

City of Foz do Iguaçu | PROFILE 2022

MIGRATION

GOVERNANCE

INDICATORS

LOCAL



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GOVERNANCE
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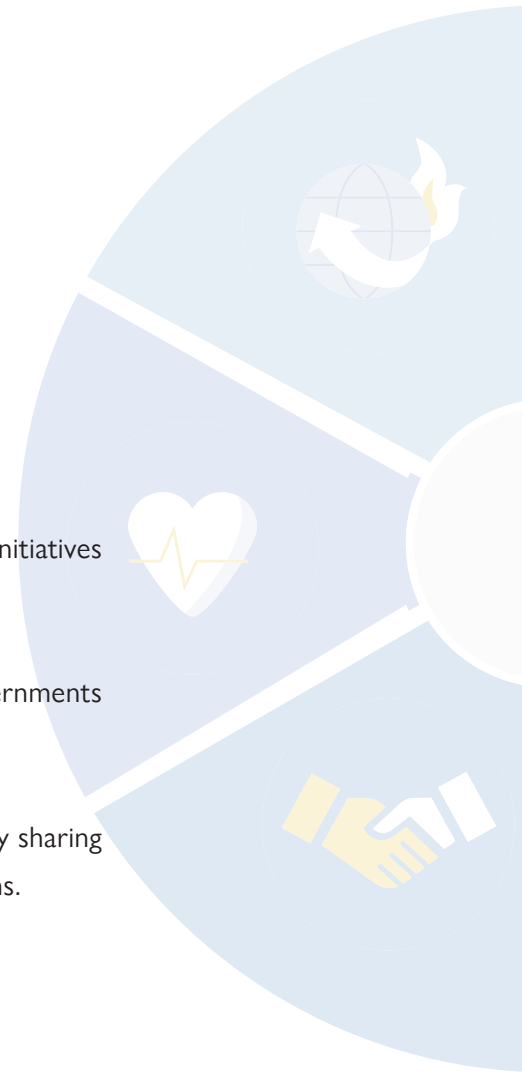
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OBJECTIVES

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



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

¹ António Vitorino, IOM Director General, Report to the 109th Session of the IOM Council (November 2018). Available at www.iom.int/speeches-and-talks/director-general-report-109th-session-council.

INTRODUCTION

The Migration Governance Indicators

In 2015, the International Organization for Migration (IOM) developed the Migration Governance Framework (MiGOF). This Framework offers a concise view of an ideal approach that allows a State to determine what it might need to govern migration well and in a way that suits its circumstances. That same year, IOM in collaboration with Economist Impact developed the Migration Governance Indicators (MGI), a set of 90 indicators that help States assess the comprehensiveness of their migration governance structures.

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

The MGI is characterized by three main fundamental attributes:

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

Migration Governance Indicators: From national to local

The role of cities and municipalities in migration governance² has grown significantly in recent decades, given the rapid pace of urbanization and the importance of cities as destinations for all forms of migration and displacement. Researchers, policymakers and international development agencies have all highlighted the crucial role of cities and municipalities in both accommodating migrants and formulating sustainable responses to migration-related matters.

In 2016, United Nations member States adopted the New Urban Agenda at the Habitat III Conference in Quito (Ecuador). This was the first time that a United Nations framework fully integrated migration into the strategic planning and management of cities and urban systems. Its adoption was a significant recognition of the role of local governments not only in the management of migration at the local level but also in realizing the urban dimensions of the 2030 Agenda for Sustainable Development. This includes, but is not limited to, Sustainable Development Goal 11, which has been designed to make cities and human settlements inclusive, safe, resilient and sustainable.

To support the discussion between levels of governments on migration governance, IOM has adapted the MGI³ to the local level. The Local MGI seeks to offer a more comprehensive picture of a country's migration governance landscape by juxtaposing a local dimension to MGI national assessments. Like its national equivalent, the Local MGI⁴ is based on a set of about 80 indicators helping local authorities take stock of

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

³ The Migration Governance Indicators were developed in 2015 by IOM in collaboration with Economist Impact. More information is available at www.migrationdataportal.org/overviews/mgi.

⁴ More information is available at <https://migrationdataportal.org/local-mgi>.

local migration strategies or initiatives in place and identify good practices as well as areas with potential for further development. The aim of the exercise is to foster dialogue on migration between national governments and local authorities and enable local authorities to learn from one another by discussing common challenges and identifying potential solutions.

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

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

In 2018⁵ Brazil implemented its first national assessment, with a follow-up in 2022.⁶ Moreover, the City of Sao Paulo implemented its local assessment in 2019.⁷

This report is the result of the implementation of the Local MGI in the city of Foz do Iguaçu (Brazil). This profile summarizes key examples of well-developed areas as well as areas with potential for further development of the local migration governance.

⁵ The 2018 Migration Governance Snapshot for the Federative Republic of Brazil is available at www.migrationdataportal.org/overviews/mgi/brazil.

⁶ Publication of the 2022 update is forthcoming.

⁷ The 2019 Local Migration Profile for the City of São Paulo is available at www.migrationdataportal.org/overviews/mgi/Sao-Paulo.



CONTEXT

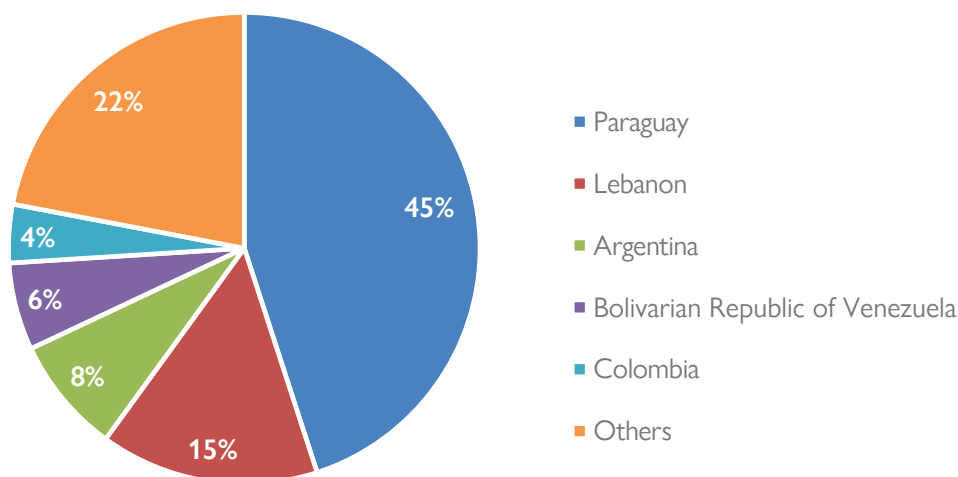
Migration trends

Foz do Iguaçu is a municipality that lies in the western region of Paraná State, southern Brazil. It is on the triple border with Ciudad del Este in Paraguay, and Puerto Iguazú in Argentina. According to the Brazilian Institute of Geography and Statistics, in 2021, the municipality counted an estimated total population of 257,971 people, with a demographic density of 414.58 inhabitants per square kilometre.⁸

As per Brazil's National Migration Registry System,⁹ 16,954 international migrants were registered as inhabitants in the Foz do Iguaçu municipality between January 2000 and March 2022,¹⁰ of which 52 per cent were men and 48 per cent were women. The number of migrants moving to the municipality has increased in the last years. Between 2000 and 2009, the annual average of newly registered migrants fluctuated at around 399, whereas between 2010 and 2020, the average rose to around 1,010 migrants. In 2021, 711 new registrations were recorded at the local level.

The city has sizable Spanish- and Arabic-speaking migrant populations¹¹ (see Figure 1) and continues to receive a considerable number of migrants coming from other countries and other parts of Brazil. Due to the Southern Common Market (MERCOSUR) Residence Agreement (see Decree No. 6,975 of 7 October 2009), there is pendular migration of Brazilians, Paraguayans and Argentines within the triple border cities for a variety of reasons, such as labour, trading, and access to health and education. Additionally, since April 2018, Foz do Iguaçu has received 572 migrants as part of Brazil's federal internal relocation programme – a strategy that is part of the national Government-led response to the Venezuelan influx at the border state with the Bolivarian Republic of Venezuela (*Operação Acolhida* or Operation Welcome), which promotes the voluntary relocation of Venezuelans from the northern State of Roraima to other cities in Brazil. Besides this federally sponsored flow, additional Venezuelans have reached the city spontaneously.

Figure 1. Nationality of immigrants in Foz de Iguaçu, 2021



Source: UFRGS and IOM, 2021.

⁸ More information is available at <https://cidades.ibge.gov.br/brasil/pr/foz-do-iguacu/panorama>.

⁹ The National Migration Registry System contains data regarding the number of active records of immigrants, segmented by temporal scope (monthly), geopolitical scope, country of nationality of the immigrant, and immigrant situation (resident, temporary, provisional and border).

¹⁰ More information is available at <https://portaldeimigracao.mj.gov.br/pt/dados>.

¹¹ The Arabic-speaking community is mainly composed of Lebanese nationals that started migrating to the triple border region in the beginning of 1950, especially due to economic opportunities associated with improvements in transportation and infrastructure at the border. In the 1980s and 1990s, the civil war in Lebanon and new opportunities due to the construction of the Itaipu Dam boosted the migration and settlement of this community in the region. More information is available at <https://portal.unila.edu.br/noticias/pesquisador-fala-sobre-a-comunidade-arabe-na-triplice-fronteira>.

Competencies of the city

<p>Level of decentralization of local authorities</p>	<p>Brazil is a federative Republic, and as such, national, state and local governments have distinct and shared responsibilities. These governance spheres are autonomous and not always hierarchically subordinate to each other (see Article 18 of the 1988 Constitution of the Federative Republic of Brazil). Although laws are frequently set nationally, service delivery and certain policies can also be set at the state and local levels.</p> <p>In this context, Brazilian municipalities are responsible for providing distinct basic public services to all their inhabitants, including health services, primary education, infrastructure and transportation (Article 30 of the Constitution).</p>
<p>The competencies of cities in relation to migration</p>	<p>Brazilian municipalities are responsible for the provision of basic public services such as health services, primary education, infrastructure and transportation for all residents, including migrants (Article 30 of the Constitution).</p> <p>Municipalities are not decision-making bodies with regard to migration policies and legal frameworks. This is the responsibility of the national Government, specifically the Migration Department within the Ministry of Justice and Public Security. However, municipalities can offer advice on migration issues upon the national Government's request (see Law No. 13,445 of 24 May 2017, or the National Migration Law).</p> <p>In the case of Foz do Iguaçu, the Local Social Assistance Secretariat and the Local Human Rights and Community Relations Secretariat are the main agencies working on migration issues at the municipal level.</p> <p>The State of Paraná, where the municipality of Foz do Iguaçu is located, also has the territorial jurisdiction to enact state-level policies (which need to be aligned with federal laws). In this context, Law No. 13,445 calls for increased cooperation between federative agencies and institutions (at the local, state and national levels) to effectively implement its provisions.</p>
<p>Local financing mechanisms and the restrictions on their use</p>	<p>Municipalities in Brazil finance the development of their activities through the collection of local revenues and allocation of funds transferred from state and national governments that are generally used for education and health care.¹²</p> <p>With regard to the Unified Health System and other national sectoral policies, the budget allocated to municipalities depends on the population. Transfers from the national to the local government are disbursed annually and defined under the Annual Budget Law. Municipality revenues are generated from traffic tickets, license fees, and penalties imposed on debt collection, among other things (Government of Brazil, 2022a).</p>

¹² More information is available at www12.senado.leg.br/noticias/materias/2008/10/03/de-onde-vem-o-dinheiro-da-prefeitura.

Local participation in the formulation of migration policy

Brazilian municipalities participate in migration policy consultative processes at the national level. Article 120 of the National Migration Law calls for the inclusion of municipalities, states, civil society organizations (CSOs), the private sector and international organizations in the implementation of its provision. However, this article is yet to take effect in the country.

Aiming at creating a national policy and/or action plan on migration-related issues, the Ministry of Justice and Public Security, in collaboration with the National Committee for Refugees, organized the first national meeting in 2014, the National Conference on Migration and Refuge. The conference was part of the review process of the previous National Migration Law, and it counted with the participation of public organizations, including local governments, CSOs, and migrants and refugees.



KEY FINDINGS

The Local MGI is composed of approximately 80 indicators grouped under the six different dimensions of migration governance that draw upon the MiGOF categories:



MIGRANTS' RIGHTS
PAGE 18

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



WHOLE-OF-GOVERNMENT
APPROACH
PAGE 21

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



PARTNERSHIPS
PAGE 23

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



WELL-BEING
OF MIGRANTS
PAGE 23

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



MOBILITY DIMENSION
OF CRISES
PAGE 27

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



SAFE, ORDERLY AND
REGULAR MIGRATION
PAGE 28

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



1

ADHERENCE TO INTERNATIONAL STANDARDS AND FULFILMENT OF MIGRANTS' RIGHTS

1.1. Migration governance: Examples of well-developed areas

Foz do Iguaçu provides access to Government-funded health services for migrants. The municipality runs the city's Basic Health Units (*Unidades Básicas de Saúde*, UBS). The UBS are responsible for the provision of basic health services, such as vaccination, dental and oral health, prenatal checks, treatment of sexually transmitted infections, and pregnancy tests. Migrants in Brazil have access to primary health care and hospital services, but they must be registered at the National Unified Health System (*Sistema Único de Saúde*, SUS), which requires migratory identification documents. Normative Instruction No. 001 of the Local Health Secretariat (2020) explicitly establishes that SUS is available to all migrants. Despite this, it is still common for undocumented migrants to have difficulties in accessing basic health care, and they can access emergency and urgent services only. The Protocol of Assistance to Migrants in Situations of Vulnerability (2018), developed in partnership between the Social Assistance Secretariat, the Human Rights and Community Relations Secretariat, and IOM Brazil, includes a specific section on health and well-being and presents recommendations on providing medical care to migrants in situations of vulnerability, highlighting that emergency medical care should be provided without discrimination based on migration status. After the release of the Protocol, all secretariats had a mandatory training where this recommendation was emphasized.

Migrants have access to the public education system.¹³ Undocumented migrants can enrol in primary and secondary schools. However, to access professional and higher education, migrants need to have regular status in Brazil. The Local Education Plan for the period 2015–2025 (2015) aims to overcome educational inequalities at the local level, eradicating all forms of discrimination to fulfil the goals established in Municipal Law No. 4,341 on Education (2015). The Plan addresses the needs of specific groups, including migrant students, and sets out strategies such as pedagogical monitoring, school reinforcement and psychological monitoring. Within the implementation process of this strategy, in 2020, the Local Education Secretariat released the Protocol for the Reception of Immigrant Students in the Municipal Education System, in collaboration with the Research Group on Language, Politics and Citizenship of the Federal University for Latin American Integration (*Universidade Federal da Integração Latino-Americana*, UNILA). The document stipulates provisions for the reception of migrant students, as well as principles to guide school practices. The Education Secretariat is making efforts to include English and Spanish in the school curriculum and to provide foreign language courses to train interpreters in facilitating communication between migrants and public service providers. For higher education, since 2019, UNILA has run specific programmes that allocate exclusive vacancies for migrants who are duly regularized or in the process of regularization, along with humanitarian visa holders. UNILA also provides Portuguese courses for migrants as well as support in the diploma revalidation process.

There are several local organizations that provide support to migrants in accessing municipal services in Foz do Iguaçu. The Migrant's House (*Casa do Migrante*), established in 2008, offers information and guidance to support migrants and facilitates their access to municipal services such as education, health, shelter, and social protection, including pension. The Migrant's House also assists migrants with employment, income generation and livelihoods. It currently falls under the responsibility of the Ministry of Justice and Public Security, with the municipality of Foz do Iguaçu providing the necessary infrastructure for the agency to function.¹⁴ It serves as an all-purpose migrants' office to streamline orientation and referral for immigrants,

¹³ According to the 2017 National Migration Law (Section 2, Article 4, paragraph 10), migrants have access to public education at the primary and secondary levels (kindergarten, elementary and high school), regardless of their nationality and migratory regularization status. Also, the Education Law defines that one of its principles is equal conditions for all to access education.

¹⁴ The Migrant's House previously fell under the responsibility of the Ministry of Labour.

including on access to services. The Local Diocesan Charity Centre (*Cáritas Diocesana de Foz do Iguaçu*) also provides information on access to basic municipal services, assists with communication, and facilitates advice on administrative procedures.

Despite not specifying services for migrants, all services and programmes provided by the Local Social Assistance Secretariat can be accessed by migrants if they meet the criteria of vulnerability, even if they do not have regular status. Some services, such as Specialized Social Assistance (*Serviço Especializado de Abordagem Social*), the Population Centre (*Centro Pop*) and the Transit Houses (*Casas de Passagem*),¹⁵ are directly linked to migrants in vulnerable situations, and they are prepared to provide orientation and refer migrants to assistance.

The Committee for the Protection of Migrants, Refugees and Stateless Persons in the municipality of Foz do Iguaçu was established under Decree No. 27,094 (2019) with the purpose of formulating, articulating and proposing guidelines for governmental actions to protect migrants and manage migrant issues, and with a view to guaranteeing the human rights of vulnerable people on the move in the municipality of Foz do Iguaçu.

The municipality has developed cooperation agreements with civil society organizations (CSOs), universities, and other federal entities that provide complementary supporting services and information for migrants. Within the scope of these partnerships, the Diocesan Charity Centre and the Social Fundamental Rights and Migration Clinic of the State University of Western Paraná provide migrants with legal aid. Victims of human trafficking find specialized legal assistance from a state-level institution, Paraná's Centre for Combating Human Trafficking. For citizenship and local residence-permit-related issues, initial assistance may be sought by migrants at the Migrant's House, which forwards regularization requests to the Legal Practice Centre of the Centro Universitário Dinâmica das Cataratas Law School. The Legal Practice Centre provides assistance in the preparation of the requirements that need to be submitted to the Federal Police.

There is clear guidance on measures to be taken for combating discriminatory practices towards migrants in the provision of social services. In 2018, the municipality of Foz do Iguaçu adopted the Protocol of Assistance to Migrants in Situations of Vulnerability,¹⁶ which aims to strengthen social and protection services and migrants' access to them. Its objectives are to assist service providers, ensure migrants' access to their rights and to the local authority's welfare programmes, and outline the services, roles and responsibilities of different municipal government and civil society stakeholders in the city. The Protocol is implemented by the municipality's Secretariats of Social Assistance and Human Rights and Community Relations, in collaboration with other local departments. Those who have access to these social services include mainly women (through a body called Shelter for Women), homeless people (through the Social Assistance Centres for the Homeless Population) and migrants (through the Migrant's House). The Protocol is aligned with the National Migration Law (Law No. 13,445 of 24 May 2017) and is gender-responsive; for instance, it establishes that special shelters must be provided for women, children and the elderly.

Migrants in Foz do Iguaçu are included in the targeted population of the municipality's social housing programme. The Paraná State's Social Assistance Department approved a Guide on Institutional Shelter for Adults and Families (2021), focusing on migrants and refugees, to systematize the work of orientation, analysis and referral of migrants to the Shelter Home Service for Adults and Families at the Transit Houses. In parallel, Foz do Iguaçu implements the Protocol of Assistance to Migrants in Situations of Vulnerability, which makes specific recommendations on migrants' shelter and accommodation, such as including information

¹⁵ The Population Centre and the Transit Houses assist people in vulnerable situations, including migrants, by spontaneous demand or referred by Specialized Social Assistance and other agencies. They conduct qualified listening and provide food, bath essentials and other necessary arrangements for the well-being of this population.

¹⁶ The Protocol was developed in the context of the Global Action against Trafficking in Persons and the Smuggling of Migrants, a joint initiative between the European Union and the United Nations Office on Drugs and Crime, which was implemented in partnership with IOM and the United Nations Children's Fund and funded by the European Union.

about institutions that provide social housing services. Under the Protocol, migrants have the right to both short- and long-term accommodation as part of the local government's overarching social housing protection programme.

1.2. Areas with potential for further development

As the city hosts a substantial number of migrants, local authorities in Foz do Iguaçu could organize information and awareness-raising campaigns aimed at fighting xenophobia and promoting integration between the host society and migrants. The Protocol of Assistance to Migrants in Situations of Vulnerability underlines non-discrimination as a guiding principle when it comes to assisting migrants in the municipality, but there are no recent municipal procedures and measures explicitly aimed at fighting xenophobia and exclusion, and promoting acceptance of migrants and social cohesion over recent years. The Local Human Rights and Community Relations Secretariat conducts broad campaigns to combat discrimination and violence against other vulnerable groups such as women and members of the LGBTQI+ community, but it does not conduct campaigns specifically for migrants and refugees. In the past, CSOs promoted awareness sessions and cultural activities aiming at combating discrimination and facilitating migrants' integration in the local communities. In the framework of the adoption of Local Law No. 5,010 of 2021, which establishes the Migrant Week as part of the official calendar of Foz do Iguaçu, the municipality promoted multiple cultural activities aiming to promote awareness and integration. The replicability of these initiatives on a regular basis is an area with potential for development.

The provision of regular capacity-building sessions for public servants on migrants' rights was identified as an area for development to ensure the fulfilment of migrants' rights throughout all sectors of public services. Municipal-level public servants participate in training sessions related to cultural sensitivity on an ad hoc basis, but these are not integrated with their regular training programmes. In October 2021, the municipality signed a cooperation agreement with the Office of the United Nations High Commissioner for Refugees aimed at establishing joint actions and training sessions to enhance the reception, protection, and integration of migrants and refugees at the local level. However, training sessions have to be conducted, and measures have to be implemented, to formally prepare and equip municipal officers who deal with migrants and refugees on a daily basis.



2

FORMULATES POLICY USING EVIDENCE AND WHOLE-OF-GOVERNMENT APPROACH

2.1. Migration governance: Examples of well-developed areas

The Local Human Rights and Community Relations Secretariat was established in 2019 and is responsible, among others, for the development, promotion and implementation of human rights policies, including the protection of migrants, within the institutional structure of the local government, according to the responsibilities stipulated in Municipal Law No. 4,801 of 2019.

This Secretariat chairs the Committee for the Protection of Migrants, Refugees and Stateless Persons (established in the same year), which is responsible for the formulation and coordination of policies and activities to promote the rights and inclusion of migrants, refugees and statelessness persons at the local level. As per Local Decree No. 30,512 of 2022, the Committee is composed of municipal bodies' representatives (such as the Social Assistance, Education and Health Secretariats), civil society representatives (including the Local Diocesan Charity Centre and the Migrant's House), local universities, and representatives from the Venezuelan Migrants Association.

To disseminate information regarding migrants' rights, obligations and access to municipal services, the Committee for the Protection of Migrants, Refugees and Stateless Persons in the municipality of Foz do Iguaçu prepared a bilingual booklet (in Portuguese and Spanish), called *Guia para Migrantes y Refugiados em Foz do Iguaçu* (2022), which is available at strategic locations and organizations.¹⁷ The booklet contains information about municipal public services, such as documentation, social assistance services, and rights extended to the public in terms of health, education, labour and justice.

The city of Foz do Iguaçu received the MigraCidades seal¹⁸ in the years 2020 and 2021. The platform MigraCidades: Enhancing Local Migration Governance in Brazil is a joint initiative between IOM and the Federal University of Rio Grande do Sul, which aims to build capacities of local stakeholders, boost migratory dialogue, promote peer-to-peer exchange, certify government engagement in improving migration governance, and give visibility to good practices identified in Brazilian states and cities.

2.2. Areas with potential for further development

Foz do Iguaçu does not currently have a defined migration strategy set out in a programmatic document. Instead, it uses the Protocol of Assistance to Migrants in Situations of Vulnerability (2018) to guide service provision for migrants at the local level as the municipality's local migration strategy. The Committee for the Protection of Migrants, Refugees and Stateless Persons has the objective of discussing and establishing a local public policy and legislation to promote the rights and inclusion of migrants, refugees and statelessness persons. However, since the COVID-19 outbreak, the committee has not met on a regular basis. The strengthening of the Committee and the development of a local migration policy are potential areas for further improvement.

Additionally, there is no dedicated body tasked with coordinating efforts to engage with the substantive Arabic- and Spanish-speaking and Asian diaspora groups present within Foz do Iguaçu.

¹⁷ More information is available at www5.pmfi.pr.gov.br/noticia.php?id=50437.

¹⁸ The certification process provides tools that allow local governments to assess the scope of their migration policies, as well as identify potentialities to be developed for the benefit of migrants and host communities. The certification process is carried out annually and includes five mandatory steps: (a) enrolment, (b) diagnosis, (c) prioritization, (d) certification and (e) monitoring. The MigraCidades seal is delivered to governments that engage in all five steps of the process.

Local authorities in Foz do Iguaçu do not currently publish data about migration and migration-related issues. The Local Secretariats collect data on the access of migrants with regular migration status to public services, such as schools, social programmes and health services. The Local Social Assistance Secretariat has reported that it is informally collecting data on migrants accessing social services even if they are not registered in the Social Protection System (*Cadastro Único*). To address this, in July 2022, local authorities established a Working Group, within the scope of the Committee for the Protection of Migrants, Refugees and Stateless Persons, aiming to work on ways to gather, centralize and publish such data.

3

ENGAGES WITH PARTNERS TO ADDRESS
MIGRATION AND RELATED ISSUES

3.1. Migration governance: Examples of well-developed areas

Local authorities in Foz do Iguaçu formally engage members of civil society organizations (CSOs) and academia in migration-related policies and programmes. CSOs, such as the Diocesan Charity Centre, the Guest House *Lar Esperança*, and the Local Office of the Brazilian Bar Association (OAB), often serve as the first point of contact for migrants, who then refer them to the Migrant's House or local services for further assistance. Moreover, the Committee for the Protection of Migrants, Refugees and Stateless Persons in Foz do Iguaçu has designated seats for CSOs and academia, including the Diocesan Charity Centre, the Federal University for Latin America Integration (UNILA), the State University of Western Paraná (*Universidade Estadual do Oeste do Paraná*, UNIOESTE), the Migrant's House and the Local Office of the OAB so they can participate in agenda-setting and the implementation of migration-related policies and programmes.

Local authorities also engage with academia on migration issues. In fact, together with UNILA and UNIOESTE, the municipality offers a variety of courses, such as foreign languages, digital inclusion, finance inclusion, and legal advice on migration-related issues. In this regard, in February 2019, both universities conducted a training course on migration policy implementation for migrant leaders in Foz do Iguaçu and the region, including the Venezuelan Migrants Association.

In 2019, the Local Social Assistance Secretariat supported the establishment of the Venezuelan Migrants Association and provides support to its functioning and activities. The municipality promotes their engagement in forums to discuss migration, including that of the Committee for the Protection of Migrants, Refugees and Stateless Persons in the municipality of Foz do Iguaçu, of which they are members.

The municipality also works in cooperation with the Paraguayan authorities in ad hoc situations, especially for the repatriation of homeless women with children.

Local authorities in Foz do Iguaçu actively cooperate with the United Nations on migration issues. In October 2021, the municipality signed a cooperation agreement with the Office of the United Nations High Commissioner for Refugees, aimed at establishing joint actions to enhance the reception, protection, and integration of migrants and refugees at the local level. The municipality has also been collaborating with IOM since 2018, and it is part of the MigraCidades platform, a partnership between IOM and the Federal University of Rio Grande do Sul that offers training and technical guidance in relation to migration matters to local governments.

3.2. Areas with potential for further development

The city of Foz do Iguaçu is not part of any international network for knowledge or best practices exchange on migration issues. Foz do Iguaçu is a “sister and friendship city”¹⁹ of Pisa (Italy), Hernandarias (Paraguay), Seogwipo (Republic of Korea), Jericho (Palestinian Territories), and Xiamen and Kunming (China), but these partnerships do not include any cooperation on migration-related issues.

¹⁹ A sister city, county or state relationship is a broad-based, long-term partnership between two communities in two countries. A relationship is officially recognized after the highest elected or appointed officials from both communities sign off on an agreement to become sister cities.

Despite some efforts made towards the implementation of regional protocols for the protection of migrant children, as of July 2022, there are no bilateral programmes for city-to-city cooperation within Brazil on international migration-related issues.

Local authorities in Foz do Iguaçu do not yet formally engage members of diaspora and expatriate communities in agenda-setting and the implementation of migration-related programmes and policies. This is especially important due to the lack of representation of the Arabic population diaspora present in Foz do Iguaçu. There is still room to engage with the three associations locally present (*Sociedade Beneficente Islâmica*, *Centro Cultural Beneficente Islâmico*, and *Lar Druso*).



4

ADVANCES THE SOCIOECONOMIC WELL-BEING OF MIGRANTS AND SOCIETY

4.1. Migration governance: Examples of well-developed areas

Local authorities in Foz do Iguaçu implement specific programmes to promote and facilitate the inclusion of migrant workers in the workforce. For example, in 2021, the Pathways of Opportunities (*Caminhos de Oportunidades*) project aimed to facilitate the inclusion of Venezuelans and other migrants from neighbouring countries in the State of Paraná.²⁰ Led by the Diocesan Charity Centre, and in collaboration with the municipality and IOM, the project was implemented in 2021 with the aim to support up to 300 people in 10 cities across Paraná, including Foz do Iguaçu. The initiative is structured in three axes, aiming to (a) provide professional qualification through specific courses in partnership with educational institutions, as well as thematic workshops (i.e. labour rights, finances, how to proceed with job interviews, among others); (b) support employability through awareness raising; and (c) enhance entrepreneurship through adequate training and financial support to small businesses.

Local authorities implement programmes to help foreign residents access private-sector employment. In partnership with the Local Social Assistance Secretariat, the city's National Service for Industrial Learning has a quota of reserved training places for migrants and refugees. After completion of the course, the graduates are included in a list that the Secretariat sends to the Local Labour Agency (*Agência do Trabalhador*), facilitating their access into the labour market – primarily the meatpacking factories in the municipality. The Social Assistance Secretariat informally access the labour market gaps to prioritize trainings in these fields. Additionally, there are migrants working in local departments, such as the Local Human Rights and Community Relations Secretariat, the International Affairs Bureau and the Local Administration Secretariat in Foz do Iguaçu.

There are measures to facilitate migrant women's access to the local labour market. The Entrepreneurship House (*Casa do Empreendedor*), a municipal department that fosters entrepreneurship and related issues in Foz do Iguaçu, promotes entrepreneurship among migrants. In 2021, after completing a training, a group of 12 Venezuelan women created a cooperative, supported by the Local Social Assistance Secretariat.²¹ Similarly, the municipality works on a regular basis with the City Council for Women's Rights (*Conselho Municipal dos Direitos da Mulher*), a public body for the protection and awareness of women's rights, to produce campaigns and public policies related to this.

4.2. Areas with potential for further development

The Local Labour Agency²² provides assistance with job placement to all interested populations, without specific actions for the inclusion of migrants or women in the labour market. The development of specific actions to address the needs and particularities of migrants, and migrant women, in the local labour force is considered an area with potential for improvement.

There are currently no programmes that promote the ethical recruitment of migrant workers in Foz do Iguaçu. As of September 2022, there are discussions between the Local Labour Office and the Local Human Rights and Community Relations Secretariat to promote capacity-building for the equitable recruitment of migrant workers and to develop protocols that will facilitate this recruitment while protecting migrant workers' rights.

²⁰ More information is available at <https://brasil.un.org/pt-br/136008-projeto-da-oim-impulsiona-integracao-economica-de-venezuelanos-e-migrantes-de-paises>.

²¹ Among other activities, the group manufactured masks, which were bought by the public authorities and distributed within their local services bodies.

²² It is a public structure under the competence of the State of Paraná with a service agency in Foz do Iguaçu.

Foz do Iguaçu lacks a local-level assessment for monitoring the local labour supply and the effects of emigration on the local labour market. At the national level, the Continuous National Household Sample Survey, the Annual Ratio of Social Information,²³ and the General Register of the Employed and Unemployed are used to monitor and provide information on the local labour market demand, which can be used also by public servants to orient and assist migrants.

The cost of sending and receiving remittances from abroad is not explicitly addressed in local strategies. This issue is exacerbated by the lack of financial literacy programmes for migrants and remittance receivers. Although migrants have access to a few financial services, such as bank accounts, the development of financial inclusion programmes by the municipality is an area with potential for further improvement.

²³ This is a regular report provided by all Brazilian companies to the Ministry of Labour. It is considered the most reliable source of information on the formal labour market in Brazil, and due to its scope, it is considered a census.



5

EFFECTIVELY ADDRESSES THE MOBILITY DIMENSIONS OF CRISES

5.1. Migration governance: Examples of well-developed areas

Foz do Iguaçu has a local body responsible for the prevention of and response to natural disasters – the Local Civil Protection Coordination (*Coordenadoria Municipal de Defesa Civil, COMDEC*) – established by Law No. 3,177 of 2006. COMDEC is responsible for coordinating civil defense actions at the local level, promoting community participation in civil defense actions, formulating and implementing contingency plans for the management of emergencies, and identifying risk areas and articulating preventive actions. This is the designated agency for the overall prevention and management of disasters, and the central authority to guide and implement the municipality’s post-crisis strategy.

Foz do Iguaçu has communication systems in place at the local level to receive information on the evolving nature of crises and how to access assistance. To coordinate the emergency response, the Local Public Security Secretariat relies on an internal crisis management office, bringing together all local agencies and departments involved in response measures. Through COMDEC, the Secretariat can send warnings and other information about disasters and/or crisis situations at the local level, as well as communicate areas of assistance to affected people. In addition, the State Civil Defense Coordination Office is responsible for sending emergency communications and relevant meteorological updates via text message to each person with a mobile phone in the region. In case of disasters, assistance is available to everyone affected, regardless of nationality or migratory status.

5.2. Areas with potential for further development

The communication systems to receive information on the evolving nature of crises in Foz do Iguaçu do not take into account the specific needs of migrants during disaster situations – for example, by making the information available in multiple languages. The municipality does not have a disaster risk reduction strategy with provisions for preventing and addressing the displacement impacts of disasters, nor has it developed any equivalent policy document guiding its response during emergencies.

Local authorities in Foz do Iguaçu also do not have a strategy in place to address climate-change-induced migration. For example, Law No. 5,062 of 22 December 2021, establishing the Foz do Iguaçu municipality’s Multi-year Plan (2022–2025), does not have measures related to this topic, or to displacement, post-crisis recovery, or the reintegration of returning migrants who fled the city during a crisis and/or disaster. Importantly, at the national level, Brazil does not have any specific policy, plan and/or regulation dealing with human mobility in the context of climate and/or other environmental changes, except for the National Adaptation Plan for Climate Change (2016). While the Plan highlights forced population movements as an impact of climate change, it does not integrate response measures on the topic.

Foz do Iguaçu does not have coordination agreements or partnerships in place with key actors (such as consulates) to assist migrants in the city in the event of local emergencies.

Migrant children in Foz do Iguaçu are entitled to the same protection as Brazilian children. The development of procedures or measures specifically aimed at ensuring the protection of migrant children, unaccompanied minors, and children left behind in times of crisis is an area of potential improvement. The Protocol of Assistance to Migrants in Situations of Vulnerability (2018) states that assistance is granted to unaccompanied migrant children by the Social Assistance Department on a case-by-case basis.



6

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

6.1. Migration governance: Examples of well-developed areas

There are initiatives in Foz do Iguaçu to encourage migrants to access the justice system at the local level. Issues faced by migrants are reported to the Local Human Rights and Community Relations Secretariat, the Diocesan Charity Centre, and the Migrant's House. These institutions either direct migrants to the appropriate institutions or resolve matters where possible. The local government's Office of the Federal Public Defender provides lawyers for people who cannot afford legal fees. This assistance is oriented mainly to documentation processes or denials of access to services, and it does not include legal representation in case of labour exploitation. Additionally, there are national complaint channels that people – including migrants – in any part of Brazil can access to report a violation of rights, violence, exploitation or trafficking, such as the channels *Disque 100* and *Disque 180*. These channels are available online, via dedicated phone lines and apps, and include services in Portuguese, English and Spanish.

Local authorities have introduced various measures to combat human trafficking. The Protocol of Assistance to Migrants in Situations of Vulnerability developed in 2018 is one of them, in addition to the implementation of preventive seminars among populations at risk of vulnerability. Moreover, Foz do Iguaçu has an independent Technical Chamber for Combating Human Trafficking (CTETP/Foz), which is locally organized and funded, and linked to the Integrated Municipal Management Office. CTETP/Foz works to disseminate information and combat different forms of human trafficking. The Technical Chamber is composed of a group of regional entities, such as the Transboundary Institute for Economic and Social Development, Foz do Iguaçu's Diocesan Charity Centre, the Youth With A Mission Group, the City Guard, the Federal Highway Police, the Migrant's House, and the Local Sports Secretariat.

In addition, CTETP/Foz holds annual meetings on human trafficking, including trafficking of children and sexual exploitation. These meetings, called Triple Border International Seminars, aim to facilitate the integration of Argentine, Brazilian and Paraguayan cross-border cities, thus facilitating the verticalization of political and institutional debates related to human trafficking in the region. In July 2022, CTETP/Foz held the VIII Triple Border International Seminar, with representatives from the Office of the United Nations High Commissioner for Refugees and the Migration Director of the National Justice Secretariat. Additionally, Paraná's Decree No. 7,353 (2013) established a Centre for Combating Human Trafficking (*Núcleo de Enfrentamento ao Tráfico de Pessoas, NETP/PR*) under the State Justice, as well as the Labour and Human Rights Secretariat. The NETP/PR aims to prevent, then articulate and plan actions for combating human trafficking at the state level. It also assists victims of human trafficking in the fulfilment of their rights.

Since 2020, Foz do Iguaçu has been part of the Eurofront programme,²⁴ which is being implemented by IOM and other partners. Through this programme, Foz de Iguaçu contributes to security and improved respect for and protection of human rights, by supporting the fight against human trafficking and smuggling of migrants. As part of the programme, in May 2022, security authorities from Brazil, Argentina and Paraguay were trained on the identification of transnational crimes, which include the falsification of identification documents, with the aim of generating harmonized action mechanisms to prevent transnational crimes and other crimes related to the triple border. The programme, which runs until 2024, aims to strengthen the capacities of local actors in the fight against human trafficking.

²⁴ More information is available at <https://programaeurofront.eu/en>.

6.2. Areas with potential for further development

Despite Foz do Iguaçu's sizable migrant population, the municipality does not yet have any measures in place to combat migrant labour exploitation. At the national level, the Ministry of Economics' Special Secretariat for Social Security and Labour is responsible for implementing the National Plan for the Eradication of Slave Labour (2003). The National Observatory for the Eradication of Labour Exploitation and Human Trafficking (SmartLab), an online platform,²⁵ contains an overview of labour exploitation cases in Brazil, operational strategies adopted at the national level for the reduction of vulnerability of migrants and refugees in such contexts, and information about access to social protection measures for migrants.

Although there is no programmatic support for refugee arrivals in Foz do Iguaçu, in 2022 the State of Paraná set up a task force to receive and assist Ukrainian migrants and refugees. The State of Paraná received about 150 Ukrainian migrants and refugees until September 2022. The task force aims to provide health care, education, psychological support, job opportunities and administrative support services. Similar ad hoc support was organized for Venezuelan migrants and refugees in 2018.

Local authorities do not publish information on their counter-trafficking activities on a regular basis. At the national level, the Ministry of Justice and Public Security publishes annual reports with human trafficking statistics from the NETPs, including data on arrests, open cases, legal frameworks and the police response.²⁶ Finally, the National Observatory for the Eradication of Labour Exploitation and Human Trafficking²⁷ presents the geographical distribution of labour exploitation and human trafficking cases in the country, allowing for the identification of opportunities for enhanced policy responses both at the state and national levels.

The development of regular programmes to train local-level public servants and police on migration rules and migrants' rights is an area with potential for further improvement. The Local Human Rights and Community Relations Secretariat cooperates with local universities (such as the Federal University for Latin American Integration and the State University of Western Paraná) to develop programmes aimed at training local-level public servants about migration law and migrants' rights. These programmes are also available to the general public. They are envisaged to lead to a series of training courses on specific relevant topics – including migration – for the municipality's departments. However, these trainings take place on an ad hoc basis. Furthermore, awareness-raising activities about the prevention of and protection from human trafficking could be increased, specially at the triple border.

²⁵ More information is available at <https://smartlabbr.org/>.

²⁶ More information is available at www.gov.br/mj/pt-br/assuntos/sua-protecao/trafico-de-pessoas.

²⁷ More information is available at <https://smartlabbr.org/trabalhoescravo/localidade/41?dimensao=prevalencia>.



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

This annex summarizes key local COVID-19 policy responses in the city of Foz do Iguaçu from a migration governance perspective. It is based on 11 questions that were added to the standard Migration Governance Indicators (MGI)¹ assessment in Foz do Iguaçu in order to effectively assess local migration governance in the context of the COVID-19 pandemic.



During the COVID-19 pandemic, migrants and refugees in Foz do Iguaçu holding the Unified Health System (SUS) card² had access to all health-care services under the national health insurance system. However, individuals without an SUS card, including migrants and refugees, had access only to emergency medical services. In February 2021, the municipality instituted an Emergency Care Unit (*Unidade de Pronto Atendimento, UPA*) dedicated to attending to the cases of COVID-19, which included providing health services to migrants living in Foz do Iguaçu. The UPA also assisted undocumented migrants in accessing health services.³



Fiscal measures offered by the local authorities in the context of COVID-19 were available to regularized migrants residing in Foz do Iguaçu under the same conditions as nationals, but not to undocumented migrants, including those undergoing the regularization process. Local authorities facilitated the access of regularized migrants to national economic emergency support packages. National emergency support, approved by Decree No. 10,316 of 2020, ensured a financial benefit for people in vulnerable situations, including regularized migrants. The emergency social support programme ended in November 2021 and was replaced by the regular national social support programme (*Auxílio Brasil*), which also covers regularized migrants only. However, specific social protection measures were adopted to safeguard irregular migrants' rights at the municipal level, such as the provision of shelter, food and basic health care.⁴



Due to limited resources in terms of infrastructure, adequate social distancing could not be secured in places with a high concentration of migrants and refugees, such as the municipality's Transit Houses for vulnerable low-income groups, including migrants. However, in 2020 and 2021, the local government provided basic supplies such as masks and hand sanitizers.

¹ More information is available at www.migrationdataportal.org/overviews/mgi.

² SUS is available to all Brazilian residents, including migrants.

³ Federal University of Rio Grande do Sul (*Universidade Federal do Rio Grande do Sul, UFRGS*) and International Organization for Migration (IOM), *MigraCidades Relatório de Diagnóstico 2021* (MigraCities Diagnostic Report 2021). Available at www.ufrgs.br/migracidades/wp-content/uploads/2021/02/Migracidades-FozdoIguacu.pdf.

⁴ Ibid.



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



Local authorities do not ensure that important information related to COVID-19 is shared in a language that migrants could understand, neither can migrants share their needs during and after the crisis. The municipality's website provides information about the COVID-19 pandemic only in Portuguese.⁵ In 2020 and 2021, local authorities carried out information campaigns and actions on disease prevention and the promotion of health care and prevention of COVID-19, with guidance information on the pandemic. These campaigns were for the general public and do not target migrants specifically.⁶



The migratory status of the local demographic was not captured as a separate variable in data collection and dissemination related to key COVID-19 health and socioeconomic statistics at the local level. The exact number of migrants assisted by the local health system during the COVID-19 pandemic proved difficult to quantify, as migrants not registered with the Local Social Assistance Secretariat's Unified Registry were not included in the statistics.



During the COVID-19 pandemic, no extraordinary measures were implemented by the city government to promote diaspora contributions from abroad to the local COVID-19 response. Additionally, there is no evidence of measures to facilitate the sustainable reintegration of nationals and residents who returned to Foz do Iguaçu, or to facilitate migrants' contribution to the COVID-19 relief measures.



In February and March 2021, the municipality set up a sanitation control facility at the border with Paraguay, where vaccination was made available for people crossing and which allowed for the identification and isolation of people with contagious symptoms. Homeless people, including migrants, that were identified had access to isolated spaces and/or were provided with accommodation support.

⁵ The majority of the migrant population are familiar with Spanish, Arabic or English.

⁶ More information is available at www5.pmf.br/listaServicos.





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ANNEXES

MiGOF: Migration Governance Framework²⁸

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

The Framework sets out the essential elements of “good migration governance” – three principles and three objectives which, if respected and fulfilled, would ensure that migration is humane, safe and orderly, and that it provides benefits for migrants and societies.²⁹ IOM’s view is that a migration system promotes migration and human mobility that is humane and orderly and benefits migrants and society:

When it:

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

As it seeks to:

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

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

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

²⁸ IOM Council, Migration Governance Framework, 106th Session, C/106/40 (4 November 2015). Available at <https://governingbodies.iom.int/system/files/en/council/106/C-106-40-Migration-Governance-Framework.pdf>.

²⁹ Migration Governance Framework infosheet, 2016. Available at <https://publications.iom.int/books/migration-governance-framework>.

The MGI process



1 Launch of the Local MGI process

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



2 Data collection

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



3 Multi-stakeholder discussions on the results of the MGI

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



4 Final report

The last step is to finalize the local migration governance profile, obtain final validation from the local authorities, and publish a printed version of the report as well as an online version on the Global Migration Data Portal³⁰ and upload it on the IOM Publications Platform.³¹

³⁰ You can find the profiles at www.migrationdataportal.org/overviews/mgi.

³¹ Please see <https://publications.iom.int/>.



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