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a case study from:

Migrant and Refugee Integration in Global Cities
The Role of Cities and Businesses

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Introduction of the Project and How to Read the Report

In collaboration with Maastricht University's Graduate School of Governance, The Hague Process on Refugees and Migration (THP) initiated a research project related to the economic and social integration of migrants and refugees in cities, focusing specifically on efforts undertaken by the private sector and city governments – both separately and in partnership – to provide protections and create greater opportunities in employment markets and communities.

The aim of this project is to ascertain how businesses and governments in eight global cities are contributing towards the integration of migrant and refugee populations, either through specialized outreach programmes, the provision of services or targeted funding of non-governmental organizations, and to what extent these contributions can be deepened or expanded. Perhaps a more important goal is to determine whether and how business and cities are currently working together to create opportunities for migrants and refugees and deepen their integration into society. If collaboration between the private and public sectors does not currently exist, the research identifies barriers and opportunities for potential partnerships.

The project consists of a number of components including a literature review highlighting the importance of urban migration flows, as well as the reality that it is at the local – increasingly city level - whereby migrants interact and experience the process of integration. In this context integration is defined at its most pragmatic, as a process in which migrants are empowered to thrive within the context of their destination – in part - with the help of a number of different local stakeholders. In addition to the literature review, fieldwork in eight countries was carried out to identify relevant stakeholders for qualitative semi-structured interviews. In total 56 interviews were conducted.

The results of the research will be released in a number of different formats. Firstly the main report - 'Migrant and Refugee Integration in Global Cities' presents an overview of the research process and draws together the key findings of the project using data gathered from all cities. It is also intended to be a repository of information for interested parties and thus the good practices and partnerships identified are presented in accordance to the policy dimension to which they are most applicable. For example, if a reader is interested in looking at what stakeholders in other cities are doing to facilitate the cultural integration of migrants, the reader can check this section for clear examples of what is happening in the cities of study.

If the reader requires further information about a good practice or wishes to understand if there are enough similarities between cities to be a viable option to consider for policy transfer, then they can consult the accompanying case study reports. These are intended to act as stand-alone reports for an audience interested in the particular case of a city. For ease of reference, the cities included in the study are: Auckland (New Zealand), Buenos Aires (Argentina), Chicago (United States), Kuala Lumpur (Malaysia), Lisbon (Portugal), Nairobi (Kenya), Rotterdam (The Netherlands), and São Paulo (Brazil).

Introduction

São Paulo-SP is the largest and economically most important city in Brazil. With a population of 11,253,503¹, it receives the largest share of migrants and refugees in the entire country, followed by Rio de Janeiro-RJ. In the 1990s, both cities alone accounted for 35 per cent of the total international migrants in Brazil (IOM, 2010). São Paulo has a long-standing tradition in migration, both from abroad and internally, and has been historically known for its multiculturalism and its capacity to integrate all peoples (Baeninger & de Freitas, 2010). According to *census* data, between 1870 and 1920, the city's population grew from 30,000 to 579,000. This growth is greatly attributed to the influx of international migrants, which was observed all through the 20th century (Balbo, 2005). Since the 1960s, São Paulo has been considered the country's economic engine, with a solid industrial and post-industrial structure. More recently, São Paulo entered the list of global cities (Balbo, 2005), becoming an attractive hub for all types of migrants, especially those in search of labour opportunities.

Table 1. Key statistics Brazil and São Paulo-SP

	Brazil	São Paulo
Size (km²)	8,515,767,049	1,521,101
Population (total)	190.7 million	11.3 million
Migrant Population		
Foreign born	592,569	151,071
Internal migrants	78.3 million (living in a city other than the one they were born)	1,958,864 (from different regions)
Number of refugees	4,689	State of São Paulo: 45% of all requests

Source: IBGE, *Census* 2010 and UNHCR, 2013

Migration history

Brazil is a migration country. From the arrival of Portuguese colonizers in the 16th Century, Brazil was witness to the extensive slave trade from Africa; the Dutch and French invasion in the North-eastern region and the arrival of other early European colonizers. More recently, since the late 1800s, after the abolition of slavery, Brazil began searching for labour from abroad to fill gaps in its growing agricultural sector, especially the coffee plantations located in the State of São Paulo. In the early 1900s, immigrants started moving to the urban centres, especially São Paulo, fleeing from the bad conditions under which they had been hired in the fields and attracted by opportunities to have their own businesses or to work in the early industries. Balbo (2005) mentions that at the beginning

¹ IBGE, Censo 2010. Retrieved June 2013, from < <http://censo2010.ibge.gov.br> >

of the 20th century one could hear more Italian spoken in the streets of São Paulo than Portuguese itself. At this time, São Paulo also hosted large numbers of Jews, other Europeans, Asians, Arabs and Armenians.

From the 1930s, with the populist government of Getúlio Vargas, this trend slowed down, giving way to more opportunities for internal migrants as a result of the advancement of the national workforce (Balbo, 2005). With the coming of the great industrial boom, millions of workers flocked to the state of São Paulo, from all around the country, especially from the poorest North-eastern region (Balbo, 2005). Moreover, from the 1950s, as conditions improved in post-war Europe, a Brazilian was considered as a closed society, due to the reduced immigrant flows (Baeninger & de Freitas, 2010). In the early 1960s, after the military coup, when immigrants were perceived as enemies of the state, immigration came to a definite halt.

Nonetheless, starting in the 1950s and 1960s, as Brazil consolidated its industrial development, São Paulo received a growing number of immigrants from Bolivia and other Latin American countries, as well as from Korea (Baeninger & de Freitas, 2010). This migration occurred mostly through bi-lateral agreements and was aimed at settling immigrant families into rural areas throughout the country. However, failure in the policy led to the re-migration of many families to urban centres like São Paulo.

From being a typical immigrant receiving country, in the 1980s Brazil's economic crisis changed it into a country of emigration (Balbo, 2005; de Oliveira & de Oliveira, 2011). At the same time, however, there was a notable increase in the number of immigrants arriving from neighbouring South-American countries, as well as African countries. Kadluba (2007) describes the flows of Portuguese-speaking African are usually young, single and often from higher social classes in their country of origin. It was in the late 1980s and early 1990s that Bolivian migration spiked. These were employed mostly in the textile industry concentrated in the neighbourhoods of Brás and Bom Retiro, where initially the Korean immigrants had established their workshops (Kadluba, 2007). Often, Bolivians were hired illegally and there has been evidence of existing networks for the provision of cheap immigrant labour (Baeninger & de Freitas, 2010). Data presented by the *Associação de Lojistas do Brás*² and the *Câmara dos Dirigentes Lojistas do Bom Retiro*³ (CDL) indicates that these neighbourhoods are responsible for close to 40 per cent of revenues in the State of São Paulo, in this sector, i.e. an annual estimate of 3.9 billion USD (Baeninger & de Freitas, 2010). Other sectors of economic inclusion for Bolivian migrants include domestic labour, street vending, construction and carpentry.

Other neighbourhoods in São Paulo are traditionally known for their concentration of certain groups of immigrants. For instance, Japanese migrants and their descendants have settled in the neighbourhood of Liberdade, making it a reference point for traditional art and culture in the city. Moreover, the neighbourhoods of Bexiga and Mooca are known for their high concentrations of Italian immigrants, and many typical festivities are still celebrated here (Kadluba, 2007).

² In English, Retailers Association of Brás.

³In English, Chamber of Shopkeepers of Bom Retiro.

Another important trend in immigrant flows to São Paulo is that of highly skilled professionals that arrive to fill gaps in the labour market in areas such as mining, oil and gas, financial market and technology. Furthermore, with the European economic crisis, São Paulo has witnessed a slight increase in the numbers of Spanish and Portuguese immigrants searching for labour opportunities in the tourism and entertainment industries (Rolli, 2013).

Data from UNHCR (2013) indicates that there are 4,715 refugees currently living in Brazil, an increase of 14 per cent compared with 2009, when there were refugees of 72 nationalities. Of all the requests received, an estimated 45 per cent originate in the city of São Paulo. Data from 2009 indicates that of the total number of refugees residing in Brazil that year, 92.5 per cent had arrived spontaneously and the remainder had been resettled through the Brazilian programme, coordinated by CONARE and UNHCR (Moreira & Baeninger, n.d.). The largest populations originated from Angola and Colombia. Furthermore, CONARE estimates that from 2009 onwards an average 30 per cent of all asylum seekers were recognized as refugees in Brazil (Moreira & Baeninger, n.d.).

One of the biggest challenges in dealing with migration issues in Brazil and, more specifically, in the city of São Paulo, is the lack of accuracy in the data available. Data from the 2000 *Census* indicated that 60 per cent of all foreigners living in São Paulo originate from Europe (mainly Portuguese residents), 19 per cent from Asia (resulting from the massive Japanese immigration to São Paulo in the 20th century) and 11.6 per cent from South America (Balbo, 2005). The latest Demographic *Census* (IBGE, 2010), which provides the most accurate and up to date information on the population as a whole and migration, places the number of foreign born in São Paulo at 151,071. It is probable, however, that the data does not portray the real number of immigrants, given the large number of undocumented migrants and the resistance they show to provide information (Balbo, 2005; de Oliveira & de Oliveira, 2011). De Oliveira & de Oliveira (2011) also mention the lack of administrative capabilities in collecting data on foreigners entering the country.

Policy framework

As previously mentioned, the Getúlio Vargas' populist government in the 1930-1940s and its nationalist policies were responsible for an important turnover in migration trends in Brazil. Currently, the Immigration Law is that of 1980, approved by the military government and characterized by prioritizing national security issues. Needless to say that it is now extremely outdated, failing to take modern migration trends and needs into consideration, as well as not incorporating provisions for human rights. However, the 1988 Constitution, designed during the democratization period, guarantees equality for all under the law, with no distinction of any kind. According to Balbo (2005), in 1991 there was a first attempt at re-drafting the immigration bill, but this was considered by many organizations as inadequate. As of October 2000, there were 17 bill proposals before Congress, relating to foreigners, including the new Statute on Foreigners; bills on naturalization; permanent visas; illegal immigration controls; tax exemption for poor

foreigners voting rights and military conscription; reciprocity deals with African countries; a ban on deportation for foreigners married to Brazilians; the hiring of foreign workers and the National Council for Immigration (Sprandel, 2000⁴). In 2012, a Working Group was created in order to contribute to the studies of the Secretariat of Strategic Affairs of the Presidency of the Republic (SAE⁵) aimed at improving the Brazilian immigration policy (Secretaria de Assuntos Estratégicos da Presidência da República - SAE, 2012).

Until recently, the Federal Government was more concerned in establishing links with Brazilians abroad, rather than integrating foreign immigrants. However, in the next few years, as a consequence of the changing economic conditions and migration flows, this trend may be reversed.

Tables 2 and 3 summarize the national normative legal framework and the institutional framework for immigration and refuge in Brazil.

Table 2. National normative legal framework (São Paulo)

Law	Description
1988 Constitution	The 1988 Constitution, still in force, is based on principles of human rights, self-determination of peoples, repudiation of racism, and cooperation between peoples for the progress of humanity and the concession of political asylum, among others. It determines that the nation should seek integration with peoples from Latin America, aiming to build a community of American nations. Furthermore, the Constitution guarantees equality for all under the law, with no distinction of any kind. However, foreigners are denied political rights of any kind and are not allowed to enlist in the army. According to the Constitution, it is the national states competency to legislate on emigration and immigration, entry, extradition, and expulsion of foreigners.
Law num. 6.815, from 1980	The Immigration Law in place until today dates from 1980, and defines the legal situation of migrants. This Law was drafted and approved by the military government and is based on national security issues. Among other matters, it creates the National Immigration Council (CNIg). This Law is extremely outdated and there have been efforts since 2009 to replace it.
Draft Bill num. 5.655/2009	This draft Bill contains provisions on entry, stay, and exit of foreigners from national territory; naturalization; transformation of the CNIg; and defines violations, among others. It also incorporates the issues of emigrants and returned migrants. This Draft is still under discussion.
Decree-Law num.	This Decree-Law criminalizes soliciting for emigration purposes;

⁴ *Apud* Balbo, 2005.

⁵ In Portuguese, *Secretaria de Assuntos Estratégicos da Presidência da República*

2448, from 1940 (Penal Code)	international trafficking of persons, as well as internal trafficking of persons
Law num. 8.069, of 13 July 1990 (Statute on Children and Adolescents)	Criminalizes the promotion or assistance of the act of sending children or adolescents abroad without complying with formalities or with aim of profit.
Law num. 9.474, de 1997	Defines mechanisms for the implementation of the 1951 Convention on Refugees, and determines other measures. In 1960, Brazil was the first country of the Southern Cone to ratify the Convention. This Law created the National Committee for Refugees (CONARE), intended to lead the policy on refugees. Moreover, it extends the definition of refugees to include all persons persecuted on the grounds of race, nationality, religion, social group, or political opinion. It also contemplates refugees fleeing from grave and generalized violation of human rights.

Source: IOM, 2010

Table 3. Institutional framework at national level (São Paulo)

Institution	Department	Attributions
Ministry of Justice	National Secretariat for Justice – National Committee for Refugees (CONARE) ⁶	Has the purpose of conducting national policy on refugees. It is situated within the Department for Foreigners, and is composed of representatives from the Ministry of Foreign Affairs, Ministry of Health, Ministry of Labour and Employment, Ministry of Education, Federal Police Department, Caritas Arquidiocesana from Rio de Janeiro and São Paulo, and the UNHCR.
	National Secretariat for Justice – Department of Foreigners	Has competency over processing, opinionating and forwarding on issues related to nationality, naturalization, and the legal regime for foreigners; as well as measures related to expulsion, deportation and extradition. Instructs on the process of recognizing asylum seekers and proving refugee status, and serves as administrative support to CONARE.
	Federal Police Department	Responsible for registering entries and exits from the country. Gathers information from the Registry Service for Foreigners, from the Maritime, Airport and Border Department Police Divisions.
	Secretariat for National Justice –	Established in 2008, the Plan aims at preventing and repressing trafficking in persons, making those involved

⁶ In Portuguese, *Comitê Nacional para Refugiados*

	Coordination of the National Plan to Combat Trafficking in Persons(PNETP) ⁷ and the Managing Group	accountable, while at the same time guaranteeing attention and support to the victims. Integrates the process of implementation of the UN Protocol on the Convention Against Transnational Organized Crime (2000).
Ministry of Labour and Employment	National Council for Immigration (CNIg ⁸)	Composed of government, employers', and employees' representatives. Its purpose is to guide, coordinate, and supervise immigration activities.
	General Coordination for Immigration (CGIg ⁹)	Coordinates, guides, and supervises activities related to labour authorizations granted to foreigners, as well as contracting or transferring of Brazilian citizens for employment abroad.
Ministry of Foreign Affairs (MRE¹⁰)		It is of competence of the Ministry to grant foreigners authorization to enter and remain in the country, observing provisions established in the legislation.

Source: IOM, 2010

Moreover, at the State level, in 2001 the State Parliamentary Council for Root Communities and Foreign Cultures¹¹ was established by Bureau of the Legislative Assembly of the State of São Paulo (Resolution N° 817, of 22 of November) with the objective of supporting the social integration of the various communities of foreign descent living in the State of São Paulo (“CONSCRE - Conselho Estadual Parlamentar de Comunidades de Raízes e Culturas Estrangeiras,” n.d.).

Brazil is signatory to most of the international treaties in the matter of human rights, combating trafficking and slavery and promoting safe migration (IOM, 2010a). These include treaties and conventions promoted by the UN, the OAS, Mercosul, as well as bilateral agreements signed between Brazil and countries of relevance. However, it is important to note that Brazil is yet to sign the International Convention on the Protection of the Rights of all Migrant Workers and Members of their Families (1990).

Due partly to the inadequacies of the Immigration Law and its failure to contemplate modern migration trends, irregular migration is an important challenge for the country. Successive amnesties to irregular migrants were declared in 1981, 1988, 1998 and 2009. However, these have not been successful given the low numbers of beneficiaries. Some of the issues include the “short time lapse allowed, inadequate information, fear of contact with the police, and costs” (Balbo, 2005), as well as burdensome and slow

⁷ In Portuguese, *Plano Nacional de Enfrentamento ao Tráfico de Pessoas*

⁸ In Portuguese, *Conselho Nacional de Imigração*

⁹ In Portuguese, *Coordenação-Geral de Imigração*

¹⁰ In Portuguese, *Ministério de Relações Exteriores*

¹¹ In Portuguese, *Conselho Estadual Parlamentar de Comunidades de Raízes e Culturas Estrangeiras (CONSCRE)*

bureaucracy. All regularization requests are processed in Brasilia, the Federal Capital of Brazil, and may take several years to be concluded, leaving immigrants in a vulnerable situation.

Methodology

Stakeholders in São Paulo were initially mapped through institutional websites. A word search in the city website for the terms: migrants, refugees, human rights and integration, provided both news reports and institutional bodies that could be contacted for the research. Extremely high bureaucracy, however, led to only one stakeholder from the municipality being interviewed. Although the mayor showed interest in the subject matter, it was not possible for an interview to be arranged during the time allocated for the research. Despite the municipal coordinator for migrant policy being the most specialized body within the municipality and, as such, the most capable of answering all questions asked during the interview, the researcher finds that additional information and insights could have been provided by other city-level stakeholders. The second most important source of respondents was civil society and religious organizations. Surprisingly, during the interviews with these third actors, it was possible to identify a number of business sector stakeholders involved in migrant and refugee integration that could not be found through other sources. Interviews in São Paulo were conducted in Portuguese, and transcript summaries were provided in English.

Table 4 indicates the response rate for São Paulo:

City	Contacted	Replies	Rejections	Non-replies	Interviewed	Interview response rate
São Paulo	16	12	2	6	10	83%

Out of 16 potential respondents contacted in São Paulo, ten were interviewed, as shown in the table below, according to type of stakeholder.

Table 5. Sample size by category in São Paulo

Respondent Type	Number of Interviews
Policy Maker/Municipal Administrator	1
Practitioners	1
Businesses	4
Civil Society	4
Total	10

Findings

The charts below depict the systematization of the main results from the policy review and interviews. Table 6 categorizes the programmes and services offered by the interviewed institutions aimed at facilitating the integration of migrants and refugees. The table follows the policy dimensions determined for this study: social, cultural, legal, political, and economic.

It is possible to observe that seven of the respondents offer services within the social dimension. Most of those refer to awareness campaigns (n=4), education (n=4), and health (n=3). On the cultural aspect, stakeholders focus on language courses (n=5), intercultural workshops (n=4), and only one of the respondents mentions religious issues (Missão Paz). The legal and economic dimensions both come in third in programmes or services. In relation to the legal dimension, respondents report providing migrants and refugees with help on documentation issues, as well as offering legal advice. The economic dimension is well explored, with stakeholders offering labour market insertion and vocational/qualification training. Finally, it is important to mention that only one of the respondents reported assisting migrants and refugees under the political dimension; namely, Conectas, which, although not providing direct services to migrants and refugees, engages in advocacy for their rights.

Table 7 lists and describes all of the partnerships identified through the interviews.

Table 6. Policies, programmes and services provided to facilitate the integration of migrants and refugees according to policy dimensions retrieved from interviews in São Paulo

Typology	Stakeholder	Social	Cultural	Legal	Political	Economic	Observations
Policy-maker	Municipal Coordination Office for Migrant Policy		Limited support for festivities*	Improve knowledge on Mercosul residence agreement*		Access to banking*	All in process
Practitioner	Immigration Museum of the State of São Paulo	Awareness campaigns	“Immigrant Festival”	Documentation research and advice*			
Business Representative	Differance – Intercultural Consultants	Housing Schooling	Intercultural Workshop with historical approach Language course	Documentation* Translation*			Offers custom packages
	Primolar furniture <i>SESC Carmo São Paulo – SP</i>	Low cost food Access to technology	Language course*			Employment	
	EMDOC	Housing ^a Education ^a	Cultural training Language course*	Documentation		PARR Programme	Custom services for expats PARR Programme for refugees
	ADUS – Institute for Refugee Reintegration	Awareness campaigns ^b “Social facilitator” ^c “Friendly visits” ^d	Language course Culture, leisure and entertainment			Labour market insertion Qualification training*	

	Psychological counselling*	activities*		
	Campaigns for donations ^e	Cultural immersion*		
<i>Missão Paz</i>	Casa do Migrante ^f	Parish ^g	Documentation and legal advice	Employment*
	Education*	Language course		Vocational training
	Healthcare and mental care*	Cultural festivities		
	Awareness campaigns			
	Follow-up of immigrant families and groups			
<i>Cáritas Arquidiocesana of São Paulo</i>	“Assistance programme ^h ”	Language course*	Documentation and legal advice*	Vocational training*
	Mental health counselling*			Certificate validation
	Tertiary education*			Information on employment legislation
	Awareness campaigns			Help with CVs
Conectas			Advocacy	

^a Only for expats; ^b In Universities and companies, websites, social media, mass media; ^c Volunteers who accompany refugees to medical appointments and to the Federal Police; help with formalities; ^d Volunteers who follow the status of refugees and their families to identify needs; ^e Food, diapers, furniture, domestic appliances, and provisional vacancies in hostels.; ^f In place for many decades. 110 people a day. Offers food and place to sleep. Accompanies immigrants and helps with moving; ^g Brazilian, Italian, Latin American and Francophone parishes; ^h Includes all aspects of access to social services, from healthcare to clothing; * Occurs in partnership

Table 7. Partnerships for migrant and refugee integration programmes and/or services obtained from the interviews in São Paulo

Stakeholder	Partner	Typology of partner	Benefit / Service	Description of Partnership	Established
Differance (Business)	Legal Office	Business	Documentation	Service outsourced by Differance	-
	Translators	Business	Translation	Service outsourced by Differance	-
	NGO Conectas	Civil Society	Intercultural training	Service offered by Differance voluntarily	-
	Secretariat for Union Patrimony (State of São Paulo)	Public	Headquarter	Secretariat provides space	In process
	In search of partner	N/A	Headquarter	ADUS searches for partner who can share maintenance of new headquarter	In process
	NGO (N/A)	Civil Society	Headquarter	Currently shares space in headquarter	-
	Prep School	Private	Language Course	School provides space for class	-
	Language school (Wizzard)	Private	Language course	School provides material and teacher training	-
ADUS (Civil Society)	SP Trans	Public	Cultural activity	Provides transportation	In the past
	SP Tour	Private	Cultural activity	Provides transportation	-
	American Company	Private	Informatics training for 80 refugees	Funding	-
	Secretariats for Human Rights and for International Relations	Public	Cultural activities	Secretariats provide transportation	In the past
	Municipal Secretariat of Education	Public	Language course	Space for class in a public school close to the centre	In process
	Metalworkers' Union in ABC region	Trade Union	Vocational training	Trade union will provide vacancies	In process
	Companies who hire refugees	Private	Employment	Companies offer vacancies.	-
	Golden Tulip Hotels	Private	Employment	Company offers vacancies	In process

	NGOs	Civil Society	Vocational Training	NGOs offer vacancies	In process
	Affro-reggae	Civil Society	Socialization	Service offered by Afro-reggae	In process
	SESC Carmo SP	Private	Food in events	SESC offers food	-
Primolar (Business)	ADUS	Civil society	Employment	Primolar offers vacancies	Since the end of 2012
Municipal Coordination Office for Migrant Policy (Public)	Banking institution ¹²	Public	Access to banking	Bank will require less documentation	In process
	Consulate offices from various countries	Public	Improve knowledge on Mercosul residence agreement	N/A	In process
	Other municipal and state agencies	Public	Cultural activities	Other agencies offer limited support whenever possible	In past
	S System (SESC/SESI/SENAI)	Private	Vocational training	S System offers vacancies	For 18 years
Cáritas (Civil Society)	Hospital das Clínicas	Public	Mental health counselling	Hospital offers psychiatrist and psychologist	For 4 years
	Universidade Católica de Santos, Universidade Federal de São Carlos, Universidade de Juiz de Fora	Private and Public	Tertiary education	Universities offer vacancies	-
Missão Paz (Civil Society)	Basic Health Units	Public	Awareness campaign	Seminars for understanding how to cope with immigrants' specificity for health agents offered by Caritas	Since 18 June 2013
	Pontifícia Universidade Católica de São Paulo (PUC-	Public	Mental health	Universities provide interns for mental health consulting	-

¹² Name could not be provided by request of the respondent

	SP) and Universidade de São Paulo				
	Casa da Mulher	Civil Society	Hosting	Missão Paz forwards women discharged from prison	-
	SESC Carmo-SP	Private	Language courses	SESC-Carmo provides course	For 15 years
	Centro Scalabriniano Promoção Migrante	Civil Society	Vocational training	The Center provides course	-
	Instituto Bombril	Private	Vocational training	Institute provides vacancies in course	-
	Hotel industry	Private	Employment	Hotel offers vacancies	-
SESC Carmo SP (Business)	SENAC	Private	Language course	SENAC offers courses	For 15 years
	Cáritas	Civil Society	Language Course	SESC Carmo-SP offers vacancies	For 15 years
	ADUS	Civil Society	Food for events	SESC Carmo-SP offers food	-
EMDOC (Business)	SENAC	Business	Language courses	Refugees selected for the project are provided with language courses offered by SENAC	Since October 2011
	Cáritas/UNHCR	Civil Society	Employment	Cáritas and UNHCR oversee the labour placement of refugees	Since October 2011

Municipality

Findings from both the interviews and the policy review indicate that in São Paulo there have been isolated efforts from the municipal government to deal with immigrant and refugee integration.

Evolution of municipal policies

At the end of the 1980s, under Luiza Erundina's mandate, the city government, for the first time, designed a policy aiming at the reception of newly arrived immigrants. This policy was complemented by Marta Suplicy's "São Paulo dos Mil Povos" project (Ordinance No. 276, of 18 December 2001) (Illes, 2013) in 2001. The only other information found on this project was published in the online magazine *Partes*¹³, describing the base documents for the project; however, the information could not be retrieved. It is also mentioned in the literature by Balbo (2005), as run by the *Secretaria das Relações Internacionais* (International Relations Secretariat) and its main focus being the image-building of the city. Moreover, Balbo (2005) describes the project's website as containing information and links to 36 immigrant communities in São Paulo, as well as other organizations that provide services to immigrants. At the time of this study, this website was no longer available. Furthermore, it was reported that no official research has yet been conducted on policies for migration at local level, specifically focusing on modern migration trends. However, the Museum of Immigration of São Paulo has recently displayed an exhibition on the evolution of migration and policies at state level.

The outdated Immigration Law made it unclear for the city of São Paulo whether foreign children with irregular migration status or with family members in that situation could attend public schools without prejudice of rights. In 2004, the Municipal Council on Education published an Opinion Report (Parecer CME nº 17/04 – CNPAE – Aprovado em 27/05/04¹⁴) which concluded that education is a right for all and that schools do not have competencies in immigration control and should therefore not report the students' situation to the Ministry of Justice. Furthermore, the report encourages schools to inform families about regularization procedures, and on acquiring rights. Finally, the Council states that schools should provide children with irregular migration status with full and proper documentation upon conclusion of educational cycles, in order to allow them to continue their studies if the students wish to do so.

Since 2007 efforts have been made by several organizations working with migration related issues to improve the city's policy framework, particularly the Association Presence of Latin America (PAL¹⁵) (Illes, 2013). This culminated in the involvement of different stakeholders in the Bill Proposal for the creation of a Coordinating Body for Migratory Movements and Foreign Communities, which was not successful. In 2009, the São Paulo

¹³ Partes. (n.d.). Documento base Projeto São Paulo dos Mil Povos. *Especial 450 anos de São Paulo*. Retrieved July 2013, from http://www.partes.com.br/especial_sp_450/documentomilpovos.htm

¹⁴ São Paulo. (2004). Pareceres 2004 - Parecer CME nº 17/04. *Portal da Prefeitura da Cidade de São Paulo*. Retrieved August 15, 2013, from <http://www.prefeitura.sp.gov.br/cidade/secretarias/educacao/cme/pareceres/index.php?p=958>

¹⁵ In Portuguese, *Associação Presença da América Latina*

Committee for Immigrants and Refugees was created with the objective of gathering stakeholders involved in the inclusion and promotion of human rights with migrant and refugee communities, as well as generating a space for debate¹⁶, coordinated by the Municipal Commission for Human Rights in São Paulo. That same year, the Municipal Secretariat for Human Rights and Citizenship organized a special guidance service on the migratory regularization in the central region of São Paulo, as well as a task force in the region of Pari, where many immigrants live¹⁷. One of the outputs from this mobilization was a guide published in four languages (Portuguese, English, French, and Spanish) with the objective of informing migrant populations on the procedures and requirements for the 2009 Amnesty Law¹⁸. No more information was found on the Committee, but one respondent confirmed that it no longer exists.

Also in 2009, the municipality signed the Pact Against the Precariousness and for Employment and Decent Work in São Paulo – Productive Chain of Clothing Industry (*Pacto Contra a Precarização e pelo Emprego e Trabalho Decentes em São Paulo – Cadeia Produtiva das Confeccões*)¹⁹. Among the signatories were associations of retailers, organizations that provide support to migrants and refugees, as well as ministries and large retail stores.

The policy review identified the existence of Brazilian language and culture courses offered by the Secretariat for Human Rights and Citizenship in 2010²⁰. The course took place within the framework of the project “*Brasildades: our language and culture for non-Brazilians*” (“*Projeto Brasildades: nossa língua e cultura para não brasileiros*”), in partnership with the Sub-prefecture of Lapa – Department of Culture, the Cellep network of language education, and Rotary International. There was mention of a desire to continue in 2011, but no further information was found. None of the respondents in São Paulo had knowledge of these courses. Moreover, at the time this study was written, the website from which the information was retrieved was no longer available. This could be due to the recent changes within the structure of the Secretariat for Human Rights and Citizenship.

¹⁶ León Contrera, X. I. (2008, January). Projeto inovador: Comitê Paulista para Imigrantes e Refugiados foi lançado. *Jornal da CMDH - Informativo Bimestral da Comissão Municipal de Direitos Humanos*, pp. 3–4. São Paulo-SP.

¹⁷ Regularização Migratória: Lei de Anistia. (2009, November 25). *Portal da Prefeitura da Cidade de São Paulo*. Retrieved August 15, 2013, from http://www.prefeitura.sp.gov.br/cidade/secretarias/direitos_humanos/noticias/?p=11835; and Regularização Migratória. (2009, November 12). *Portal da Prefeitura da Cidade de São Paulo*. Retrieved August 15, 2013, from http://www.prefeitura.sp.gov.br/cidade/secretarias/direitos_humanos/noticias/?p=11112, respectively.

¹⁸ León Contrea, X. I. (2009). *Lei da Anistia - Orientação Geral*. (A. Aparício & L. Edimo, Trans.) (p. 48). Comitê Paulista para Imigrantes e Refugiados. Retrieved from http://www.prefeitura.sp.gov.br/cidade/secretarias/upload/comite%20imigrantes%20-%20miolo%20-%20v1bx_1256575132.pdf

¹⁹ Superintendência Regional do Trabalho e Emprego em São Paulo. (2009, July 24). Pacto Contra a Precarização e pelo Emprego e Trabalho Decentes em São Paulo – Cadeia Produtiva das Confeccões. *Repórter Brasil*. Retrieved June, 2013, from <http://reporterbrasil.org.br/2010/03/pacto-contra-a-precarizacao-e-pelo-emprego-e-trabalho-decentes-em-sao-paulo-cadeia-produtiva-das-confeccoes/>

²⁰ Aulas de Português para Estrangeiros. (n.d.). *Portal da Prefeitura da Cidade de São Paulo*. Retrieved June, 2013, from http://ww2.prefeitura.sp.gov.br/cidade/secretarias/direitos_humanos/projetos/index.php?p=25331 [No longer available]

Municipal Coordination Office for Migrant Policies

In May of 2013, the Secretary for Human Rights and Citizenship of the city announced the creation of a Municipal Coordination Office for Migrant Policies. The city will also host the National Conference on Migrations and Refuge²¹ in 2014. The Coordination Office emerged from a compromise made by the current Mayor, Fernando Haddad, during his electoral campaign, by meeting with migrant groups and accepting their claims. The Office aims at planning migrant policies through the establishment of guidelines, and coordination between institutions, always within the context of promoting and defending human rights principles.

Since it is relatively new, the Coordination Office has not yet developed any policies and seems to be unaware of some of the other existing initiatives in the city, often involving municipal agencies. However, several projects are under negotiation. One of the most relevant is a partnership with Caixa Econômica Federal, a public banking institution²², for improving access to bank accounts for immigrants who are in the process of regularization. During the regularization process immigrants and asylum seekers are given a document protocol that has the aspect of a “paper flyer”, which generates distrust regarding their legal situation. The partnership with Caixa Econômica Federal aims at reviewing the documentation required by banks to open an account. This project is a direct response to the tragedy which occurred on June 29th 2013, when a family of Bolivian immigrants was burgled for money that they kept in the house and resulted in the death of their son²³. Keeping large quantities of cash at home is a common practice among immigrants and may lead to dangerous situations.

Another initiative envisaged is the establishment of partnerships with consulates, for the dissemination of information regarding the special Mercosul agreements on residency rights. Together with the Ministry of Justice, the Coordination Office envisages the design of information brochures aimed at public agents in the area of education, healthcare and social assistance. Finally, the Office is also considers the creation of permanent forums for participation of migrant and refugee groups in the near future.

Diversity

On the cultural aspect, São Paulo is very active in recognizing diversity. The city incorporates into its calendars various festivities linked to migration, refugee and cultural exaltation of the different collectivities that co-inhabit the metropolis. A review of the city's

²¹ São Paulo ganha Coordenador Municipal de Políticas para Migrantes. (2013, May 23). *Portal da Prefeitura da Cidade de São Paulo*. Retrieved June, 2013, from

http://www.prefeitura.sp.gov.br/cidade/secretarias/direitos_humanos/noticias/?p=7114

²² The interviewee requested that the name of the bank not be mentioned. However, between the time of the interview and the release of the report, the partnership was made public, and the name of the institution was made publicly available.

²³ Morte do menino boliviano: suspeitos de participar do crime são detidos. (2013, June 29). *Globo*. Retrieved August 15, 2013, from <http://extra.globo.com/noticias/brasil/morte-do-menino-boliviano-suspeitos-de-participar-do-crime-sao-detidos-8854314.html>

cultural calendar revealed more than 40 festivities that happen every year; i.e. Day of Chinese Immigration (October 7th), Day of the Jewish Immigration (March 18th), Lithuania Day (March 11th), Day of the Patron Saint of Bolivia (1st and 2nd Saturdays in August), Week of the Canary Islands (September 6th), among others²⁴. Whenever possible, the Coordination Office, along with other institutions within the Municipal Government, collaborates in the organization of the festivities. In addition, the Museum of Immigration, organizes the Annual Immigrant Festival.

Lack of knowledge regarding the role of the municipality in actions for the integration of migrants and refugees was expressed by some of the respondents. This is evidence of the small role the city has been playing in the matter until now.

Businesses

Businesses are involved in the integration of migrants and refugees in different ways; be it through employment, corporate social responsibility, or through the direct provision of services.

Relocation Services

Expatriate is the term used to refer to individuals who are hired by a company and transferred abroad, usually for a determined period of time. This category of migrants is characterized by higher earnings and more benefits offered by companies in order to incentivize mobility among its workforce. Hiring companies may assist their workers during the transition process directly through the human resources division. However, they may also make use of relocation services, companies that provide specific services to assist expatriates in their move. In São Paulo, five companies providing such services were identified, one of which agreed to participate in an interview.

Differance has been working in the sector for six years, offering a range of services that they categorize in two: hard services and soft services. While the first category includes assistance in documentation, housing, and schooling (for children); the latter refers to intercultural training. The relocation company offers intercultural workshops with an innovative historical approach in the city, which includes tours in the historical centre, visits to the Portuguese Language Museum, and contextualization of the Brazilian “way of being” through historical facts. In São Paulo companies are reported as not being fully aware of the benefits of providing expatriates with such services, often seeking relocation services a year or two after the expatriate has already arrived in order to deal with sudden problems. Only one in four expatriates has a successful transition to a new country. This information is extremely relevant, because expatriates that fail to fulfil their work plan abroad represent both a monetary and a productivity liability for the company. Differance

²⁴ Calendário de Datas Oficiais da Cidade de São Paulo. (2013). *Câmara Municipal de São Paulo*. Retrieved August 15, 2013, from <http://www.spturis.com/calendario/eventos.php>

aims at customizing the relocation service to meet the specific needs of each expatriate and their families. The company also engages in partnerships with other businesses, in order to provide specific services such as translation and documentation. Other companies identified as being active in this field, offer similar services to expatriates, but not all of include the intercultural training, focusing more on the “hard” services. Furthermore, some of the clients that make use of these services include world renowned companies such as: Alpargatas Havaianas, Deloitte, Nestlé, Odebrech Engenharia e Construção, Vale Fertilizantes, Braskem, A.R.G., Boehringer-Ingelheim, Bombrill S.A, United Airlines Inc., Votorantim S.A., among others²⁵.

Refugees as a source of labour

The company Primolar Furniture is located in Santo André, 20 km from São Paulo and just outside the metropolitan area. In partnership with ADUS, Primolar has been hiring refugee workers due to the lack of availability or willingness of national labourers to occupy job vacancies. Primolar requires no previous experience, making this a perfect opportunity, even for newly arrived refugees. At the time of the study, out of the 45 employees, 11 were refugees. Refugees are hired under the same conditions as Brazilian workers. Primolar shows awareness regarding integration needs of refugees: during the hiring process, the human resources department spends time explaining Brazilian culture and customs. They also provide some assistance for refugees in finding housing, sometimes producing furniture for them or giving them an advance in salary to allow them to cover transportation and food costs at the beginning. However, these attitudes are not institutionalized, and it is argued that if this were the case, Brazilians would have to be eligible for the same benefits.

ADUS partners with other companies throughout the state of São Paulo, as well as companies all over Brazil to provide labour opportunities for refugees.

Similarly, EMDOC has a project for the integration of refugees in the Brazilian labour market. EMDOC is a specialized consultancy in the area of immigration to Brazil, transfers of Brazilians abroad and relocation²⁶. Apart from offering relocation packages, in 2011 EMDOC signed a partnership with UNHCR named PARR – Support Programme for the Relocation of Refugees²⁷. This innovative programme, funded by EMDOC, started in October 2011 motivated by the fact that the company’s president was a “socio-economic refugee” (term used by the respondent). The programme is executed by partners, and consists of a website in which refugees may upload their CVs and express their desire to work. Their profiles are then visible to companies who are interested in hiring. Mediation takes place through Cáritas, which is responsible for evaluating the profile of the refugee

²⁵ Diferance, n.d., *Clientes*. Retrieved August 15, 2013 from <http://www.diferance.com.br/clientes.php>

²⁶ EMDOC - Mobilidade superando fronteiras. (2012). Retrieved August 15, 2013, from <http://www.emdoc.com/index.php>

²⁷ ACNUR e EMDOC lançam projeto para facilitar contratação de refugiados no Brasil. (2011, October 6). *ONU Brasil*. Retrieved August 15, 2013, from <http://www.onu.org.br/acnur-e-emdoc-lancam-projeto-para-facilitar-contratacao-de-refugiados-no-brasil/>

and the vacancy and verifying the possibility of employment, together with the UNHCR. Until the date of the interview, the Programme had assisted 24 refugees, and registered 217 CVs, as well as 44 companies.

Through the Programme, labour incorporation includes an “interculturalization” course in which refugees are informed about the interview process which they must go through in order to be employed, local legislation concerning labour, as well as myths and customs related both to Brazilian culture in general and in the workplace. Refugees are also entitled to attend a language course, provided in partnership with SENAC. Once a candidate is selected for participation, and is hired by the company, EMDOC provides for a follow-up evaluation 45 days into employment. EMDOC believes it is necessary to break the refugee circuit; companies must realize the potential that refugees provide, once they often speak more than one language, are willing to work and take up operational jobs.

This programme falls under EMDOC’s Corporate Social Responsibility strategy and is run exclusively by volunteers, with the exception of one employee who is responsible for the mediation between Cáritas, EMDOC and the refugees. In future years, EMDOC hopes to be able to create an NGO that can manage this programme, alongside others that may be created under the company’s CSR. It is also studying the possibility of increasing the scope of the programme to other major cities in Brazil.

Other business initiatives

Other companies identified in this study were identified as being involved in the integration of migrants and refugees through partnerships with civil society. That is the case of Wizzard, a language school franchise which provides ADUS with teacher training for their volunteers and study material for refugees taking Portuguese classes. In this same partnership, a Preparatory School is involved in providing the physical space for the classes to take place in. The Instituto Bombril, has offered vocational training vacancies within their project “*Casa: seu futuro com mais brilho*”²⁸ for migrant women who wish to be trained in domestic service through a partnership with Missão Paz. Since 2008, Differance is also has a partnership with the NGO Conectas, to provide intercultural workshops for African exchange students. Other initiatives include private universities offering vacancies for migrants and refugees, as well as a tourism company, SP Tours, providing ADUS with transportation for refugees to participate in cultural activities.

Third actors

Civil society is greatly engaged in migration and refugee issues in the city of São Paulo, including NGOs and faith based organizations. Although initially not envisioned in this study, three representatives from civil society were interviewed in São Paulo: ADUS,

²⁸ Casa: Seu futuro com mais brilho. (2011). *Bom Bril Mulheres*. Retrieved August 15, 2013, from <http://www.casabombril.com.br/projeto>

Missão Paz and Cáritas. Whereas the first is relatively new in the field (being operative since October 2010), the other two have accumulated many years of experience: Missão Paz started by assisting Italian immigrants as early as 1939; and Cáritas has been dealing with the issue of refuge for close to 25 years.

These institutions are responsible for the provision of a great majority of services and programmes aimed at migrant and refugee integration. Their interviews also show that they have a well-designed and established framework for delivering such programmes, a consequence of years of experience, with clear guidelines for the services. Over time, they have also acquired the trust of migrant communities, which facilitates access to those in greatest need and vulnerability.

The Casa do Migrante is a reception service initiated in 1978 by the Scalabrini fathers to meet the demand created by intense internal migration flows from other regions of Brazil to São Paulo. In the 1980s, the centre started receiving international migrants, which now account for 90 per cent of those welcomed by the centre together with refugees and asylum seekers. The centre functions in a similar way to a hostel, providing additional services to address the specificities of migrant groups. Other services offered include language courses, vocational training and the celebration of festivities. The Casa is run and maintained by a staff of 13 in addition to 10 rotating volunteers. The Casa do Migrante provides essential services to newly arrived migrants and refugees, and may have important positive impacts on these migrants' further experience in the host city. It addresses different challenges such as initial housing of migrants and refugees, and facilitates access to different services offered both by the hostel itself and by other stakeholders. The hostel has proven successful and still fills a gap in local policy. This initiative is highly transferrable due to its simple and commonplace nature and may be implemented in partnership with various stakeholders.

ADUS is an NGO for the integration of refugees in the city of São Paulo that has adopted the partnership model to overcome a lack of funding since its creation in 2010. One of the most important areas of engagement in partnerships refers to the economic dimension of integration policy. By raising awareness in the business world, ADUS has been able to establish numerous partnerships with companies in São Paulo and its Metropolitan area, as well as raise interest among companies from other parts of Brazil. Some of the companies mentioned as having successfully incorporated refugees into their workforce are: Primolar, Moniz and Golden Tulip Hotels. Despite not having been evaluated formally, this project was well received by both the refugee community and the business sector. From the business perspective, this project also addresses the lack of national labour interested in filling some of the vacancies offered. This project is highly transferrable not only to other cities of Brazil, as is happening, but also to other cities worldwide. So long as businesses are made aware of the benefits integration of migrant communities can bring them, and there is a partner to mediate, this model could be replicated anywhere. The relevance of this project is offering refugees not only employment opportunities, but also “lifelong opportunities”.

Partnerships

No public-private partnerships were identified in the city of São Paulo between municipal agencies and businesses. However, stakeholders from the civil society who have more extensive experience in the field of migration and refugees have been able to establish lasting partnerships both with other members of civil society, as well as with the business sector. For instance, the partnership between SESC Carmo-SP, Cáritas and SENAC has been on-going for close on 15 years. This partnership was initially signed between the three institutions in order to attend to the immediate needs of recently arrived refugees in the city of São Paulo. Currently, it provides Portuguese language courses and vocational training for refugees set up by Cáritas, as well as Missão Paz, and ADUS. ADUS has also been very active in establishing partnerships, partly in order to solve the issue of lack of funding for integration programmes. The success of partnerships for employment of refugees can be seen through the numerous businesses that have shown interest in hiring refugees. Another indicator for success is that the word is being spread. Primolar started hiring refugees after hearing about the opportunity from a fellow business owner.

Furthermore, Missão Paz observed that until 1996, the Casa do Migrante, together with the Centre for Migratory Studies, received 50 per cent of their funding from the city government. However, the partnership was broken when the municipality started demanding that the hostel reserve vacancies for the homeless and other vulnerable communities. While in no way is Missão Paz against helping other vulnerable populations, it believes that migrants and refugees have different needs and characteristics, and as such should have a space of their own.

The company Differance tried to establish a partnership with the city in order to offer voluntary services for irregular migrants in 2008, but received no reaction.

Conclusion

As identified in the literature, one of the main challenges, not only in São Paulo, but also in Brazil as a whole, is the collection of precise data on the numbers of existing immigrants. This is shown in the discourse of all of the respondents regarding the current migration patterns in the city. Despite official data stating that only close to 150,000 immigrants live in São Paulo, the respondents suggested that Bolivians alone account for between 250 and 300 thousand immigrants. Other groups are also mentioned as being underestimated, as is the case with Senegalese immigrants; official data estimates 100 individuals, but there is evidence that the community is close to 2,000 members. It was observed that there is no monitoring of immigrants in São Paulo, making the reality about immigration in São Paulo “a great mystery”. The Coordination Office is currently negotiating a partnership with the University of São Paulo, with the faculty of International Relations, in order to develop a diagnosis of the current situation of immigrants in the city in an effective way.

Interviewees stressed that addressing matters of migration and refuge at the municipal level is extremely new. In Brazil, migration has always been viewed from the aspect of regularization and documentation. However, issues relating to migrant integration take place in the context of city. This is in accordance with the literature reviewed (Caponio & Borkert, 2010; Hamberger, 2009; Maytree Foundation, 2012; Penninx, 2009; Singer, 2012).

Another important challenge to the identification and study of good practices is the fact that stakeholders involved in migrant and refugee integration do not have systematic ways of evaluating the success of the programme or policy.

Data collected for this case study shows, on the one hand, increasing interest by the municipal government to engage in promoting policies for migrants and refugees, including integration policies. On the other hand, there is evidence that more and more businesses have been establishing partnerships with civil society on the issue of migrant and refugee integration. Results from this study show that motivation can be both linked to the need for labour, as to the principles of CSR. There is also the case of relocation companies who have great expertise in offering tailored integration programmes to expatriates. Municipal action in this field is fairly recent, but has great potential if there is a willingness to engage with the existing stakeholders, as well as to learn from the successful practices identified.

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