experiences.

**Description of the practice**
Adaptation of the classification test to Spanish, to address the situation of Venezuelan students.

The classification test is standardized and prepared by a Committee of Experts from the Municipal Secretariat for Education and Culture (SMEC), the questions are presented in Spanish and Portuguese. The tests are associated with the enrollment flow of the schools and are applied during the enrollment period.

There are two enrollment periods during the year: the massive period, at the beginning of the year, which concentrates most of the enrollments; and throughout the year, according to the need to enroll or transfer students from other schools.

The enrollment process is usually carried out in two stages: pre-enrollment and enrollment.
Pre-enrollment is carried out by phone by the person responsible for the child or adolescent via the Central Tele Matrículas. The Central Tele Matrículas is a call-center that concentrates information on the availability of vacancies in schools, directing the student to the school that meets their educational needs, located closest to their residence and with vacancies available. All enrollment in municipal education begins at the Central Tele Matrículas, which serves Brazilians and Venezuelans (and also refugee and migrant students of other nationalities).

Once the pre-enrollment number is informed by the Central, the responsible person must go to the school indicated for enrollment, which is completed after the in-person presentation of the student’s identification documents.

The classification tests are applied according to the period of the year. If the enrollment demand occurs during the massive period, the test is scheduled by the Central Tele Matricula and takes place before the completion of the enrollment at the school. That is, it is an intermediate stage between pre-enrollment and enrollment. During the massive period, the test is applied by the Municipal Secretariat for Education and Culture itself, at a priorly scheduled date and time listed on the Enrollment Notice, which is published annually.

If the enrollment demand occurs throughout the school year, the classification test is applied at the school, usually after the enrollment is completed, within a maximum 15-day period. Thus, it becomes a post-enrollment phase.

Municipal public education in Brazil covers kindergarten and elementary education, from 1st to 5th grade.

The Spanish language classification test was also adopted for enrollment to the state public school system, which covers between 6th grade and high school.

The classification (and reclassification) test was originally applied to national students who, for any reason, failed to follow the grades established in the public school system. The city of Boa Vista used and adapted this mechanism to meet the Venezuelan demand, translating the test to Spanish.

Most students who take the classification test in Spanish manage to be allocated to grades appropriate to their age group and abilities. In 2021, 1,200 tests were applied to Venezuelan students entering municipal public education.

A challenge faced was the significant volume of enrollments and the application of so many classification tests. Until 2019, the classification test was exclusively applied by the school in which the student was enrolled. In order to meet to the larger demand for enrollment of Venezuelan children and adolescents, the application of the test during the massive period was adopted.

Another challenge, which still persists, is the possible absence of the appropriate grade for the student in the school initially indicated for enrollment. This can happen for two reasons.

The first reason is when the test is applied by the school. Sometimes the test result indicates that the child has the skills for a more advanced grade. It is not uncommon that the specific school where the test was applied does not offer the appropriate grade. However, this can only be noticed after the test is applied, on average 15 days after enrollment. In that case, the process has to be restarted from the beginning.

The Secretariat is currently planning to become the only institution that applies the test, always at a stage between pre-enrollment and enrollment, as a way to resolve this problem.
Another reason is the difference in the grades covered by the municipal and state education networks, which creates a challenge in allocating students who are in between the grades covered by each of the networks. The student takes a single test and is allocated within the possibilities of that specific educational network. If the student takes the municipal network test, it is common for the child to be classified in the most advanced series covered by the municipal network (5th grade) when they should have been classified in a grade covered by state network (from 6th grade onwards). The opposite also occurs with the same frequency.

To avoid this distortion, the two education networks established a dialogue supported by organizations that support education of Venezuelan refugees, such as UNICEF and the Pirilampos Institute. The working group formed by these actors, other UN agencies (such as UNHCR), and representatives of the municipal and state Education Secretariats, has studied possibilities to overcome this challenge. It is considered, for example, that the two classification tests are applied, in the case of children who are in-between grades covered by the municipal and the state networks.

Another challenge is the linguistic barrier in the act of enrollment. Although the employees at the Central Tele Matrículas are guided to assist those responsible for Venezuelan students in understanding the information, the dialogue is not always clear, since these professionals often do not speak Spanish. It is common for refugees and migrants looking to enroll their children to have to count on the support of organizations, such as Pirilampos, to make contact with the Central and overcome the linguistic difficulty.

Venezuelan students who are outside of shelters are identified by the Active School Search carried out by the city of Boa Vista. The Active Search is a strategy developed by UNICEF, which has been implemented Brazil-wide for several years and currently covers Brazilians and Venezuelans. An Active Search Steering Committee involving the Secretariats of Education, Health and Social Assistance and civil society organizations was formed in Boa Vista. The identification of Venezuelan students who are outside of shelters involves several public services in the territory, such as health, education and assistance, and their community-based professionals.

The classification process is described by the Guidelines and Bases Law, Law No. 9,394 of 1996. The Law provides for, among others, the application of tests with the purpose of defining the degree of development and experience of the student and allowing their enrollment in the appropriate grade.

In 2019, the Municipal Education Council of Boa Vista issued Resolution CME/BV/RR No. 001/2019, which establishes enrollment standards, including about the classification test. Article 17 of the Resolution specifies that the classification process of refugee, migrant and stateless students must “consider the linguistic, social, political, economic and cultural knowledge specific to the curriculum of the education system in their countries of origin”. The legislation’s first paragraph describes that “the tests must be translated from Portuguese into the language of the student’s country of origin to allow the understanding of the questions/content of the evaluation activity”.

The following year, the National Council of Education/Basic Education Chamber issued Resolution CNE/CEB No. 1/2020, which provides for the right to enroll migrant, refugee, stateless persons and applicants for refugee status children and adolescents in the Brazilian public education system. The National Council resolution indicates that, in the absence of school documentation proving previous schooling, refugee and migrant students are entitled to take the classification test, which should be applied in the student’s mother tongue.

In later years, the Enrollment Notices released annually by SEMEC, which present the rules for student enrollment in the following school year (2021 and 2022), referenced the two regulations (CME/BV and CNE).
Indigenous education for Warao students

ANANINDEUA/PA

CONTEXT

Several Indigenous people of the Warao ethnicity have settled in the city of Ananindeua as of 2020. It is estimated that about half of the Warao population is made up of children and adolescents. The right to specific and bilingual education for Indigenous Peoples is guaranteed by the Federal Constitution of 1988, by the Guidelines and Bases of National Education (Law 9,394/96), and by other national and international instruments that aim to guarantee the right to education as a human and social right. Indigenous education is a modality of education that guarantees Indigenous individuals and their communities the right to safeguard their historical memories, to reaffirm their ethnic identities, to value their languages and knowledge, and to access the technical and scientific knowledge of the national society and of other indigenous societies.

Multi-age school, in Ananindeua/PA, allows Warao indigenous children and adolescents to reaffirm their ethnic identities and have access to the technical and scientific knowledge of the national society and other indigenous societies.

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Janaína Galvão

Beneficiaries
Warao indigenous population

Implementer Entity
Municipal Secretariat for Education (SEMED) of Ananindeua

Actors Involved
United Nations Children’s Fund (UNICEF)
Offering of education by the Municipal Secretariat for Education (SEMED) aimed at the Warao indigenous population, consisting of a school in which the elements of identity and cultural interest are addressed, including the importance of coexistence in the host communities. A school near the area of the city where the Warao community is concentrated was selected. Warao students are divided by age group and classes are offered in the afternoon shift. The Warao indigenous school curriculum was jointly developed with Indigenous representatives, who participated in the process from the choice of the school to the nomination of Indigenous people belonging to the Warao community to be hired as auxiliary educators. The four Indigenous auxiliary educators, selected by the Education Management and Coordination Department of the Secretariat, are important counterparts in the construction of intercultural dialogue. The professionals working in this project (four teachers and four Warao assistants) are in continuous training to qualify the design and implementation of indigenous education. SEMED Technical Note 002/2021 establishes the guidelines for the implementation of Indigenous School for the Warao community.

In 2021, 107 students from early childhood, elementary, and youth and adult education were served.
**Identified Demand**

Ensuring appropriate education for refugee and migrant students, through the construction of strategies that favor their permanence and the successful completion of their studies.

**Description of the Practice**

Development of the Methodological Guidelines – Migrants publication by the Municipal Secretariat for Education (SME), through the School Curriculum Technical Committee (NTC) and the Education for Ethnic-Racial Relations Committee (NEER), with technical support from UNESCO. The document addresses the inclusion and valuing of refugees and migrants in municipal schools and considers human mobility as a topic for debates and learning. The material offers methodological subsidies that encourage reflection on asylum and migration contexts and shares successful educational experiences of the Municipal School System. The document is part of the City Curriculum and reinforces its commitment to equity and inclusive education, always considering the specificities of refugee and migrant students. After the document was launched, the Education for Ethnic-Racial Relations Committee hired a consultant with the exclusive function of supporting the dissemination, adherence and training of education professionals on the proposed guidelines.

SME/NEER offers the “Human Refuges: the right to live in a world without borders” course, carried out by the Regional Education Directorates (DRE) in partnership with Social Service of Commerce of São Paulo (SESC-SP), also with the aim of promoting culturally sensitive reception, the education of refugees and migrants, and especially the professional qualification of education professionals. The course has been offered since 2017. It consists of training meetings with the sharing of experiences, research and knowledge, and counts with the participation of refugees of various nationalities.

In 2021, 10,492 copies of the methodological guidance document were printed and distributed to the thirteen Regional Education Directorates. The publication was also made available on the Municipal Secretariat for Education website. Four remote meetings and fourteen distance learning classes were also held on the topic.

**Positive Results**

The Human Refuges course has already trained over 500 teachers in the Municipal Education System, and it was assessed that it has contributed to the reduction of discriminatory practices among students, encouraging more empathy and interaction among all.
PART 02

Local good practices:
Cities at the Forefront

THEME:
LOCAL INTEGRATION
Elaboration of the Municipal Immigrant Policy Plan
São Paulo/SP

“Open Doors: Portuguese for Immigrants”
Portuguese course
São Paulo/SP

Promotion of employability
Porto Alegre/RS

Shelter Exit Strategy
Manaus/AM
Participants of the Municipal Conference on Public Policies for Immigrants vote the approval of one of the proposals in the labor axis in São Paulo/SP.

© UNHCR
Miguel Pachioni

Elaboration of the Municipal Immigrant Policy Plan

SÃO PAULO/SP
The Municipal Immigrant Policy Plan of São Paulo (PMPI), established by Municipal Law No. 16,478/2016 and regulated by Municipal Decree No. 57,533/2016, defines the principles and guidelines for the implementation of public services at the municipal level aimed at the migrant and refugee population. This policy has been consolidated since 2013, when the current Coordination of Immigrant Policies and Decent Work Promotion (CPMigTD) was created, within the structure of the Municipal Secretariat for Human Rights and Citizenship of São Paulo (SMDHC). The CPMigTD is the department responsible for coordinating the PMPI.

The planning of local policies has been supported by several participatory mechanisms that became part of municipal management strategies over the years. The inclusion of the refugee and migrant population in the existing social participation spaces and the creation of new specific spaces are part of a strategy aimed at integrating this population into the political and social life of the city. Some milestones may be listed in this strategy: the holding of the 1st and 2nd Municipal Conference on Immigrant Policies, the creation of extraordinary seats at the Municipal Participatory Council in the sub-local government instances, the Joint Intersectoral Committee for the Preparation of the Policy Plan, which resulted in the institution of the Municipal Immigrant Policy of São Paulo (Municipal Law 16,478/2016) and the creation of the Municipal Immigrant Council (provided for in the Municipal Law).

The 1st Municipal Conference on Immigrant Policies, held in 2013, set the dialogue between the government and civil society. The proposals gathered at the conference set the bases for action by the municipal government.

The Municipal Immigrant Council, created by Municipal Law 16,78/2016, is composed of eight Municipal Secretariats and eight representatives of civil society elected for a term of two years. Since the creation of the Council, Municipal Immigrant Policy Conferences have been held by it every two years.

Thus, the Council organized the 2nd Municipal Conference, with the convening of an Organizing Committee. The Organizing Committee’s participation was expanded to 47 representatives during this process. The Committee had the functions of establishing and disseminating the methodology to be used in the systematization of proposals; coordinating communication and dissemination strategies; engaging in the necessary articulation and mobilization; and defining the logistics and infrastructure for the conference.

Several moments of the 2nd Municipal Immigrant Conference counted with the participation of refugees and migrants as protagonists, including during debates that involved the definition of representatives, the establishing of thematic axes, and the approval of proposals related to social control and decision-making.

Eight thematic axes were defined by the Municipal Immigrant Council: I - Social participation and immigrants as protagonists in local migration governance; II - Access to social assistance and housing; III - Valuing and encouragement of cultural diversity; IV - Protection of human rights and combat to xenophobia, racism, religious intolerance,
Elaboration of the Municipal Immigrant Policy Plan (2021-2024), based on the final report of the 2nd Municipal Conference, within the framework of the PMPI and other relevant international and national guidelines.

There were several preparatory stages to the Conference, organized in three modalities: pre-conferences (held by the Organizing Committee with participation open to all interested parties, to discuss the thematic axes), free conferences (held on the initiative of social organizations that chose any or all axes to discuss and elaborate proposals) and the online submission of individual proposals by refugees and migrants.

The preparatory stages totaled 22 meetings, that brought a total of 586 people together. 384 people were mobilized during the three days of the Conference, of which 180 were representatives, 67 participants, and 137 onlookers. Over 40 nationalities were recorded in attendance at the event.

467 initial proposals were presented, which resulted in 78 proposals approved by the final plenary, all considered priorities for municipal action.

**Beneficiaries**
- Refugees and migrants

**Actors Involved**
- United Nations Refugee Agency (UNHCR)
- International Organization for Migration (IOM)
- International Labor Organization (ILO)
- Municipal Secretariat for Sub-local Governments (SMSP)
- Municipal Secretariat for Culture (SMC)
- Municipal Secretariat for Economic Development and Labor (SMDET)
- Municipal Secretariat for Social Assistance and Development (SMADS)

**Implementer Entity**
- Municipal Secretariat for Human Rights and Citizenship (SMDHC)
- Municipal Immigrant Council (CMI) of São Paulo

**Identified Demand**
Structuring a local policy plan with indicators, targets and definition of the parties responsible for implementation, in order to define the forms of execution of the priority actions established by the 2nd Municipal Conference and allow their monitoring.

**Description of the Practice**
Elaboration of the Municipal Immigrant Policy Plan (2021-2024), based on the final report of the 2nd Municipal Conference, within the framework of the PMPI and other relevant international and national guidelines.

and other forms of discrimination; V - Women and LGBTI+ population: access to rights and services; VI - Promotion of decent work, employment, income generation and professional qualification; VII - Access to comprehensive education, Portuguese courses for immigrants and respect for interculturality; VIII - Access to health, leisure and sports.
national regulations. The plan defines 80 programmatic actions within eight axes, and is valid for four years, from 2021 to 2024, in accordance with the municipal political cycle.

The elaboration of the Municipal Plan counted with technical support from the UN Refugee Agency (UNHCR) and the International Organization for Migration (IOM). The agencies were responsible for proposing the work methodology and for the adapting the proposals approved, turning them into actions, proposing indicators, targets, and allocating implementation responsibilities.

The proposed methodology for the plan was inspired by other reference documents, such as: the methodology for systematizing proposals adopted at the 2nd Municipal Conference, the National Conference on Migration and Asylum (COMIGRAR)\textsuperscript{207}, the Municipal Plan for the Integration of Migrants of Lisbon (2018-2020),\textsuperscript{208} and the National Human Rights Plan 3 (PNDH 3).

All elaboration stages were discussed and evaluated between the teams of both agencies, SMDHC, other municipal Secretariats of São Paulo, and validated by the members of CMI between the months of February and June 2020.

The plan provides for the possibility of periodic review and innovates by conferring on the Municipal Immigrant Council the role of executor of some targets, extrapolating the monitoring function characteristic of these spaces.

The elaboration of the Municipal Plan was based on the legal framework already existing in the city, in particular Municipal Law No. 16,478/2016, which establishes the Municipal Policy for the Immigrant Population (PMPI) and creates the Municipal Immigrant Council (CMI), and in its regulatory decree, Municipal Decree No. 57,533/2016.

The incidence and input of social organizations that work to support the refugee and migrant population, and the organizations led by refugees and migrants themselves, especially those active in the Municipal Immigrant Council, was also fundamental for the structuring of the plan.

CPMigTD led the drafting process, which also counted with technical support from UN agencies in its elaboration and in the systematizing of metrics.

Local integration is a process that involves three main elements: access to social, economic, cultural and political rights; the inclusion of refugees and migrants in discussions, implementation, and monitoring of integration actions; and the relationship between refugees and migrants and the local community\textsuperscript{209}. The practice brings together these three elements, with greater emphasis on the social participation of refugees and migrants. It should be noted that this participation by refugees and migrants is connected to a long process of construction of participation spaces that dates back to the 1990s, with the emergence of relevant advocates for this theme in the city\textsuperscript{210}.

Although the city of São Paulo has a structured and lasting policy, the elaboration of the Municipal Plan fills a programmatic gap of the existing policy. The Council has adopted some strategies to monitor the implementation of the plan’s actions, such as the holding of thematic workshops with consultants, and the structuring of a specific Working Group. The WG has the role of implementing the planned actions that are directly under the Council’s responsibility. The CPMigTD has also developed tools to monitor the actions under the responsibility of other Municipal Secretariats.

After the first two years of implementation, the Plan provides for accountability measures and a partial review with civil society on the implementation of its actions, in order to ensure transparency and allow for any corrections or adaptations necessary to achieve its objectives. At the end of its term in 2024, the Plan also provides for a final evaluation with civil society, which should guide the elaboration of the next edition of the Municipal Plan.
Shelter Exit Strategy

MANAUS/AM

CONTEXT

In 2019, the Indigenous shelters in Manaus were severely overcrowded. This situation was circumvented with the creation of two new spaces (Shelters Tarumã Açu 1 and 2). Strategies of action that promoted the strengthening of the autonomy of the sheltered population were also fundamental to guarantee the sustainable exit from shelters and encourage local integration. In this context, the achievement of self-sufficiency by the Warao Indigenous population is a challenge in and of itself, mainly due to their social organization in extended and numerous family units.

BENEFICIARIES
Indigenous refugee and migrant population living in the municipal shelters of Manaus

IMPLEMENTER ENTITY
- Municipal Secretariat for Women, Social Assistance, and Citizenship (SEMASC) of Manaus
- Caritas Archdiocesan of Manaus
- UN Refugee Agency (UNHCR)
- Public Labor Justice Service

ACTORS INVOLVED
- Embassy of France
- UNHCR

IDENTIFIED DEMAND
Promote self-sufficiency for the sustainable exit of shelters of Indigenous refugees and migrants.

DESCRIPTION OF THE PRACTICE
Local integration of Indigenous refugee and migrant families sheltered in Manaus, through an exit strategy that seeks to strengthen the autonomy and self-sufficiency of Indigenous families and allow the sustainable exit from shelters. The practice focuses on families that have at least one adult working on a regular basis, and with potential for autonomy after leaving the shelter.

The assistance offered to these families can be divided into two different moments. The family initially receives financial aid for rent payment for three months. The aid is paid by Caritas Archdiocesan of Manaus. In 2020, this financial contribution was made with funds from the Embassy of France and the Public Labor Justice Service (MPT). As of 2021, the financial aid has been paid with funds from UNHCR.

In the second moment, one family member is inserted in the Passport for Social Inclusion project,
coordinated by the Municipal Secretariat for Women, Social Assistance and Citizenship (SEMASC), for the period of one year. The Passport for Social Inclusion project was created in 2009\textsuperscript{211}, and initially targeted the homeless population, aiming at socio-economic, family and community reintegration. As of 2020, Indigenous refugees and migrants have also become beneficiaries of the project.

In addition to the financial aid, the following activities are also carried out: identification of sheltered persons who can participate in the program, preparation for exit (with individual meetings, awareness-raising, guidance and support for finding a place to rent), granting of a food basket and inclusion in the Bolsa Família Program by SEMASC, donation of domestic kits (mattresses, kitchen utensils, stove) and hygiene and cleaning products by UNHCR and Caritas; monitoring and guidance through regular home visits by SEMASC technicians who work with the families included in the program.

Since the beginning of its implementation, 126 people have already been supported by the initiative, totaling 21 families.

**Promotion of employability**

**PORTO ALEGRE/RS**

**CONTEXT**

In 2020, 6,197 migrant and refugee workers were registered in the database of the National Employment System (SINE) managed by the Gaucho Labor and Social Action Foundation (FGTAS) in the state of Rio Grande do Sul. Over 80 nationalities were included in the database, including Haitians (3,016), Venezuelans (1,260), Uruguayans (529), Senegalese (436), Argentinian (247) and Cuban (231). The predominant group was composed of men (62.2%) in the age ranges of 30 to 39 (34.9%) and 25 to 29 (23\%\textsuperscript{212}). Most of these workers were based in the state capital, Porto Alegre.
Provision of preferential assistance to refugees and migrants at the municipal SINE unit: On Thursdays, the staff of the Municipal SINE (National Employment System) performs the registration and referral of refugees and migrants for job interviews. The service is also provided on other days of the week, but without specific support to these populations. Appointments can also be scheduled online, to avoid queues. However, pre-scheduling is not mandatory.

SINE employees also underwent training to provide a humanized and sensitive service to the refugee and migrant population.

The action was promoted by the Municipal Secretariat for Social Development (SMDS) and supported by the Indigenous Peoples and Rights Unit.

On the first day of preferential assistance at SINE Municipal, in April 2021, 27 refugees and migrants were assisted, of which 17 were referred for job interviews.

“Open Doors: Portuguese for Immigrants”
Portuguese course
SÃO PAULO/SP

CONTEXT

Portuguese language courses for refugees and migrants have historically been offered by civil society organizations active in the city of São Paulo. However, the demand for this type of course has been recorded in different official government documents over the years, like the Final Report of the 1st Municipal Conference on Immigrant Policies in São Paulo (2013). Between 2014 and 2016, the Municipal Secretariat for Human Rights and Citizenship (SMDHC) sought to meet this demand by offering intermittent Portuguese language courses. However, this did not meet the main demand: regularity, standardization, expansion and increased offer of places where Portuguese courses are held.

BENEFICIARIES
Refugee and migrant population

IMPLEMENTER ENTITY
• Municipal Secretariat for Education (SME)
• Municipal Secretariat for Human Rights and Citizenship (SMDHC) of São Paulo.

ACTORS INVOLVED
• United Nations Educational, Scientific and Cultural Organization (UNESCO)
• Language Center of the University of São Paulo (USP)
• Federal University of São Paulo (UNIFESP)
• Reference Center for Immigrants (CRAI) – Oriana Jara.
Offer of free, continuous and permanent Portuguese courses for refugees and migrants and their families, in the schools of the Municipal Education Network. “Open Doors: Portuguese for Immigrants” is a joint initiative of the Municipal Secretariat for Human Rights and Citizenship and the Municipal Secretariat for Education (SME) of São Paulo.

Municipal schools may choose to join the program and make Portuguese courses available in their units. The teachers selected to teach the classes undergo a training provided by both Secretariats. The course is structured in three levels - basic, intermediate, and advanced - and is offered in a regular, standardized, free-of-charge, and continuous manner in various regions of the city. The program has its own teaching material initially prepared by professors from the Language Center of the University of São Paulo (USP) (2017) and later updated through a Technical Consultancy carried out by SME (2021). The material is made available to students and teachers in three volumes, corresponding to the basic, intermediate and advanced levels.

The course was established through a Joint Ordinance by the SMDHC and SME in 2017.

In 2021, the course completed 5 years of existence, during which it reached 3,138 students of various nationalities. In the first semester of 2021, nine municipal schools distributed throughout all regions of the city of São Paulo offered the course.

Identified Demand
Offering Portuguese courses for refugees and migrants on a regular basis, and in various locations throughout the city, especially in regions where there is a greater concentration of these populations and no or little offer of courses by civil society organizations.

Description of the Practice

Positive Results

Identified Demand
Offering Portuguese courses for refugees and migrants on a regular basis, and in various locations throughout the city, especially in regions where there is a greater concentration of these populations and no or little offer of courses by civil society organizations.

Description of the Practice

Positive Results
Final Considerations

Lessons Learned and Paths Forward
The practices listed in this report demonstrate that the **public initiatives implemented by Brazilian cities are aligned with the international debate on the role of cities in the local integration and protection of refugees**. More than that, these practices are also an important source of information, learning and possibilities for the advancement of public policies both in Brazil and in cities around the world. In this sense, through this report, the Cities of Solidarity Initiative promotes the recognition of the efforts made by Brazilian cities on the asylum theme.

All initiatives recognized as good practices here were structured based on the demands identified, and in order to promote the protection and local integration of refugees and migrants in a positive, lasting and sustainable manner. They also provided opportunities for the sharing of responsibilities among various actors of society. Finally, they also included two cross-cutting elements: dissemination and continuity potential.

In terms of **responsibility sharing**, the practices presented here demonstrate that, by assuming the role of proponents and implementers of local integration and protection policies for refugees and migrants, local authorities carry out actions of relevant social impact that promote the autonomy of these populations. On the other hand, the involvement of multiple actors is essential to consolidate effective responses, as emphasized in the New York Declaration for Refugees and Migrants and the Global Compact for Refugees. Since no single actor has the capacity, experience and resources to overcome complex challenges, the commitment of the government, civil society, and the private sector is essential to build policies appropriate to the specificities and demands of this population.

All practices described involve multiple actors: national and local authorities, international organizations, civil society, including faith-based organizations, diaspora organizations, academia, or even individual refugees and migrants. The whole-of-society approach is a key tool for the sharing of responsibilities and economic burdens, and for building collective, lasting and sustainable solutions. The actors involved in the practices also benefit from the formalization of partnerships, which favors continuity and predictability.

The involvement of beneficiaries in the formulation and implementation of practices can also generate more effective and sustainable results in the **development of responses to the demands identified**. The agency and leadership of refugees and migrants is essential to improve the responses offered to their demands and to strengthen their autonomy. Thus, encouraging and strengthening the organization of refugee and migrant collectives and associations and creating spaces for dialogue - such as the 26 municipal councils and committees listed in this report - is essential for the elaboration and implementation of appropriate responses.

All of the good practices in this report have generated **positive, lasting and sustainable results**. These results are numerically expressed by the growth in the number of people assisted in the reference centers, the number of children and adolescents enrolled in the appropriate grade or the number people currently living in municipal shelters. The adaptation of shelters to the specificities of the indigenous population and the hiring of refugees and migrants as cultural mediators are also some qualitative examples of the results.

Regarding **continuity and predictability**, all of the practices listed have at least one of the following elements: engagement of actors, long-standing operation, budgetary and management plans, institutionalization through laws, decrees or other regulations. However, the combination of all these elements was still infrequent, and may be indicative of the recent involvement of local governments in the issue of asylum and migration.

On the other hand, the **dissemination potential** was considered an inherent characteristic of all practices. The methods used to resolve social issues in specific locations may constitute alternatives to be considered when facing similar problems in other localities.

Here are some considerations regarding the **thematic axes** into which the good practices were divided.
As indicated at the beginning of this document, the ‘Employability and Livelihoods’ axis was not specifically addressed in this report. Even though this is a pervasive issue faced by migrants and refugees in Brazil, the number of continuous and consolidated local public policies on this theme is still not very expressive. On the other hand, it should be noted that a significant number of practices are associated with social assistance, and address emergency situations. The predominance of practices in the social assistance area may indicate the phase of the actions, which are still focused on the initial response.

It is important to highlight that creating actions that promote the economic inclusion of refugees and migrants can also be beneficial for the economy of the city and the country. Several experiences point to this fact. A study on the impacts of the Venezuelan flow on the economy of Roraima, carried out by the Directorate of Public Policy Analysis of the Getulio Vargas Foundation (DAPP-FGV), by the Superior School of the Federal Prosecution Service (ESMPU) and by UNHCR, indicates some results that associate local development with the integration of refugees and migrants, such as the diversification of the economy, a growth in retail activities, tax collection improvements, among others.

Access to employment and income is also a key part of the local integration process. The involvement of different actors, such as local and national authorities, different public systems, civil society, and the private sector is essential for the elaboration of strategies that promote inclusion in the formal labor market, facilitate the regularization of street commerce, provide professional qualification, favor entrepreneurship, among others. The structuring of continuous and sustainable practices that generate economic opportunities and promote the autonomy of refugees and migrants is an important topic to be inserted in the national and local public agenda.

On the ‘Shelter’ axis, the practices that managed to establish appropriate and culturally sensitive spaces to meet the specificities of the refugee and migrant public were considered as good practices. The spontaneous or directed arrival of Venezuelans in over 780 Brazilian cities has certainly made shelter one of the most immediate demands to be met. The main challenges faced when structuring shelter responses for this population were the unexpected arrivals of large groups, and the specific demands of migrants and refugees if compared to other groups.

The unprecedented initiative implemented by the city of Nova Iguaçu, in the state of Rio de Janeiro, in the structuring of a specific shelter for elderly refugees and migrants may be emphasized as a good practice, especially considering that this age group faces greater integration challenges. The preferential vacancies for the refugee and migrant population in São Paulo/SP shelters should also be mentioned, especially considering the implementation trajectory for this measure, the culturally sensitive service provided, and the expansion of the shelters’ capacity when the demand was presented.

However, there are still some points for improvement to be further studied. In São Paulo, for example, the 2nd Municipal Immigrant Policy Conference highlighted not only the need to characterize Immigrant Shelters in the municipal regulations that make provisions for social assistance services, but also the need to offer more shelters for families. In Nova Iguaçu, interviews with the sheltered population indicated the importance of advancing in initiatives aimed at creating economic opportunities for the beneficiaries of the service.

The ‘Protection Capacity’ axis encompassed 11 of the 27 practices presented in this report. Half of these practices consist of reference services managed by the municipal social assistance departments, with the exception of São Paulo/SP and Esteio/RS, where the services are managed by the Human Rights Secretariats. Reference centers are assistance units that concentrate the expertise on assisting a certain target audience. This model has been employed by different human rights policies in the country. The existence of reference centers for women, LGBTIQ+, the elderly, racial equality, etc., is pretty common in the country. The practices listed here indicate the emergence of reference centers to assist the refugee and migrant population throughout Brazil.
The reference centers are services that act in partnership with other public network services and existing social networks, in order to respond to the demands identified and promote the access to rights of refugees and migrants. The reference centers mapped tend to engage different actors, either by carrying out joint actions or by establishing partnerships.

Regardless of the Municipal Secretariat to which they are linked, the reference centers are responsible for intersectoral action, especially when it comes to social assistance, education, health, and the promotion of economic development and human rights. However, establishing networks between managers and services based on trust relationships and reciprocity, and in which there is a shared perception of interdependence, is still a major challenge in the intersectoral coordination between traditional government structures. Initial steps have been taken in this direction in Esteio/RS: the identification of focal points in different public services, who act as mediators on the theme of migration and asylum, i.e.: a “network of contacts”, was a step that dynamized intersectoral dialogue and facilitated effective access to public services.

The recent establishment of the reference centers for refugees and migrants (the first of which was created in 2014 in the city of São Paulo - Reference Center for Immigrants (CRAI) – Oriana Jara), also reveals that there are opportunities for advancement and continuous improvement of the services provided. The systematization of assistance data, the creation of assistance protocols and workflows, the improved dialogue between the existing reference centers, or even the potentializing of culturally sensitive assistance through the hiring of refugees and migrants to address linguistic difficulties, thus improving the understanding of the beneficiaries about their rights and the services available, are possible options.

In fact, the hiring of cultural mediators is a central part of another practice, in the health area, in the city of Porto Alegre/RS, which aims to facilitate access to health services and reduce language and cultural barriers.

Under the ‘Protection Capacity’ axis we also had the only identified practice aimed at the migrant and refugee trans population: the development of a humanized protocol for the provision of assistance to trans refugees and migrants. The novelty of this practice has made it a reference for other actions, such as trainings and the preparation of materials in other local networks.

The ‘Responsibility Sharing’ axis was the only one that included practices led by state authorities, with the significant participation of municipal governments. Of the four practices under this axis, three have been implemented for a long time, including the Advanced Post of Humanized Assistance to Migrants in Guarulhos/SP, the State Technical Health Committee in Rio de Janeiro, and the Network of Attention to Refugees and Migrants in Foz do Iguaçu/PR. The implementation of the Foz do Iguaçu reference service involves a wide range of actors: it is partially funded by the federal government, the physical structure is provided by the municipality, it is implemented by a civil society actor and supported by two other civil society actors, in partnership with an international organization.

The practice also stands out for the very cohesive dialogue between actors from different sectors including a reference service, more than one local Secretariat, the Federal Police and a federal public university. The elaboration of a guiding document that systematizes the actions of each of the members of the participatory committee that brings together all these actors, the Municipal Committee for Attention to Migrants, Refugees and Stateless Persons in the Municipality of Foz do Iguaçu, and the establishment of referral flows, results in an improved collective understanding of the actions implemented.

The three practices selected in the ‘Education’ axis express different phases of the inclusion of early childhood, children, adolescents, young people and adults in formal education. The Boa Vista/RR practice is linked to the initial phase: the guarantee of access to services and rights. The central objective of the practice is providing for an appropriate enrollment process that respects the linguistic specificity of the population served and that considers the skills and abilities
previously acquired by the newly arrived students. The practice also addresses the significant number of refugees and migrants that need to be enrolled in municipal public schools throughout the school year. The number of Venezuelan students enrolled in 2021 was 7,091, this represents approximately 10% of the students of the Boa Vista municipal education network. By way of comparison, in the same year, São Paulo/SP enrolled 7,777 refugee and migrant students, the proportion did not exceed 0.7% of the students of that education network. It should be noted that, in both cases, there are schools in which refugee and migrant students are the majority.

On the other hand, the practices of São Paulo/SP and Ananindeua/PA focus on the permanence and successful completion of the studies by these students. However, if São Paulo intends to cover the over 1 million students in its municipal education network (refugees, migrants and Brazilians), Ananindeua works with a very specific and less numerous target audience, the Warao population. The approach of both practices is also different: while São Paulo included the migration and asylum theme in the curriculum of the schools, Ananindeua, due to the specificity of its audience, re-conceptualized the school to meet the demands of Indigenous refugees and migrants.

The practice detailed under the ‘Local Integration’ axis was the elaboration of the Municipal Immigrant Policy Plan of São Paulo/SP, which brought together the three elements of local integration, with greater emphasis on the social participation of refugees and migrants. It is interesting to note that the involvement of these populations in the drafting of local public policies is inserted into a long advocacy process by civil society with the public sector, which dates back to the 1990s227, and the emergence of new advocates on the theme in the city.

The construction of spaces for social participation was strengthened in the municipality with the creation of the Coordination of Policies for Immigrants and Promotion of Decent Work, and may be observed both in broad participation moments, such as in the two municipal conferences on the subject, and in the elaboration of the Municipal Immigrant Policy, which instituted the Municipal Immigrant Council. The centrality of the actions by refugees and migrants can also be noticed by the fact that, in São Paulo, these populations have increasingly organized themselves into associations and collectives, which carry out significant work with the communities and are often in dialogue with the public authorities.

Social participation and the joint elaboration of responses based on solutions offered by the communities themselves are essential for the identification of protection gaps and to encourage the communities’ buy-in of the services and projects implemented228. In this sense, by adopting broad social participation strategies, local authorities can improve and deepen the practices implemented, generating more positive, lasting and sustainable results.

In geographic terms, we can also see that the practices are concentrated in the North, South and Southeast regions of Brazil. However, emerging practices have been reported in the Midwest and Northeast regions of the country, showing that cities in these regions are becoming more aware of the need to provide services for migrants and refugees, in order to strengthen their role as promoters of the protection and integration of this population.

Finally, the practices described here contribute to the collective construction of knowledge and the implementation of informed actions on the theme of asylum and migration in the country. They are examples of paths already followed and point to new paths ahead. These practices are concrete and local expressions of solidarity and hospitality. By making them known, we hope that these practices will become not only a source of inspiration for other cities around the world, but also a source of reflection, especially because diverse experiences may result from common learning.
End Notes


3 OPERAÇÃO ACOLHIDA, MINISTÉRIO DA CIDADANIA; UNITED NATIONS HIGH COMMISSIONER FOR REFUGEES (UNHCR). Global Compact on Refugees. Available at: <https://www.unhcr.org/partners/partners/5ad72b8c7/>. Accessed: Nov-25, 2021


5 Data extracted from: (1) MINISTÉRIO DA JUSTIÇA E SEGURANÇA PÚBLICA. CONARE. Refúgio em Números. 1st Ed. and (2) COORDENAÇÃO-GERAL DO COMITÉ NACIONAL PARA REFugiados (CG-CONARE). ALTO COMISSARIO DAS NAÇÕES UNIDAS PARA REFUGIADOS (ACNUR). Projecto de Cooperação para Análise das Decisões de Refúgio no Brasil.


82 In 2020, the group moved to the Parque Estoril neighborhood, in Nova Iguaçu RJ, where they are housed in a building belonging to the local government, which has been adapted to accommodate the group.


85 Resolution No. 109 of 11/1/2009 by the National Social Assistance Council – CNAS, which approved the National Description of Social Assistance Services adopted by the National Unified Social Assistance Service (SUAS) and organized by level of complexity into Basic Social Protection and Special Medium and High Complexity Social Protection.


90 Resolution No. 124 of 10/11/2014 by the National Social Assistance Council – CNAS, which approved the National Description of Social Assistance Services adopted by the National Unified Social Assistance Service (SUAS) and organized by level of complexity into Basic Social Protection and Special Medium and High Complexity Social Protection.


93 Resolution No. 105 of 11/1/2009 by the National Social Assistance Council – CNAS, which approved the National Description of Social Assistance Services adopted by the National Unified Social Assistance Service (SUAS) and organized by level of complexity into Basic Social Protection and Special Medium and High Complexity Social Protection.
On December 19, 2020, the Center’s headquarters were renamed to “Oriana Jara”, in honor of the human rights activist, member of the Municipal Council of Immigrants and founder of the Presence of America Latina (PAIL) organization, who passed on December 2nd of the same year.

On December 18, 2021, the team gained reinforcements: a lawyer, a psychologist, another receptionist, and five interns. Once again, in 2021, the following professionals were included in the Center: an employability officer, a social educator and an additional social worker. For the first time, an employee who was a refugee herself was included.

The initial proposal was that this service would operate in 2020 in the main border cities of the country. However, the ‘Migrant House’ of Foz do Iguaçu is currently the only one in activity.

Possible benefit provided by the Unified Social Assistance System (SUAS).

According to Justice Prosecutor Patrícia de Fátima De Carvalho Araújo: “We have evolved from the provision of emergency care to a work plan that seeks to guarantee a sustainable future for the project, maintaining the independence and autonomy of the Warao people, but making sure they are supported by health, education, and social assistance policies, among others.” In MINISTERIO PÚBLICO DO ESTADO DO PARÁ. MPPA participa de ato de assinatura de decreto sobre indígenas Warao. Available at: <https://www2.mppa.mp.br/noticias/mppa/par-prefeitura-do-município-de-laur-o-de-freitas-sao-cadastrados-para-triagem-da-realidade-social-economica/2738>. Accessed: Dec-08, 2021.

The Municipal Committee for the Attention to Migrants, Refugees and Stateless Persons, together with representatives of the City Council, the Brazilian Bar Association of Foz do Iguaçu (BARF), the Housing Institute of Foz do Iguaçu – (FOZHABITA), the ‘Migrant House’, the Paraguayan Ministry of the Interior and its Social Action Secretariat, the Secretariat of Paraguay, Argentine Commission for Refugees (ACR) and the Federal Police of Foz do Iguaçu, Caritas of Foz do Iguaçu and the Housing Institute of Foz do Iguaçu – (FOZHABITA), the ‘Migrant House’ of Foz do Iguaçu is currently the only one in activity.

The initial proposal was that this service would operate in 2020 in the main border cities of the country. However, the ‘Migrant House’ of Foz do Iguaçu is currently the only one in activity.

The Municipal Public Prosecutor of São Paulo, Patrícia de Fátima De Carvalho Araújo. According to Justice Prosecutor Patrícia de Fátima De Carvalho Araújo: “We have evolved from the provision of emergency care to a work plan that seeks to guarantee a sustainable future for the project, maintaining the independence and autonomy of the Warao people, but making sure they are supported by health, education, and social assistance policies, among others.” In MINISTERIO PÚBLICO DO ESTADO DO PARÁ. MPPA participa de ato de assinatura de decreto sobre indígenas Warao. Available at: <https://www2.mppa.mp.br/noticias/mppa/par-prefeitura-do-município-de-laur-o-de-freitas-sao-cadastrados-para-triagem-da-realidade-social-economica/2738>. Accessed: Dec-08, 2021.


It should be noted that there are also Venezuelans who are not housed in the official shelters of the city enrolled in the Boa Vista Municipal School System. It should also be noted that the number of unsheltered in the city exceeds that of sheltered, which amounts to a maximum of 3 thousand students (estimated number of school aged children and adolescents housed in official shelters).

With the exception of the first grade of elementary school.


Information provided by the Ethnic-Racial Relations Committee (NEER/SME) by email.


Hi there, I'm Bryan Sempere Rodrigues, coordinator of the Coordination of Immigrant Policies and Decent Work Promotion of the Municipal Secretariat for Human Rights and Citizenship, Hontense Mbayi, president of the Municipal Council of Immigrants, Silvia Sander, Protection Associate at UNHCR.


221 Information made available electronically by email by the Coordination of Immigrant Policies and Decent Work Promotion (CPMigTD) on March 01, 2022.


223 A study conducted by UNHCR and the World Bank found that Venezuelan refugees and migrants are 64% less likely to be formally employed than Brazilians. In: ALTO COMISSARIADO DAS NAÇÕES UNIDAS PARA REFUGIADOS (ACNUR), BANCO MUNDIAL. Integração de Venezuelanos Refugiados e Migrantes no Brasil (2021).

224 Additional information at: <https://globalcompactrefugees.org/good-practices-results>.


226 This is the result of the engagement of civil society actors such as the Association of Haitian immigrants in Caxias do Sul/RS, the State University of Campinas (UNICAMP) in Campinas/SP, the Rural Union in Chapadão/SC and the migrant associations ‘Colectivo Si, Yo Puedo’ and ‘Presença na América Latina’ in São Paulo/SP, to mention a few examples.


Cities Of Solidarity Brazil Report: protection and integration of refugees at the local level


Cooperating andSolidarity to Strengthen the International Protection of Refugees, Displaced and Stateless Persons in Latin America and the Caribbean", adopted during the commemorative meeting of the thirtieth anniversary of the Cartagena Declaration on Refugees, held in Brasilia, Brazil, on December 3, 2014. Available at: <https://www.acnur.org/fileadmin/Documentos/portugues/BDI/Declaracao_e_Plano_de_Acao_do_Mexico/pdf/file_3/fileadmin/Documentos/portugues/BDI/Declaracao_e_Plano_de_Acao_do_Mexico.pdf>

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