

**The Legal Framework and Institutional Assistance for
Refugees in Brazil since the Mid-Twentieth Century**

The Impact on Refugee Integration and Assistance

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IMTP-Magazine on Migration Issues®
(Summer 2014)

Suggested citation: Savabi, Heidi. "The Legal Framework and Institutional Assistance for Refugees in Brazil since the Mid-Twentieth Century: The Impact on Refugee Integration and Assistance." *IMTP-Magazine on Migration Issues* (Summer 2014).

Abstract

This paper examines the evolution of refugee protection and assistance in Brazil with a focus on primary actors involved. Over the course of the last half-century, the government, international organizations, and non-governmental organizations became more integrated. Moreover, refugees have been more widely accepted and have been provided care and services more effectively in Brazil. In spite of the positive progression of Brazil's refugee program, challenges remain, especially in terms of the refugee labor market, education, and societal integration.

Background¹

Brazil is a strategic country to study in terms of modern discourse and action related to refugees because in South America, the country has “been the pioneer to regulate protection to refugees”.² Brazil was the first country in the region to adopt the UNHCR Convention of 1951³ and the second country in South America to join the Protocol of 1967.⁴ Brazil was also the first country in South America to regulate domestic refugee protection, ratifying the United Nations' main international instruments of protection.⁵ Although it did not sign the Cartagena Declaration of 1984, Brazil has applied the Declaration's expanded definition of ‘refugee’ since 1989.⁶ Additionally, Brazil was the first country in the region to create specific national laws on refugees.⁷ Brazil has also been recognized as an emerging resettlement⁸ country since the start of the twenty-first century.⁹

Research Strategy and Research Questions

I will pursue a qualitative research strategy and conduct archival research and content analysis throughout this paper in order to follow historical trends that have influenced Brazil's refugee laws, participation in international agreements, and the extent of organizational involvement related to refugee protection and assistance in Brazil. Various resources will be utilized to gather information, including but not limited to academic journals, non-academic

periodicals, legislation, scholarly books, and sources from organizations such as the UNHCR. Further, using existing research, available data, and content analysis, I will identify refugee integration in the country over the same period.

This paper addresses specific issues concerning legislation related to refugees and assistance to refugee groups in Brazil by focusing on the following questions:

- 1) How has refugee law and institutional assistance in Brazil evolved since the 1950's?
- 2) Who have been the actors involved and what patterns of cooperation exist?
- 3) What integration efforts and assistance have refugees in Brazil historically enjoyed since the mid-twentieth century?

Structure of the Paper

The literature (Andrade 1998; Andrade and Marcolini 2002; Jubilut 2006; Jubilut and Apolinário 2008; Moreira 2010; Nogueira and Marques 2008; White 2012) shows that, in a limited amount of time, Brazil improved significantly in terms of laws related to refugees and institutional assistance for refugees. The international community, non-governmental organizations, and national governments are the three main sources of protection and assistance for refugees in Brazil.¹⁰ This paper will initially analyze international organizations and non-governmental organizations as contributors to the protection and assistance of refugees in Brazil. Next, it will examine the government's progression in terms of refugee policy and assistance since the mid-twentieth century. In spite of the considerable evolution of refugee protection and assistance in Brazil,¹¹ this paper will show that refugee acceptance has been limited and social services have not been effectively distributed to refugee populations (Arruda 2013; Ingleby 2005; Loue and Sajatovic 2012; Moreira 2005; Pacheco et al. 2010). Moreover, certain

legislation in Brazil, notably the Refugee Act of 1997, is extremely progressive on paper and in theory.¹² However, Brazil is notorious for passing progressive laws and often faces challenges with their implementation. Actual application of refugee laws and international initiatives, along with possible improvements, will be discussed in the conclusion of this research.

The Refugee Situation and Brazil

One of the main difficulties the international community has encountered since the start of post-World War II approaches to human rights in the mid-twentieth century has been to accurately define which migrants are refugees in need of international protection and assistance.¹³ The term “refugee” is a category distinctly defined by various states and international organizations.¹⁴ For example, the UNHCR 1951 Convention,¹⁵ 1967 Protocol relating to the Status of Refugees,¹⁶ and the 1984 Cartagena Declaration on Refugees¹⁷ each specify and have influenced the development of definitions and treatment of refugees in Brazil.¹⁸ In the early years of discourse on refugees’ human rights, most notably in the UN Convention of 1951, the definition of the term *refugee* applied only to Europeans.¹⁹ However, according to Michael Dummett,

All conditions that deny someone the ability to live where he is in minimal conditions for a decent human life ought to be grounds for claiming refuge elsewhere [and]... justice... requires extending a right to admission to those seeking to escape not just desperate straits where life and limb are under immediate threat but also those fleeing the poverty that afflicts much of the Third World.²⁰

Definitions and international discourse on refugees’ human rights have evolved and have generally become more inclusive. In the case of Brazil, the current legal definition rests in article 1 of the Refugee Act of 1997; an individual is considered a refugee if:

- due to well-founded fears of persecution for reasons of race, religion, nationality, social group or political opinions, he or she is out of his or her country of nationality and cannot or does not wish to rely on the protection of such country;
- having no nationality and being out of the country where he or she had previously retained permanent residence, cannot or does not wish to return to such country based on circumstances mentioned in item I above;
- due to severe and generalized violation of human rights, he or she is compelled to leave his or her country of nationality to seek in a different country.²¹

Brazil's definition of 'refugee' follows criteria similar to the 1951 UN Convention and its 1967 Protocol.²²

In Brazil, some individuals who do not conform to the government's definition as a refugee have historically been offered protection and assistance regardless. Non-governmental organizations and international organizations provide various forms of assistance to migrants who have not formally been recognized by the government as refugees. The government often funds the assistance provided and individuals who are supported are referred to and treated as refugees, whether or not they have been awarded the legal status. For this reason, I will utilize a more comprehensive definition of the term refugee for my general discussions in this paper.

In order to adequately address the complexities of refugee situations since the mid-twentieth century,²³ this paper refers not only to the legal definition, but also to Zolberg's sociological definition of a refugee; "on a sociological basis, that is, according to criteria grounded in observable social realities, independent of any determination by official bodies or by the refugee's own claims".²⁴ In other words, an individual is considered a refugee if he or she is a victim of events for which he or she "cannot be held responsible"²⁵ and is consequently "forced abroad in order to survive, either because their own state is the cause of their predicament or because it is unable to meet...basic requirements".²⁶ This definition can guide our understanding and expectations of how to adequately address "the refugee problem".²⁷

Brazilian Refugee Policy

Early Refugee Policy

Brazil's formal involvement in modern refugee matters began with the establishment of the UN High Commissioner (UNHCR) for refugees in 1950.²⁸ Brazil was one of 70 members of the Executive Committee of the Higher Commissioner's program.²⁹ Brazil, along with Venezuela, was one of the first South American countries to be part of the Executive Committee of UNHCR.³⁰ During this initial stage, Brazil only offered refugee status to Europeans and NGOs were largely responsible for what little refugee assistance was provided. Despite appearing exceptionally committed to international refugee protection, Brazil applied discriminatory policies in its early years of formal refugee protection. Brazil maintained the 1951 Convention's geographic reservation to only permit refugees of European descent, even after signing the 1967 Protocol, which eliminates such restriction.³¹

Further, with the installment of military rule in 1964, Brazil "moved away from the UN system regarding human rights protection...taking defensive positions towards international bodies on human rights in its external policy".³² In fact, although Brazil adopted international refugee laws, the government did not implement them or respect their provisions during the dictatorship.³³

The military dictatorship avoided assisting Latin American refugees from politically motivated armed conflicts.³⁴ In the 1970s and 1980s there were a large number of refugees escaping neighboring Latin American nations "due to the persecution of populations following the establishment of non-democratic regimes".³⁵ Even though Brazil was a major recipient of European refugees, it only "granted 'tourist visas', which allowed the provisional stay of 90 days in the country while waiting to be resettled in a third country."³⁶ Transient refugee policies

included “about 20,000 Argentines, Bolivians, Chileans and Uruguayans [being] resettled from Brazil to Australia, Canada, Europe, New Zealand and the US”.³⁷

During this period, geographic limitations hindered the UNHCR’s ability to assist and resettle refugees in Brazil. From the late 1970s to 1990s, there was no UNHCR office in Brazil, only a regional office in Buenos Aires, Argentina.³⁸ Government inaction and UNHCR limitations put pressure on NGOs to provide assistance to refugees. NGOs were particularly involved in refugee assistance in Brazil during this period because of their flexibility as independent entities.³⁹

With the return to civilian rule in 1985, Brazil began emphasizing the importance of refugee issues.⁴⁰ This period was marked by groundbreaking changes in refugee policy with Brazil’s acceptance of a broader refugee definition and without a regional restriction. The constitution of 1988 established Brazil’s “openness and political will to continually improve its policies and laws regarding the protection of refugees...proving that it is possible to combine governmental needs and the offer of protection and integration to those in need”.⁴¹ However, the country had not yet begun widespread assistance or integration programs for refugees beyond efforts by institutions independent from government.

In 1997, Brazil demonstrated to the international community its dedication to refugee assistance by creating a specific Refugee Act. The Refugee Act of 1997 “allows for a better correspondence between legal provisions, local conditions and the needs of refugees”.⁴² Additionally, it marked refugee inclusion in Brazil’s social services, including access to public hospitals. The Refugee Act of 1997 formally established Brazil’s tripartite structure for refugee policy with CONARE (the government organization that adjudicates refugee status applications)⁴³ involving UNHCR, the government, and NGOs. Brazil’s modern refugee policy

structure is considered one of the fairest and most democratic in the world”.⁴⁴

In spite of having to work under a regional office in Buenos Aires, Argentina, the UNHCR remained active in Brazil’s refugee policy and the government signed an agreement with the UNHCR in 1999 to begin a formal, domestic, refugee resettlement program.⁴⁵ In addition to the strengthening of UNHCR activity in Brazil, the country has become involved in various international treaties. For example, in 1992, Brazil joined the International Covenant on Civil and Political Rights, the International Covenant on Economic, Social and Cultural Rights, and also the American Convention on Human Rights. Brazil also actively participated in the Second World Conference on Human Rights held in Vienna in 1993.⁴⁶ In 2004, the UNHCR office formally reopened in Brazil and the UN’s refugee agency in Brazil (ACNUR) has maintained active involvement since.⁴⁷ Brazil is credited with having proposed the Mexico Plan of Action Regional Solidarity Resettlement Program in 2004.⁴⁸ More recently, Brazil participated in refugee integration discussions in Mercosur⁴⁹ in alignment with the Brasilia Declaration on the Protection of Refugees and Stateless Persons in the Americas in 2010.⁵⁰ Discussions resulted in the regional body developing a Declaration of Principles on the International Protection of Refugees in 2012, which asserts the adoption of Cartagena’s wider definition of a refugee, and the creation of national and regional resettlement programs, as well as a “commitment to non-refoulement; respect for age, gender and diversity inclusion principles”.⁵¹

NGO’s became more active during this period as well. In the early 1990s, NGOs and the UNHCR planned a ‘partnership in action’ (PARinAC), which “included recommendations for the coordination of protection activities, the joint development of protection priorities and strategies, and the strengthening of the complementarity of UNHCR and NGO protection

activities”.⁵² In addition, UNHCR and various NGOs worked together on the Global Consultations on International Protection on the 50th anniversary of the 1951 UN Convention relating to the Status of Refugees.⁵³ In 1997, Brazil’s Refuge Act formally incorporated non-governmental organizations and international organizations in the government’s determination of refugee status (Article 2).⁵⁴ The federal government began financially supporting such organizations in 2007 with a contribution of about \$350,000 US to CONARE, which transferred funds to Caritas and provided resettled refugees with financial support and help finding jobs and housing.⁵⁵ As actors in Brazil became more integrated in terms of refugee protection and assistance, the country’s refugee program improved; more refugees were accepted as shown by UNHCR reports (detailed later in this paper) and access to assistance was more widespread.

Brazil has made considerable human rights contributions by protecting and assisting large numbers of refugees beginning with European migrants after the Second World War and over the years, the UNHCR encouraged Brazil’s government to accept other populations of concern. For example, despite the geographical limitation, in 1979 and 1980, Brazil received about 150 Vietnamese refugees who were accepted as immigrants thanks to the influence of the UNCHR.⁵⁶ More recently, significant numbers of refugees from Angola, Afghanistan, and Haiti among others have been received in Brazil.⁵⁷ It is important to note, however, that many refugees have been turned away by Brazil’s government for political reasons, based on their country of origin. For example, in 2002, after a peace agreement ended civil war in Angola, Brazil’s government began to reject asylum seekers in genuine need of refuge, in order to “maintain good political relations”.⁵⁸ Refugee acceptance remains imperfect in Brazil and country of origin can affect whether those in need of refuge are granted asylum.

Unfortunately, refugee assistance has historically been very limited around the world. António Guterres, former prime minister of Portugal and United Nations High Commissioner for Refugees (UNHCR), explained that “the precarious situations more than 6 million refugees face today, extensive camp stays, the inability to repatriate, inadequate healthcare and education, and human trafficking and violence”.⁵⁹ The solution should be refugee integration into their country of refuge. Specifically, refugees should have access to “health and all the other services of a government in the same way that local people do”.⁶⁰ Those who fit the sociological framework of refugees are provided health care assistance by NGOs and UNHCR services in Brazil. The government also funds and supports many of the organizations that provide health care assistance. Asylum seekers and refugees are included in Brazil’s social services and provided access to public hospitals, as is offered to Brazilian citizens.⁶¹ Brazil’s refugee protection system should be seen as a model for the evolution of International Refugee Law and protection at large.⁶²

Table 1: Primary Actors' Involvement in Protection and Assistance of Refugees in Brazil Since the 1950s*

	International Organizations	Non-governmental Organizations	Brazilian Government
Post World War Period 1950s+	UNHCR Convention on the Status of Refugees was established in (1951) UN 1967 Protocol on the Status of Refugees (1972)	Caritas (1956) The Father Antonio Vieira Society of the Company of Jesus	
Dictatorship 1965-1985	UNHCR activity from regional office in Buenos Aires, Argentina (1970s -1990s)	The Brazilian Bar Association The Brazilian Press Association The Commission for Justice and Peace	
Re-democratization 1985+	Partnership in Action (PARinAC) (1990) International Covenant on Civil and Political Rights (1992) International Covenant on Economic, Social and Cultural Rights (1992) American Convention on Human Rights (1992)	Reach Out Refugee Protection Training Project International Rescue Committee's Surge Project	The Constitution of 1988 394 Inter-Ministry Rule Brazilian National Council of Immigration (1988)
Last 20 years 1994-2014	Reopening of UNHCR office in Brazil (2004) Mexico Plan of Action Solidarity Resettlement Program (2004) Brasilia Declaration on the Protection of Refugees and Stateless Persons in the Americas (2010) Declaration of Principles on the International Protection of Refugees (2012)	Ação Comunitária no Brasil Chamber of Commercial Entrepreneurs Instituto Migrações e Direitos Humanos de Brasil National Association of Enterprise National Association of Commerce	Brazil's Refugee Act of 1997 CONARE 'National Committee for Refugees' Foreigners' Decent Work Program Emergency Resettlement Procedure (2005)

Sources: Table prepared by author based on information gathered from various sources including, Arruda 2013; Ingleby 2005; Loue and Sajatovic 2012; Moreira 2005; Pacheco et al. 2010.

*All mentioned terms are defined in the glossary. Dates mentioned correspond with Brazil's ratification or implementation. This chart is not exhaustive.

Re-Democratization and Refugee Policy

The military government lasted from 1964 to 1985.⁶³ When Brazil's military dictatorship initially turned over the government to a civilian regime, the newly democratic Brazilian

government considered refugees the UNHCR's responsibility and not their own.⁶⁴ Re-democratization occurred gradually over the period of ten years and during this time, there were significant changes to Brazil's human rights agenda. In 1981, the government established the Brazilian National Council of Immigration (CNIg), which was in charge of immigration matters.⁶⁵ Three years later, "refugees were allowed to stay on Brazil's national territory for an unlimited amount of time while awaiting resettlement in other countries".⁶⁶ A few other landmarks of Brazil's refugee assistance programs include the government's more comprehensive inclusion of refugees as a consequence of the 1984 Cartagena Declaration,⁶⁷ "the approval of the Federal Constitution in 1988; and the lifting of the geographic and temporal restrictions in 1989".⁶⁸ Additionally, the UNHCR and NGOs became increasingly incorporated in government decisions on refugee matters. For example, in 1986, with the assistance of the UNHCR, about 200 Iranians were resettled in Brazil.⁶⁹ Brazil had no legal obligation to accept Iranians as refugees but resettled the group anyway, demonstrating government actors' independent recognition of a groups' need for protection and assistance.

In 1988, Brazil's newly drafted constitution incorporated important principles of human rights.⁷⁰ Specifically, the Constitution includes protections of "the 'dignity of the human being' (Article 1) and the obligation to promote the welfare of all without discrimination (Article 3), as well as the prevalence of human rights and the concession of political asylum (Article 4, II and Article 4, X, respectively)".⁷¹ Further, in Article 5, all people are established as equal before the law "without discrimination of any kind and assures the inviolability of the rights to life, to freedom, to equality, to safety and to property of Brazilians and resident foreigners alike".⁷² Thus, on the basis of rights granted to both Brazilians and foreigners, those in search of refuge can exercise all of the guarantees and responsibilities of the Brazilian juridical system. Re-

democratization, the 1988 Federal Constitution, and the evolution of human rights in Brazil contributed to the evolution of Brazil's refugee policy and eventually, the creation of a comprehensive Act on refugee status determination.

The Refugee Act of 1997

As aforementioned, during the early stages of Brazil's modern refugee policy, the country adopted a geographic reservation stipulating the acceptance of exclusively European refugees. In light of Brazil's newfound emphasis on human rights, the government finally withdrew the geographic restriction in 1989, consequently providing refugee status to asylum seekers from all over the world.⁷³ From the early 1990s until 1997, Refugee Status Determination "in Brazil was regulated by... Inter-Ministry Rule 394 (and not by a specific bill), and was conducted mainly by UNHCR".⁷⁴ After 1997, Brazil's Refugee Act expanded refugee rights and established more government involvement through "a specific administrative process for the granting of refugee status, involving both UNHCR, which analyzed the individual cases, and the Brazilian Government, which gave the final decision on the matter".⁷⁵

Following the adoption of a more comprehensive refuge definition from the Cartagena Declaration and the decision to withdraw the geographic restriction of the 1951 Convention, Brazil immediately experienced an increase in refugee arrivals from non-European countries. For example, between 1992 and 1994 nearly 1,200 Angolans fleeing civil war arrived in Brazil in search of refuge.⁷⁶ Many Angolans became refugees after a troubled period of elections in Angola and were accepted as refugees in Brazil despite not meeting the traditional definition of a refugee according to the 1951 Convention,⁷⁷ This marked a pivotal transition in Brazilian refugee policy to a more universally accepting country of refuge.

In 1997, Brazil established a progressive National Refugee Act⁷⁸ that was the first

national law on the matter in the region.⁷⁹ Previously, the UNHCR and various NGOs were mostly responsible for refugee status and welfare. However, those organizations cannot perform official acts such as, grant asylum, provide settlement, or even gain access to information about certain refugee situations⁸⁰ Brazil's 1997 Refugee Act established a new procedure for refugee status determination in that country and gave the government "full responsibility for refugee matters... [including the] initiation of the procedure, eligibility interview, provisional and definitive documentation and eligibility decision, most of which was previously carried out by UNHCR".⁸¹ Additionally, the Act established the 'National Committee for Refugees' (CONARE), to be responsible for eligibility decisions and for determining the claims of the petitioners.⁸²

Brazil's Refugee Act of 1997 "includes the expanded definition of the Cartagena Declaration".⁸³ National law established by the Act "translates the main universal protection clauses to the Brazilian legal system [and] enlarges the traditional protection by establishing the possibility of recognizing a person as a refugee due to gross violations of human rights".⁸⁴ The Act generally follows the same criteria as the 1951 UN Convention but with a few major alterations.

First, "the 1997 Refugee Act was the first legislation in South America to consider 'severe and generalized violations of human rights' as legitimate grounds for refugee status and became a model for other countries in the region".⁸⁵ According to Article 7 of Brazil's 1997 Refugee Act, the "possibility of making a request for refuge to any immigration authority" is assured, and according to article 8,

The Act forbids the extradition of refugees and applicants for refugee status pending a decision on their cases, with the exception of cases where national security or a threat to public order are involved, in which case the refugee or applicant will not be sent to his/her country of origin or residence or to a place where his/her life, liberty or welfare may be in jeopardy.⁸⁶

Such assurances for entry are innovative because previously, there were no legal safeguards in Brazil for refugees in such situations.

Before the 1997 Refugee Act, non-governmental organizations in conjunction with the UNHCR primarily controlled the reception and assistance of refugees. After the Refugee Act of 1997, the responsibility of refugee status determination was transferred to the government with the UNHCR in a supervisory role.⁸⁷ Another innovation of the Act was the extension of status to a refugee's legal companion, under-aged children, and "parents and under-aged orphan siblings, grandchildren, great-grandchildren, nephews and nieces".⁸⁸ Also, with the implementation of exclusion clauses, the Act adds that a person can be denied refugee status because of past criminal activity.⁸⁹

Refugee Status Determination

The current process for refugee status determination in Brazil is outlined in articles 17, 18, 19, and 20⁹⁰ of the National Refugee Act of 1997.⁹¹ Initially, the Federal Police formalize a document request, also known as a Declaration Term with the asylum seeker's information (name, nationality, name of parents, birthdate, and the reason for leaving the country of origin). After this document is issued, the asylum seeker must complete a questionnaire regulated by NGO's, *Cáritas Arquidiocesana do Rio de Janeiro* or *Cáritas Arquidiocesana do São Paulo*, or the questionnaire can be completed in a Federal Police Department.⁹²

The questionnaire is then reviewed by CONARE, a tripartite collective body composing of the government, civil society, and the UNHCR, which grants the asylum seeker a provisional

identification document called a the Provisional Protocol.⁹³ After the Provisional Protocol is issued, asylum seekers complete two interviews, one with a lawyer from an NGO that is funded by the UNHCR, and the second with a representative of CONARE. Decisions are made by a Preliminary Analysis Group comprising of CONARE's general coordinator, a representative of the Ministry of Foreign Affairs, a representative of the Federal Police, a representative of UNHCR, and a representative from a civil society organization, a positive decision requiring majority vote. If a decision is negative, there is an option to appeal within fifteen days after the asylum seeker is notified. The Minister of Justice gives final decisions on appeals.⁹⁴

It is important to understand Brazil's refugee status determination procedure in order to recognize how involved various actors' are in the process. Every step of the process requires involvement by government agencies, non-governmental organizations, and the UNHCR. The fact that official refugee status determination requires action by the government, NGO's and the UNHCR, demonstrates the integration of Brazil's refugee system. Further, on a world scale, Brazil's system is often considered progressive because in most countries, the government alone determines refugee status.⁹⁵

The procedure for refugee status determination typically takes about six months to be analyzed by CONARE. While applications are being reviewed, asylum seekers have permission to work, although as examined later in this paper, language barriers, experience, and discrimination are often obstacles for those in search of employment. One downside of refugee policy in Brazil is that there is that the procedure for determining refugee status is on an individual basis and no procedure exists for determining eligibility of refugee status on a group basis.⁹⁶ The fact that Brazil's procedure is completed through individual screening makes it impossible for the country to respond to large numbers of asylum seekers in a timely manner.

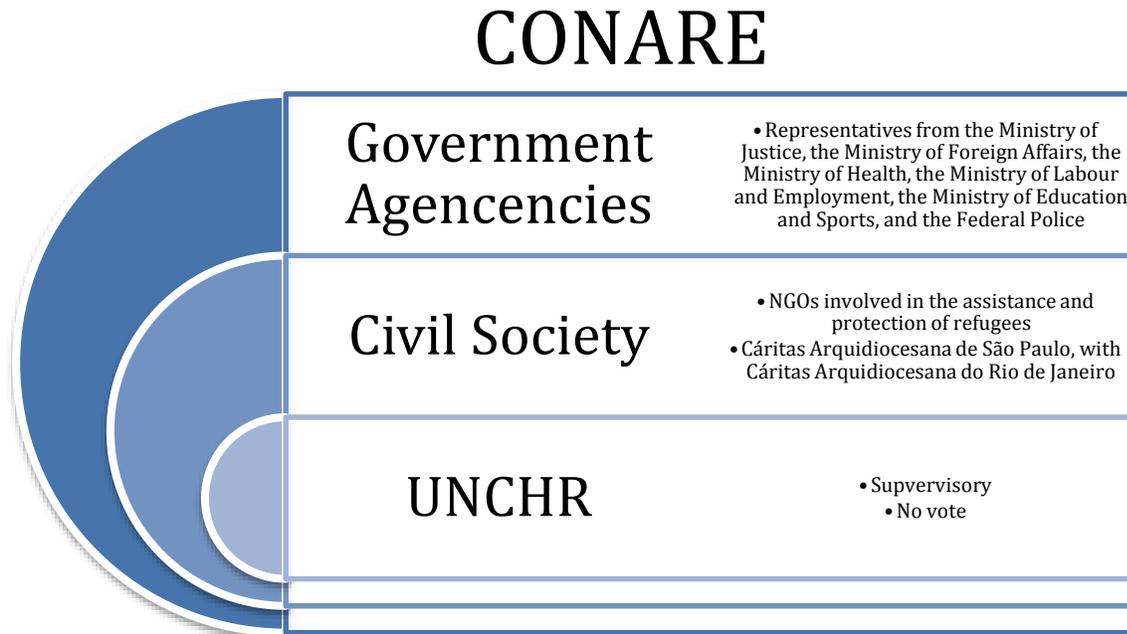
This is especially troubling because Brazil's recent economic growth and improving status as a global power have made it an increasingly attractive destination country for refugees.

Consequently, applications for asylum have increased in number and CONARE has been under increasing pressure to respond to those requests.

The National Committee for Refugees

The National Refugee Act of 1997 created an administrative refugee status determination procedure in Brazil through a body called the National Commission for Refugees (*Comitê Nacional para Refugiados*, or CONARE).⁹⁷ CONARE is responsible for analyzing individual refugee cases⁹⁸ and is the first forum in Latin America that allows tripartite participation by the UN, civil society, and the government to design and enforce refugee policies and procedures.⁹⁹ CONARE is a committee comprising of representatives of the ministries of Justice, Foreign Relations, Labor, Health and Education, plus the Federal Police Department and *Caritas Arquidiocesana*, an NGO engaged in refugee protection and assistance in the country, and the UNHCR with observer status.¹⁰⁰ The many checks on refugee determination from international organizations and non-governmental organizations, as established in the Refugee Act of 1997, make Brazil's legal domestic refugee program is well regarded internationally.¹⁰¹ In reality, not all actors involved in CONARE are held equally. Agencies such as the UNHCR have fewer possibilities because of restrictions to their activity such as the inability to vote on decisions. Therefore, although CONARE includes civil society actors and international organizations in government refugee determinations, it is not a truly tripartite enterprise.

Figure 1: Brazil's Principle Refugee Status Determination Entities in Relation to CONARE



Source: Jubilut, Liliana Lyra and Silvia Menicucci de Oliveira Selmi Apolinário. "Refugee Status Determination in Brazil: A Tripartite Enterprise." *Refuge: Canada's Journal on Refugees* 25, no. 2 (2008).

For the first time in Brazil's modern refugee policy, social services and assistance were formally regulated with the introduction of the Refugee Act of 1997.¹⁰² Under the Act, asylum seekers in Brazil enjoy rights to work and temporary residence and are entitled to use the public health and education systems until a decision on their cases is reached and they are permitted to "come and go without having to worry about the risk of being deported to their home countries".¹⁰³ However, while it was established that refugees "are entitled to all basic public services...some of their specific needs and vulnerabilities are not being met".¹⁰⁴ The law is progressive in nature but difficult to enforce, as explained in a latter part of this paper detailing challenges of Brazil's refugee program.

The Refugee Act of 1997 outlines that when a person is granted refugee status; they are issued an identity card and given the right to public medical assistance as well as the right to study and work Brazil.¹⁰⁵ In spite of formal integration efforts introduced by the Act of 1997,

there are limited records of health care services, suggesting that they may be non-existent. Furthermore, Brazil continues to struggle reducing “refugee exclusion from full integration by facilitating their access to social benefits as well as by encouraging further involvement of the private sector”.¹⁰⁶

Praise and Criticism

The Refugee Act of 1997 has been admired as an innovative governmental policy action. While many countries utilize discriminatory refugee laws to deflect their international obligation to protect people in need,¹⁰⁷ the Refugee Act of 1997 established a legal framework to regulate the “the delivery of effective protection to refugees who are some of the most vulnerable people in any society”.¹⁰⁸ Further, by sharing responsibility for important decisions such as refugee status determination with UN representatives and NGOs, the Brazilian government models as system of checks and balances that is respected by human rights advocates in the international community.¹⁰⁹

Despite widespread praise from the international community, there are also critics of the 1997 Refugee Act. The refugee status determination process has been “criticized for the fact that, with rare exceptions, the majority of the representatives of...ministries are not qualified on the subject”.¹¹⁰ Moreover, “there is no provision for refugee status determination in the event of a massive influx of refugees [and]... the Refugee Act does not provide any possibility of recourse to the judicial system”.¹¹¹ The most notable criticism, however, has been that in spite of the progressive nature of Brazil’s Refugee Act of 1997, many of its intentions have been difficult to implement.¹¹² This is clear with refugee populations in far reaching areas of the country.¹¹³ In fact, the vast majority of refugees arrive in Brazil ‘spontaneously’ and only about one-tenth were resettled through the Brazilian program coordinated by the National Committee for Refugees

(CONARE) with UNHCR support.¹¹⁴ This is significant because it demonstrates that although the Act is inclusive in purpose and nature, the country has been unable to address the needs of the large number of individuals needing assistance.

Recent Trends in Protection and Resettlement

Since re-democratization, the Brazilian government has improved legislation to expand refugee protection and rights.¹¹⁵ A Macro Agreement for the Resettlement of Refugees in Brazil, based on article 46 of the Refugee Act, was negotiated and signed in 1999¹¹⁶ to provide lasting solutions for refugees in Brazil and also to commit to the resettlement of refugees in the country.¹¹⁷ Resettlement projects in Brazil began in 2001 and the first resettled refugees to take advantage of the program were Afghans followed by Colombians in 2003; by 2004 Brazil had received over 100 Columbian refugees.¹¹⁸

In 2002 the Brazilian government started a domestic resettlement program specifically created to resettle refugees in the region. The program was part of a “Memorandum of Understanding” that Brazil had signed with the UNHCR and it recognizes resettlement as “an important tool of protection in seeking durable solutions” and states that the Brazilian government “is responsible for the reception and will facilitate the integration of resettled refugees, with the support of UNHCR and NGOs”.¹¹⁹

Improvement of Brazil’s refugee programs is evident. CONARE, the government organization that adjudicates applications, granted refugee status to just over 3,000 people between January 1998 and February 2005, more than Brazil accepted in previous decades.¹²⁰ Refugees have arrived in Brazil from all over the world and been offered protection and assistance. For example, in 2007, Palestinian refugees fled the Ruweished camp in the Jordanian

desert and after having been denied protection by several traditional countries of resettlement, they were granted refuge in Brazil.¹²¹ According to the UNHCR report on global trends in 2012, following the UNHCR's recommendation, "on 26 October 2012, a decree was issued by the Brazilian Government to grant permanent residency to nearly 2,000 former Angolan and Liberian refugees [who arrived] during the 1990's, fleeing internal civil conflicts that displaced millions of people".¹²²

The Mexico Plan of Action

In 2004, government representatives from 20 Latin American countries met in Mexico City to commemorate the twentieth anniversary of the Cartagena Declaration on refugees.¹²³ Brazil's government used this occasion to propose the establishment of a regional resettlement program for Latin American Refugees¹²⁴ ... "in the framework of international solidarity and responsibility-sharing...based on the experience of Brazil and Chile as emerging resettlement countries...to support the strengthening and consolidation of these initiatives".¹²⁵ The objective of the proposed program would be to protect the refugees who are fleeing from conflicts and persecutions in the region, primarily Columbians.¹²⁶

Based on the proposal by the Brazilian government, in the framework of the Mexico Plan of Action, a resettlement program for Latin America called the Solidarity Resettlement Program was created.¹²⁷ Under the auspices of the program, in 2004 alone, "the Brazilian government approved the resettlement of 97 people".¹²⁸ Not only has Brazil spearheaded resettlement programs in the region, the country has also been a model for innovative approaches to improve refugee protection.¹²⁹

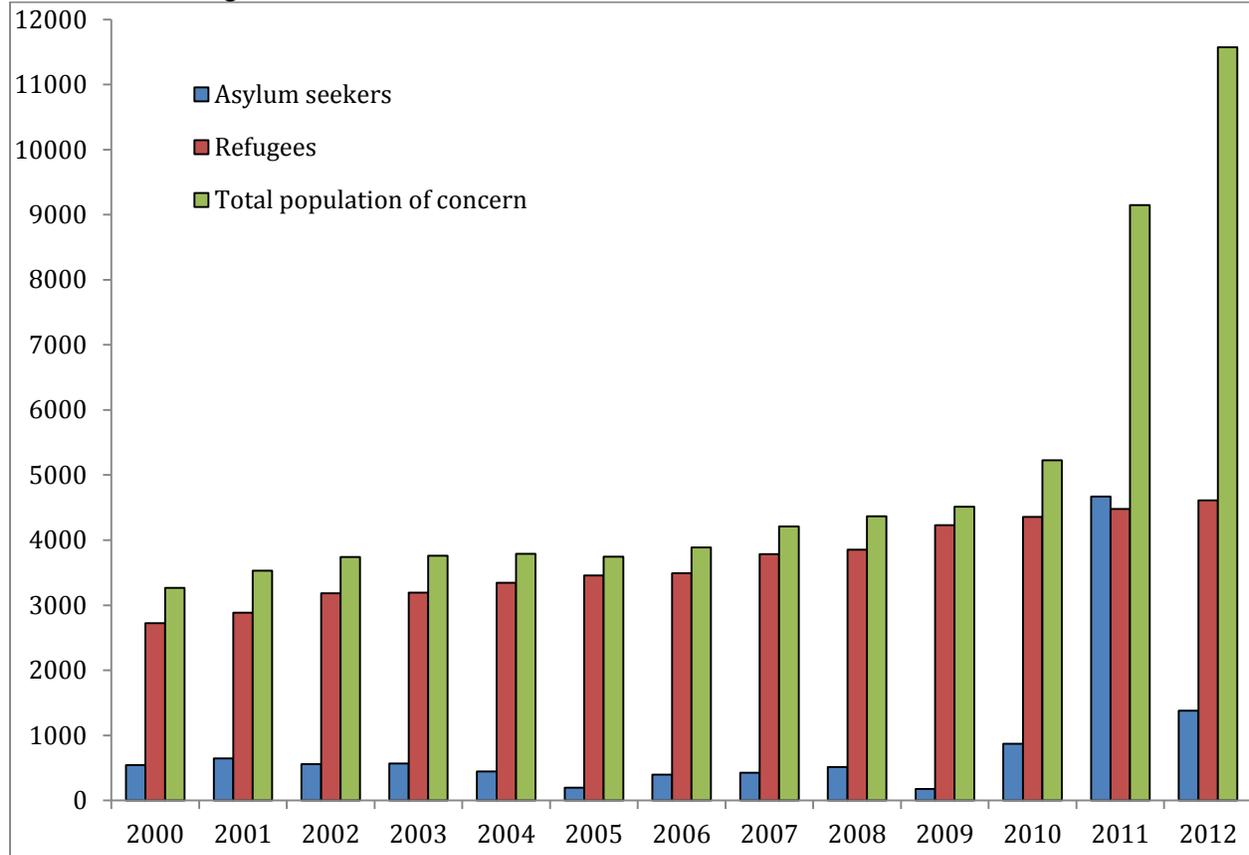
Refugee Populations in Brazil

The trends from 2000-2012 indicate that in 2000, the country housed 2,722 refugees and 543 asylum seekers for a total of 3,265 individuals. The number of refugees in the country increased every year following and by 2012, Brazil housed 4,611 refugees and 1,380 asylum seekers, with a total population of 11,571 populations of concern living in the country at that time.¹³⁰

“Between 2010 and 2013, the number of people seeking asylum in Brazil increased nearly tenfold, from 566 to 5,200”.¹³¹ Brazil has become increasingly appealing as a country of destination for asylum seekers, which can be attributed to Brazil’s growing economy and status as an emerging world power. It has also been observed that the number of Haitians seeking refuge in Brazil has increased every year after the 2010 earthquake.¹³²

Combining these sources, (Daibert 2013), (Frayssinet 2007), (Moreira and Baeninger 2010), (“UNHCR” 2013), (“UNHCR Global” 2012), and (White 2012), we can observe the following trends. First, the majority of asylum seekers in Brazil are from African nations, commonly from Angola, Liberia, and Democratic Republic of Congo. Second, from 2000-2003 large numbers of asylum seekers came from Romania. Third, large numbers of Colombians have consistently applied for asylum. Fourth, current trends show an increasing number of Haitian and Syrian asylum seekers. Finally, the number of refugees and total population of concern in Brazil have increased continuously from 2000 to 2012. By 2012, Brazil admitted 4,611 individuals as refugees and hosted a population of concern amounted to 11,571 from 96 nationalities.

Figure 2: UNHCR Data on the Number of Refugees, Asylum Seekers, and Total Population of Concern Residing in Brazil from 2000 – 2012.



Source: “UNHCR Global Trends Report 2012” UNHCR, <http://unhcr.org/globaltrendsjune2013/>.

Colombian Refugees in Brazil

Colombia is the leading source of refugees in the Western Hemisphere and according to UN figures Colombian refugees are under-registered in Brazil.¹³³ From 2005 to 2012, Brazil resettled a total of 308 Colombian refugees.¹³⁴ Over the same period, 688 Colombians sought asylum in Brazil and by 2012, Brazil housed 742 Colombians as refugees.¹³⁵ However, it is believed that there are at least 17,000 Colombians living in Brazil, primarily on the border with Colombia.¹³⁶ Nara Conceição, a representative of Brazil’s refugee program, explained that the country only reports those Colombians who apply for asylum and “no one can force anyone to seek asylum”.¹³⁷ The under representation of Colombians in Brazil’s refugee program could be considered evidence of the difficulty of applying for asylum in the country or potential

disinterest of refugees who do not consider benefits of asylum to outweigh their current situations and the application process.

Haitian Refugees in Brazil

According to the UNHCR report on global trends, in 2012, Haiti had a population of concern¹³⁸ listed by the UNHCR of 46,920 individuals.¹³⁹ According to the Migration and Human Rights Institute, more than 5,000 Haitians entered Brazil in the first quarter of 2010 in response to the earthquake.¹⁴⁰ It is a common misconception that Haitian migration to Brazil began after the earthquake of 2010. However, for decades, the Haitian state has served the interests of a small elite at the expense of the majority of the population¹⁴¹ and Haitians have fled by thousands to countries such as Brazil to escape “extreme poverty caused by political exploitation”.¹⁴² Thus, the international community defines Haitians migrants as ‘economic refugees’ who leave their home country in search of better opportunities. Such a distinction in discourse on refugees offers an excuse for host countries to avoid the obligation of protecting or assisting Haitians because they do not qualify as “refugees” under most international agreements.¹⁴³

Due to limited international acceptance of Haitian refugees because of their designation as ‘economic refugees’, they typically enter new countries informally and do not carry the necessary national documents, making it difficult to integrate those individuals in receiving countries.¹⁴⁴ In fact, Haitians have such difficulty obtaining visas to Brazil, that many resort to paying traffickers up to \$4,000 to fly from Haiti to Ecuador, Bolivia, or Peru and smuggle them overland to Brasília.¹⁴⁵ According to Brazil’s Ministry of Justice, after smuggled Haitians arrive in Brazil, “federal police issue them with local documents, which can take less than 72 hours, and then the migrants look for jobs or wait until companies hire them and fly them to

other parts of Brazil while their federal humanitarian visa application is processed”.¹⁴⁶ Haitians are attracted to Brazil because according to Brazilian law, individuals who fall in the category of asylum-seekers, as Haitians do, receive temporary residence permits and have the right to work with a possibility of applying for refuge to ensure a more regular situation.¹⁴⁷ However, smuggled Haitians are left to pay the debts of their journey and often live in poor conditions and have trouble finding work for various reasons including discrimination, visa complications, and language barriers.¹⁴⁸

In June 2011, CONARE confirmed that Brazil would not receive Haitians as refugees since they do not meet the requirements characterized in accordance with the 1951 Convention and its 1967 Protocol.¹⁴⁹ However, the Brazilian government recognized that Haitian migrants are in need of assistance and the National Committee on Immigration (CNIg), issued asylum seekers a “Humanitarian Visa” to allow for certain regularization. The Humanitarian Visa symbolizes the Brazilian government’s recognition of Haitian migration as a serious situation and constitutes measures to protect human rights and institutionalize their support.¹⁵⁰ According to CONARE, there have been more than 5,200 formal asylum claims made by Haitians and there are many more individuals who have not formally been accounted for.¹⁵¹ Due to the massive influx of Haitians in Brazil, in 2012 the Brazilian government decided to limit the number of Humanitarian Visas to 1,200 a year in an effort to curb illegal entry of Haitians.¹⁵² In 2013, however, the government announced that illegal entry of Haitians asylum seekers continued at growing rates despite the Brazil’s efforts to halt such movement; for that reason, the government decided to revoke its Humanitarian Visa limit.¹⁵³ In 2014, it is estimated that there are about 15,000 Haitians in northern Brazil alone and about 70 arrive per day in in the state of Acre, bordering Peru.¹⁵⁴

Syrian Refugees in Brazil

In September of 2013, Brazil announced that it would also provide special Humanitarian Visas for those affected by the conflict in Syria.¹⁵⁵ As of January 2014, during the writing of this paper, there are nearly 2.5 million Syrian refugees registered with the UNHCR and the real number of refugees could be much larger.¹⁵⁶ CONARE announced that Brazilian embassies in Syria's neighboring countries are responsible for issuing travel visas for asylum seekers and although the approximately 280 refugees in Brazil from the Syrian crisis seems like a small number, the government insists that all claims for refugee resettlement have been approved.¹⁵⁷ Syrian asylum seekers are attracted to Brazil because "Syrians already have a tradition and a relationship with Brazil. Their ancestors were migrants here and they [maintain] good relations with the Arab community".¹⁵⁸ With the number of visa requests increasing, it is unknown how many Syrian's will obtain refugee status and assistance in Brazil in the coming months and years.

Current Assistance and Integration Efforts

Brazil's government offers refugees "international protection and anyone can be admitted to the program independently of their religion or race—even when they have entered the country illegally".¹⁵⁹ For the first six months that refugees spend in Brazil, they are entitled to more financial aid than is provided by general government programs including assistance programs like the *Bolsa Família* family grant, which provides a small monthly stipend to millions of poor families in Brazil.¹⁶⁰ In addition to providing monetary assistance, such programs help to integrate refugees into Brazilian society. "The inclusion of refugees in governmental assistance

programs (such as *Bolsa Família*)...that benefit both the refugees and the host community are essential”.¹⁶¹

When the government issues refugee identity cards, they are also given the right to study, work, and access public medical assistance in the country.¹⁶² CONARE currently supports refugee- specific services such as public housing for refugees in São Paulo, and educational scholarships offered by the Federal University of Minas Gerais and the Federal University of Juiz de Fora.¹⁶³ Asylum seekers, regardless of their refugee status, are also eligible for work permits¹⁶⁴ but frequently face obstacles to acquire employment.

Currently, the government does not have medical requirements for refugee resettlement in Brazil, but “refugees' general health information will be considered in the decision process in order to better assess integration prospects in the country”.¹⁶⁵ Some of the most common health concerns among refugee populations include mental health trauma, diarrheal diseases, respiratory infections, malnutrition, sexually transmitted diseases including HIV/AIDs, among others.¹⁶⁶ Medical treatment is often necessary to ensure the survival of refugees. Legally recognized refugees and asylum seekers have access to public hospitals¹⁶⁷ but NGOs and IGOs also provide medical services regardless of legal refugee status.

Brazil's government is constantly developing public policies to improve refugee assistance. Such initiatives include the State Committees on Refugees, under the guidance of the UNHCR in Sao Paulo and Rio de Janeiro, which assist over 90% of the refugees in Brazil.¹⁶⁸ Sao Paulo's State Committee has been particularly active. Some specific issues addressed by the committee include the issue of public security involving resettled refugees in the countryside, hospital access for resettled refugees' health concerns, and the inclusion of 102 refugees and asylum seekers in the Committee's state work program.¹⁶⁹ CONARE has also actively supported

programs for health including one of few special programs for mental health care facilities for refugees.¹⁷⁰

Brazil's government is promoting the Foreigners' Decent Work Program, designed by the Ministry of Labor and Employment in collaboration with the Immigration National Council and the Ministry of External Relations, to eradicate migrants' exploitation in Brazil's workplaces.¹⁷¹

Brazil's government has also been involved in international integration efforts including the UNHCR's Resettlement in Solidarity Program and Mercosur's Declaration of Principles on the International Protection of Refugees

Challenges Refugees Face

The massive influx of refugees in the Brazil in recent years is proving difficult to handle and "authorities just aren't prepared to take on so many people".¹⁷² In a country like Brazil where over 10 million nationals still lack food security¹⁷³ it is difficult to extend social services to refugees while locals continue to struggle. Thankfully, "in recent years Brazil has begun to be concerned with the development and economic and social rights for its native population and this focus seems to have spread to refugees as well".¹⁷⁴ Strong economic growth and a developing dedication to social services through the *Fome Zero* program in the 2000s have been platforms for the introduction of such assistance.¹⁷⁵ However, challenges remain. For example, only 2.8% of refugees interviewed in a recent study in Rio de Janeiro were included in the governmental assistance program *Bolsa Familia*.¹⁷⁶ Refugees in Brazil often find it difficult to access basic public services.

Successful refugee integration requires "employment, language skills and access to public services, as well as citizenship rights, duties and political participation and social relations

with their community”.¹⁷⁷ Refugee education and professional training in Brazil is lacking, which makes “it difficult for some refugees to find proper jobs or earning opportunities in the country – something...shared with some Brazilian nationals”.¹⁷⁸ Furthermore, “decentralization of refugee care is also a big challenge for a continent sized country like Brazil”¹⁷⁹ particularly because many refugees are located in remote areas of the country.

In an interview of refugee families in Rio de Janeiro and Sao Paulo in 2007, it was found that “in terms of labor market integration, 56.7% were working, although over half of these were working in informal job occupations”.¹⁸⁰ Employed refugees consider “their working conditions and pay as unsatisfactory...and...they feel discriminated against by the local population”.¹⁸¹ Based on these accounts, it appears that refugee integration in the labor market has room for improvement and the country’s actors should make an effort to more adequately address the issue.

Although Brazil has provided health care assistance to legally recognized refugees, the government has “limited financial resources, and refugees suffer from problems similar to those faced by Brazilians in terms of public health and other precarious situations”.¹⁸² Additionally, mental health care assistance is not adequately available. Many refugees that arrive in the country exhibit severe mental health issues.¹⁸³ Unfortunately, “existing mental health services are not able to engage [refugees] meaningfully in treatment”.¹⁸⁴ In fact, research related to refugee mental health in Brazil is severely lacking and “further qualitative and quantitative research is required to provide data for policy makers to implement strategies focusing on the promotion and prevention of mental health disorders in this vulnerable population in the Brazilian public health system”.¹⁸⁵

Discrimination

Discrimination is considered one of the main factors inhibiting refugee workplace integration. In Brazil, African refugees in particular face discrimination, “first of all, because they are black, second, because they are poor, and third, because they are refugees...[and] that makes their integration in society difficult, despite the government’s assistant plans”.¹⁸⁶ Further, although refugees receive work permits in Brazil, it is difficult for them to find work because of “the stigma of being refugees, and...black”.¹⁸⁷ As explained by a refugee from the Democratic Republic of Congo, “the process for getting a job in Brazil is too long for those who need to survive... when I arrived, I had to wait four months to be able to work”.¹⁸⁸

Many Brazilian laws prohibit discrimination including the denial of public or private facilities, employment, or housing, to anyone based on race. Brazilian law also prohibits and provides jail terms for the incitement of racial discrimination or prejudice and the dissemination of racially offensive symbols and epithets.¹⁸⁹ Such laws exist not only for refugees, but also for Brazil’s general population. Despite such efforts Afro-Brazilians, representing almost half of the population, frequently encounter discrimination. Afro-Brazilians are significantly underrepresented in professional positions and in the middle and upper classes and experience a higher rate of unemployment, earn average wages that are approximately half of the average wage for a white person.¹⁹⁰ According to Brazil’s Ministry of Education, there is also a sizeable racial education gap; “Afro-Brazilians received an average of 5.3 years of schooling, compared with 7.1 years for whites [and] Afro-Brazilians constituted 16 percent of the university population.”¹⁹¹

Discrimination and racial gaps in employment and education in Brazil add to the difficulties refugees encounter in Brazil. It has been noted that Brazil’s society, business community, and even public agents such as the police “see refugees as 'bad guys' or delinquents

who fled their country”.¹⁹² General misunderstanding of refugee situations and racial discrimination present a two-fold challenge, making it extremely difficult for refugees to find employment. Lack of employment is one reason that “a majority of refugees from Africa live in favelas (shantytowns) in Brazil's big cities”.¹⁹³ Another factor that contributes to refugee situations is the fact that organizations like Caritas only provide aid to refugees for six months and afterwards, they are left to their own devices. Compounded discrimination on the grounds of race and refugee status makes integration especially difficult for black refugees. The reason for short term assistance is explained by Nara Conceição, head of Brazil’s National Committee for Refugees who said, the country has “funding for addressing their initial needs, and after that, they have to get on their own two feet...this isn't the United States, which can afford to help refugees study for 10 years”.¹⁹⁴

Conclusions

In spite of Brazil’s improved acceptance of and assistance to refugees, it has been argued that the country’s generosity has ulterior motivations. For example, it is speculated that the generosity of Brazil’s acceptance of Haitian refugees is perhaps not solely to protect individuals in need, but rather, to improve the country’s international image; drawing significant numbers of refugees to Brazilian territory can generate an impression of growth and development in Brazil as a location that offers opportunities for work and economic markets.¹⁹⁵ Another argument is that Brazil is working to enhance its global image and influence the international community to endorse Brazil as a permanent member of the United Nations Security Council.¹⁹⁶ If refugee protection and assistance is provided for the primary purpose of improving global standing, rather than for humanitarian reasons, the most developed and powerful countries, which are in

the greatest position to provide substantial assistance to populations in need, would not do so. Further, if a country encourages refugee arrivals based on a false impression of economic growth, those individuals are likely to find themselves in vulnerable situations upon arrival, with fewer employment prospects than anticipated.

In order to prove itself a leader in refugee protection, Brazil must continue demonstrating its legal dedication to international human rights while actually implementing those progressive policies. This entails reducing the gap between accepting migrants who fit Zolberg's sociological definition of refugees and current refugee acceptance in Brazil. Further, there cannot be arbitrary limitations on refugee acceptance. Therefore, Brazil should not place additional limitations on refugees as it did briefly in 2012 with a limit of Humanitarian Visas for Haitian asylum applicants. Moreover, as the country continues to develop social services for its citizens, refugees must continue to be included. Not only should refugees have access to the Brazilian government's social services but also programs should be developed and improved to adequately address the unique and specific needs of refugees, including mental health care. "Recent initiatives in Brazil have strengthened protection and enhanced integration opportunities for refugees"¹⁹⁷ but the country's main actors for refugee protection and assistance, international organizations, non-governmental organizations, and the government, must continue to work cohesively to develop solutions for remaining issues that refugees face throughout Brazil's vast territory.

Discrimination is a notable challenge that refugees in Brazil face. In order to overcome discrimination, public education is necessary to raise awareness about diversity and refugee situations.¹⁹⁸ A good example of an education program implemented is a health campaign that was "developed by UNHCR in partnership with the local NGO *Ação Comunitária no Brasil* that

took place in the Complexo da Maré slum quarter in Rio de Janeiro”.¹⁹⁹ Awareness was raised through plays “performed by Angolan refugees and young Brazilians. This kind of effort is critical because it strengthens refugees’ social relations with the local population, a vital component for successful local integration”.²⁰⁰

Furthermore, in spite of challenges to refugee policy, protection, and assistance that Brazil faces, it is noteworthy that Brazil was the first Latin American country to adopt the Convention of 1951 and the second country in South America to join the Protocol of 1967,²⁰¹ as well as the first country in the region to create specific national laws on refugees.²⁰²

Additionally, Brazil has made significant improvement with very progressive laws since the mid-twentieth century. That being said, it is imperative that Brazil effectively implements refugee protection and assistance policies and avoid reinforcing its reputation as a country that struggles to follow through with legal promises. Despite many shortcomings, assistance provided to refugees in Brazil is now more available than at the beginning of the country’s modern refugee program. The country must continue to improve its refugee program to ensure its position as a global leader with a commitment to its obligation to international human rights.

Glossary and Definitions

1967 Protocol relating to the Status of Refugees	Along with the 1951 Convention, the 1967 Protocol Relating to the Status of Refugees is one of the central elements in the international protection of refugees. The Protocol entered into force in 1967 and is an independent instrument that has been ratified by Brazil. “The State Parties to the Protocol, as ratification or accession by a State does not make it a party to the Convention, simply agree to apply Articles 2-34 of the convention with respect to refugees”. ²⁰³
394 Inter-ministry Rule	The 394 Inter-Ministry Rule regulated refugee status determination before the institution of Brazil’s Refugee Act in 1997. ²⁰⁴
<i>Ação Comunitária no Brasil</i> (NGO)	NGO located in the Rio de Janeiro area active in refugee integration efforts. ²⁰⁵
American Convention on Human Rights	Brazil joined the American Convention on Human Rights in 1992. It is an instrument that guarantees and protects the rights of refugees and asylum-seekers. ²⁰⁶
Archdiocesan Caritas of Rio de Janeiro/ <i>Caritas Arquidiocesana do Rio de Janeiro</i> (NGO)	Archdiocesan Caritas of Rio de Janeiro, (Archdiocesan Caritas of Rio de Janeiro, or CARJ), a branch of Caritas international, was founded by the National Conference of Bishops of Brazil in 1956. The institution provides assistance to refugees and was essential in supporting UNHCR operations in Brazil during the dictatorship. ²⁰⁷
Archdiocesan Caritas of Sao Paulo/ <i>Caritas Arquidiocesana de Sao Paulo</i> (NGO)	Archdiocesan Caritas of Sao Paulo, (Archdiocesan Caritas of São Paulo, or CASP), a branch of Caritas International, supported UNHCR operations in Brazil during the dictatorship. ²⁰⁸
Brasilia Declaration on the Protection of Refugees and Stateless Persons in the Americas	The Brasilia Declaration on the Protection of Refugees and Stateless Persons in the Americas is a pledge adopted in 2010 by eighteen Latin American Countries to respect non-refoulement including non-rejection at borders and non-penalization of illegal entry. It also supports incorporation of gender, age, and diversity considerations for refugee laws and encourages states to address displacement situations that do not fall under traditional refugee categorizations as outlined in the 1951 UN Refugee Convention. ²⁰⁹
The Brazilian Bar Association/ <i>Ordem dos Advogados do Brasil</i> (OAB) (NGO)	The Brazilian Bar Association was essential for the protection of refugees and political prisoners during Brazil’s military dictatorship. ²¹⁰

Brazilian National Council of Immigration/ <i>Conselho Nacional de Imigração</i> (CNIg)	Brazil's government established the National Council of Immigration in 1988 to control immigration matters. ²¹¹
<i>The Brazilian Press Association/Associação Brasileira de Imprensa</i> (ABI) (NGO)	The Brazilian Press Association was essential for the protection of refugees and political prisoners during Brazil's military dictatorship. ²¹²
<i>Caritas Brasileira</i> (NGO)	<i>Caritas Brasileira</i> , a body of the Brazilian Conference of Bishops, was founded in 1956 and is a historical partner of UNHCR. Caritas continues to be an active NGO for refugee rights today by supporting 500,000 beneficiaries from 10 regional offices, with 170 member entities. ²¹³
Caritas International	Caritas International is a confederation of 154 national Caritas organizations operating in 184 countries. Brazil's branch is called <i>Caritas Brasileira</i> . ²¹⁴
Cartagena Declaration on Refugees of 1984	The Cartagena Declaration on Refugees "is a regional instrument adopted by the Colloquium on the International Protection of Refugees in 1984. It is based on the 1951 Convention, the American Convention on Human Rights, the doctrine of the Inter-American Commission on Human Rights, and the Convention on Refugees adopted by the Organization of African Unity". ²¹⁵ The Cartagena Declaration uses a broader definition of 'refugee' than the UNHCR's 1951 Convention or the 1967 Protocol. Brazil has implemented the definition proposed by the Cartagena Declaration with their domestic rules for treatment of refugees, which is specifically included within the Refugee Act of 1997. ²¹⁶
Chamber of Commercial Entrepreneurs (SESC) (NGO)	The Chamber of Commercial Entrepreneurs is a private sector organization in Brazil that has provided refugees with health and education programs in an effort to improve refugee integration. ²¹⁷
Cities of Solidarity Program (<i>Ciudades Solidarias</i>) under the Mexico Plan of Action	The Cities of Solidarity Program, under the Mexico Plan of Action, is considered "a novel strategy offering refugees better options and opportunities for local integration". ²¹⁸ The program promotes an attitude of refugee integration in the urban context. "The city is presented as an open space and a place for opportunities to be explored and exploited. Beyond providing short-term support for the refugee or asylum seeker, UNHCR and its partners look for interaction with community networks and public social programs,

	recognizing the fundamental role of local, municipal or district public administrations in caring for refugees”. ²¹⁹
The Commission for Justice and Peace/ <i>Comissao Justica e Paz (NGO)</i>	Brazil’s Justice and Peace Commission is “composed primarily of scholars and lawyers who worked on the legal aspects of the Catholic Church’s humanitarian work with victims of human rights violations, including refugees”. ²²⁰ The organization, in partnership with Caritas, assisted refugees and supported UNHCR operations in Brazil during the dictatorship.
CONARE 'National Committee for Refugees' (<i>Comitê Nacional para Refugiados</i>) (Government)	Established in Brazil by the 1997 Refugee Act, CONARE is the governmental body responsible for refugee status determination ²²¹ and is the first forum in Latin America that follows a tripartite system where the UN, civil society, and the government work together to design and enforce refugee policies and procedures. ²²² CONARE is essentially a committee comprising of representatives of the ministries of Justice, Foreign Relations, Labor, Health and Education, plus the Federal Police Department and <i>Caritas Arquidiocesana</i> , an NGO engaged in refugee protection and assistance in the country, and the UNHCR with observer status. ²²³
The Constitution of 1988	Brazil’s Constitution of 1988 “established a regime based on the rule of law, human rights, and democracy” in the period of Brazil’s re-democratization. ²²⁴ The Constitution of 1988 marked the establishment of “solid institutional policy on human rights” ²²⁵ . The Constitution of 1988 included the right to seek asylum and refugee status in Brazil. ²²⁶
Declaration of Principles on the International Protection of Refugees	The Declaration of Principles on the International Protection of Refugees was established by Mercosur to reassert a “commitment to non-refoulement; respect for age, gender and diversity inclusion principles” as well as the adoption of Cartagena’s wider definition of a “refugee”, and the creation of national and regional resettlement programs. ²²⁷
Emergency Resettlement Procedure	The Brazilian government established the Emergency Resettlement Procedure in 2005 so that “refugees at immediate risk can have their resettlement applications examined within approximately 72 hours. If resettlement is agreed, their arrival in Brazil takes place within a maximum of seven days”. ²²⁸
Executive Committee (ExCom) of the United Nations High Commissioner for Refugees (UNHCR)	Brazil “has been a member of the Executive Committee (ExCom) of the United Nations High Commissioner for Refugees (UNHCR) since 1958”. ²²⁹

<p>The Father Antonio Vieira Society of the Company of Jesus/ <i>Sociedade Padre Antonio Vieira</i> (NGO)</p>	<p>The Father Antonio Vieira Society of the Company of Jesus is a Catholic organization in Brazil and was one of the first NGOs to provide resettled refugees with assistance.²³⁰</p>
<p>Foreigners' Decent Work Program</p>	<p>A refugee assistance program designed by Brazil's Ministry of Labor and Employment, in collaboration with the in collaboration with the Immigration National Council and the Ministry of External Relations, to eradicate migrants' exploitation in Brazil's workplaces.²³¹</p>
<p>Global Consultations on International Protection</p>	<p>A global process under the guidance of the UNCHR, with contributions from NGOs, designed to improve the international protection of refugees.²³²</p>
<p><i>Instituto Migrações e Direitos Humanos do Brasil</i> (IMDH) (NGO)</p>	<p>Organization in Brazil that provides legal services and advocates for policy that favors of the population of refugees.²³³</p>
<p>International Covenant on Civil and Political Rights</p>	<p>Brazil joined the International Covenant on Civil and Political Rights in 1992. It is an instrument that guarantees and protects the rights of refugees and asylum-seekers.²³⁴</p>
<p>International Covenant on Economic, Social and Cultural Rights</p>	<p>Brazil joined the International Covenant on Economic, Social, and Cultural Rights in 1992. It is an instrument that guarantees and protects the rights of refugees and asylum-seekers.²³⁵</p>
<p>International Rescue Committee's Surge Project</p>	<p>The International Rescue Committee's Surge Project was established by NGOs to strengthen UNHCR'S protection presence in Brazil.²³⁶</p>
<p>Macro Agreement for the Resettlement of Refugees in Brazil</p>	<p>In 1999, "a Macro Agreement for the Resettlement of Refugees in Brazil (based on article 46 of the Refugee Act) was negotiated and signed"²³⁷ to provide lasting solutions for refugees in Brazil and also to commit to the resettlement of refugees in the country.²³⁸</p>
<p>Memorandum of Understanding (MOU) on resettlement with UNHCR</p>	<p>A domestic resettlement program established in 2002 as part of a "Memorandum of Understanding" that Brazil had signed with the UNHCR. The memorandum established a program that recognizes resettlement as "an important tool of protection in seeking durable solutions" and states that the Brazilian government "is responsible for the reception and will facilitate the integration of resettled refugees, with the support of UNHCR and NGOs".²³⁹</p>

Mercosur (<i>Mercado Comum do Sul</i>)	Mercosur is an economic and political agreement among Argentina, Brazil, Paraguay, Uruguay, and Venezuela. ²⁴⁰
Mercosur’s Declaration of Principles on the International Protection of Refugees	The Declaration of Principles of Mercosur on International Protection of Refugees was signed in 2012 by Mercosur member states, Argentina, Brazil, Uruguay, and Venezuela and partner states, Bolivia and Chile. It “highlights the commitment of States to harmonizing country laws in order to strengthen the protection and integration structures for asylum-seekers and refugees, ensuring respect for the human rights of refugees and their families”. ²⁴¹
The Mexico Plan of Action	In 2004, government representatives from 20 Latin American countries met in Mexico City to commemorate the twentieth anniversary of the Cartagena Declaration on refugees. ²⁴² During the commemoration, they established the Mexico Plan of Action, a regional resettlement program for Latin American Refugees “in the framework of international solidarity and responsibility-sharing...based on the experience of Brazil and Chile as emerging resettlement countries...to support the strengthening and consolidation of these initiatives”. ²⁴³ The objective of the proposed program would be to protect the refugees who are fleeing from conflicts and persecutions in the region, primarily Colombians. ²⁴⁴
Mexico Plan of Action to Strengthen International Protection of Refugees in Latin America (MPA)	“The Mexico Plan of Action to Strengthen International Protection of Refugees in Latin America (MPA) emphasizes solidarity as a fundamental principle guiding state policies on refugee matters. More specifically, the MPA established as one of their action plans a regional resettlement program (the Mexico Plan of Action’s Solidarity Resettlement Program) as a response mechanism to the displacement of Colombian refugees, the largest refugee population in the Latin America”. ²⁴⁵
Mexico Plan of Action’s Solidarity Resettlement Program	“The ‘solidarity resettlement’ program is one of the main pillars of the Mexico Plan of Action. It is an expression of the commitment of Latin American countries to resettle refugees arriving in first asylum countries in the region, in a sign of regional solidarity and burden and responsibility sharing and is already helping to sustain first asylum in the face of continued flows of refugees”. ²⁴⁶
National Association of Commerce (SENAC)	Member of the private sector that has provided refugees in Brazil with professional capacity building local integration programs. ²⁴⁷
National Association of Enterprise (SENAI) (NGO)	Member of the private sector that has provided refugees in Brazil with professional capacity building local integration programs. ²⁴⁸

Non-refoulement	Non-forced return of displaced persons/persons in search of refuge. ²⁴⁹
Partnership in Action (PARinAC)	In the early 1990s, NGOs and the UNHCR planned the ‘partnership in action’ (PARinAC), which resulted in a field guide for NGOs on refugee protection, including “recommendations for the coordination of protection activities, the joint development of protection priorities and strategies, and the strengthening of the complementarity of UNHCR and NGO protection activities”. ²⁵⁰
Population of Concern	Individuals are included in the “population of concern” if the UNHCR “extends its protection and/or assistance services, based on humanitarian or other special grounds”, which include refugees, asylum seekers and displaced people, among others. ²⁵¹
Second World Conference on Human Rights held in Vienna in 1993	The Second World Conference on Human Rights was the first human rights conference held since the end of the Cold War, held by the United Nations in Vienna in 1993. Brazil actively participated in the conference. ²⁵²
State Committees on Refugees	A refugee assistance initiative under the guidance of the UNHCR in Sao Paulo and Rio de Janeiro, which provide assistance over 90% of the legally recognized refugees in Brazil. ²⁵³
UN High Commissioner (UNHCR)/ <i>Alto Comissariado das Nações Unidas para os Refugiados</i> (ACNUR)	The UNHCR is the UN’s Refugee Agency created by the UN General Assembly in 1950. Brazil became committed to effectively receive refugees when it joined the Geneva Convention in 1951, recognizing the United Nations High Commissioner for Refugees (UNHCR) and entering the UN’s overall system for refugee protection. ²⁵⁴
UNHCR 1951 Convention	Along with the 1967 Protocol, the 1951 UNCHR Convention Relating to the Status of Refugees is one of the central elements in the international protection of refugees. The 1951 Convention entered into force in 1954 and includes a refugee definition and various factors through which an asylum application may be considered legitimate. Currently, the 1951 Convention is included in the domestic legislation of Brazil through its Refugee Act of 1997 (Act. No. 9474/97). ²⁵⁵

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Endnotes

¹ This paper was developed under the guidance of Margarita Rodriguez, Ph.D., Ariel Armony, Ph.D., Merike Blofield, Ph.D., and Ambler Moss, J.D. in the Departments of International Studies and Latin American Studies at the University of Miami.

² White, Ana G. "A Pillar of Protection: Solidarity Resettlement for Refugees in Latin America." UNHCR Policy Development and Evaluation Service, accessed 8/6/2014, 2012, <http://www.unhcr.org/4fd5d9c79.html>.

³ Significant terms are defined in the glossary of this paper.

⁴ White, Ana Guglielmelli. "New Issues in Refugee Research." (2012): 71.

⁵ Moreira, Julia J. B. "Redemocratização e Direitos Humanos: A Política Para Refugiados no Brasil." *Revista Brasileira De Política Internacional* 53, no. 1 (2010): 71.

⁶ Da Silva, Cesar Augusto Silva. "Brazil: Human Rights and Environmental Refugees Brasil: Derechos Humanos y Refugiados Ambientales." (2013): 225.

⁷ "Federal Law no. 9,474". Presidência da República Casa Civil Subchefia para Assuntos Jurídicos, 1997. http://www.planalto.gov.br/ccivil_03/Leis/L9474.htm.

⁸ According to Da Silva, "resettlement" is when a country acts to "receive displaced people who have not been adapted to the country of first asylum" (Ibid, 277).

⁹ Jubilit, Liliana Lyra and de Oliveira Selmi Apolinário, Silvia Menicucci. "Refugee Status Determination in Brazil: A Tripartite Enterprise." *Refuge: Canada's Journal on Refugees* 25, no. 2 (2008): 29.

¹⁰ Ibid, 67.

¹¹ Jubilit, Liliana Lyra. "Refugee Law and Protection in Brazil: A Model in South America?" *Journal of Refugee Studies* 19, no. 1 (2006): 39.

¹² Pacheco, Andrea Maria Calazans Pacífico and Renata de Lima Mendonça. 2010. "A Proteção Sociojurídica Dos Refugiados no Brasil." *Textos & Contextos* 9 (1): Dados elet-Dados eletrônicos.

¹³ Alston, Philip and Ryan Goodman. *International Human Rights* Oxford University Press, 2012.

¹⁴ Zolberg, Aristide R., Astri Suhrke, and Sergio Aguayo. *Escape from Violence: Conflict and the Refugee Crisis in the Developing World*. Cary, NC, USA: Oxford University Press, 1989.

¹⁵ The 1951 UNCHR Convention Relating to the Status of Refugees defines a refugee as "any person who, (1) Has been considered a refugee under the Arrangements of 12 May 1926 and 30 June 1928 or under the Conventions of 28 October 1933 and 10 February 1938, the Protocol of 14 September 1939 or the Constitution of the International Refugee Organization; Decisions of non-eligibility taken by the International Refugee Organization during the period of its activities shall not prevent the status of refugee being accorded to persons who fulfill the conditions of paragraph 2 of this section;

(2) As a result of events occurring before 1 January 1951 and owing to well-founded fear of being persecuted for reasons of race, religion, nationality, membership of a particular social group or political opinion, is outside the country of his nationality and is unable or, owing to such fear, is unwilling to avail himself of the protection of that country; or who, not having a nationality and being outside the country of his former habitual residence as a result of such events, is unable or, owing to such fear, is unwilling to return to it. In the case of a person who has more than one nationality, the term "the country of his nationality" shall mean each of the countries of which he is a national, and a person shall not be deemed to be lacking the protection of the country of his nationality if, without any valid reason based on well-founded fear, he has not availed himself of the protection of one of the countries of which he is a national" (Goodwin-Gill, Guy S. *The Refugee in International Law*. Oxford; New York: Oxford University Press, 2007: 573).

¹⁶ The 1967 Protocol defines a refugee as "any person who is outside the country of his nationality...because he has or had well-founded fear of persecution by reason of his race, religion, nationality, membership of a particular social group or political opinion and is unable or, because of such fear, is unwilling to avail himself of the protection of the government of the country of his nationality"

Article 1 (2) of the 1967 Protocol relating to the Status of Refugees defines the term 'refugee' as "any person within the definition of article 1 of the Convention as if the words "As a result of events occurring before 1 January 1951 and...the words...a result of such events", in article 1 A (2) were omitted" (Goodwin-Gill, Guy S. *The Refugee in International Law*. Oxford; New York: Oxford University Press, 2007: 588).

¹⁷ The 1984 Cartagena Declaration on Refugees uses a broader definition of ‘refugee’ than the UNHCR’s 1951 Convention or the 1967 Protocol. According to the Declaration, “the definition or concept of a refugee to be recommended for use in the region is one which, in addition to containing the elements of the 1951 Convention and the 1967 Protocol, includes among refugees persons who have fled their country because their lives, safety or freedom have been threatened by generalized violence, foreign aggression, internal conflicts, massive violation of human rights or other circumstances which have seriously disturbed public order” (Goodwin-Gill, Guy S. *The Refugee in International Law*. Oxford; New York: Oxford University Press, 2007: 624).

¹⁸ Ibid.

¹⁹ Loescher, Gil. *Beyond Charity: International Cooperation and the Global Refugee Crisis*. New York: Oxford University Press, 1993: 57.

²⁰ Dummett, Michael A. E. *On Immigration and Refugees*. London ; New York : Routledge, 2001: 25.

²¹ Jubilit, Liliana Lyra. "Refugee Law and Protection in Brazil: A Model in South America?" *Journal of Refugee Studies* 19, no. 1 (2006): 30.

²² Pacheco, Andrea Maria Calazans Pacífico and Renata de Lima Mendonça. 2010. "A Proteção Sociojurídica Dos Refugiados no Brasil." *Textos & Contextos* 9 (1): Dados elet-Dados eletrônicos.

²³ The criterion for refugee status has evolved since the mid-twentieth century. Today, many refugees in Brazil have not yet been specifically designated as such.

²⁴ Zolberg, Aristide R., Astri Suhrke, and Sergio Aguayo. *Escape from Violence: Conflict and the Refugee Crisis in the Developing World*. Cary, NC, USA: Oxford University Press, 1989: 19.

²⁵ Ibid, 18.

²⁶ Ibid, 48.

²⁷ “The refugee problem” is understood as the situation according to which, thousands of people around the world are no longer provided with the necessary resources and/or protection in their home countries and are forced to migrate in search of refuge (*Refugees*, edited by Haerens, Margaret. Detroit, MI: Greenhaven Press, 2010).

²⁸ Hayes, Susan Ellen. *Human Rights and Refugees in the Western Hemisphere: A Case for Regional International Protection* (1982): 104.

²⁹ Goodwin-Gill, Guy S. *The Refugee in International Law*. Oxford; New York: Oxford University Press, 2007.

³⁰ Jubilit, Liliana Lyra. "Refugee Law and Protection in Brazil: A Model in South America?" *Journal of Refugee Studies* 19, no. 1 (2006): 24.

³¹ Barreto, Luiz Paulo Teles Ferreira and Renato Z. R. Leão. "Brazil and the Spirit of Cartagena." *Forced Migration Review*, accessed 8/6/2014, <http://search.proquest.com/docview/650391720?accountid=14585>.

³² Da Silva, Cesar Augusto Silva. "Brazil: Human Rights and Environmental Refugees Brasil: Derechos Humanos y Refugiados Ambientales." (2013): 217.

³³ Jubilit, Liliana Lyra. "Refugee Law and Protection in Brazil: A Model in South America?" *Journal of Refugee Studies* 19, no. 1 (2006): 24.

³⁴ Moreira, Julia Bertino. "A Problemática Dos Refugiados Na América Latina e no Brasil." *Cadernos PROLAM/USP, São Paulo* 2, no. 07 (2005): 71.

³⁵ Jubilit, Liliana Lyra. "Refugee Law and Protection in Brazil: A Model in South America?" *Journal of Refugee Studies* 19, no. 1 (2006): 24.

³⁶ Moreira, Julia Bertino. "A Problemática Dos Refugiados Na América Latina e no Brasil." *Cadernos PROLAM/USP, São Paulo* 2, no. 07 (2005): 65.

³⁷ Jubilit, Liliana Lyra. "Refugee Law and Protection in Brazil: A Model in South America?" *Journal of Refugee Studies* 19, no. 1 (2006): 24.

³⁸ Ibid, 39.

³⁹ "Protecting Refugees; A Field Guide for NGOs." UN High Commissioner for Refugees (UNHCR), accessed 11/20, 2013, <http://www.refworld.org/docid/3c03682d4.html>.

⁴⁰ Andrade, José de. "A Política Brasileira De Proteção e De Reassentamento De Refugiados: Breves Comentários Sobre Suas Principais Características." *Revista Brasileira De Política Internacional* 45, no. 1 (2002): 38.

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- ⁴² Ibid, 28.
- ⁴³ Amaral, Ernesto Friedrich and Wilson Fusco. "Shaping Brazil: The Role of International Migration." *University of Texas at Austin, Universidade Estadual De Campinas* (2005): 8.
- ⁴⁴ Nogueira, Maria Beatriz and Carla Cristina Marques. "Brazil: Ten Years of Refugee Protection." *Forced Migration Review* no. 30 (2008): 57.
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- ⁴⁶ Da Silva, Cesar Augusto Silva. "Brazil: Human Rights and Environmental Refugees Brasil: Derechos Humanos y Refugiados Ambientales." (2013): 223.
- ⁴⁷ Estarque, Marina and Karina Gomes. "Asylum Seekers Continue Search for Support in Brazil." *Deutsche Welle*, accessed 2/20/2014, 2014, <http://www.dw.de/asylum-seekers-continue-search-for-support-in-brazil/a-17369877>.
- ⁴⁸ Knight, Lesley-Anne. "UNHCR High-Level Side Event on the Mexico Plan of Action." *Caritas Internationalis*, accessed 11/23/2013, http://www.caritas.org/about/structure/secretary_general_2.html?cnt=649.
- ⁴⁹ Mercosur is an economic and political agreement among Argentina, Brazil, Paraguay, Uruguay, and Venezuela ("Aliança De Civilizações Plano Nacional do Brasil." United Nations Alliance of Civilizations (UNAOC), accessed 2/20/2014, 2014, <http://www.unaoc.org/about/group-of-friends/national-strategies/>).
- ⁵⁰ White, Ana Guglielmelli. "New Issues in Refugee Research." (2012): 5.
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- ⁶⁰ Ibid, 199.
- ⁶¹ Moreira, Julia Bertino. "A Problemática Dos Refugiados Na América Latina e no Brasil." *Cadernos PROLAM/USP, São Paulo* 2, no. 07 (2005).
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- ⁶⁴ Jubilut, Liliana Lyra. "Refugee Law and Protection in Brazil: A Model in South America?" *Journal of Refugee Studies* 19, no. 1 (2006): 22-44.
- ⁶⁵ The CNIg was established by Decree No. 86.715, article 142 of 10 December 1981, and is responsible "for the orientation of immigration officials and the coordination of immigration activities; preparation of immigration policies; creation of immigrant selection rules designed to provide the many sectors of the

economy with specialized workers; promotion of studies related to immigration problems; elaboration of immigration plans; conducting of periodic surveys related to the needs for qualified international workers, whether permanent or temporary; settlement of disputes and solution of cases unforeseen by immigration law in regards to the admission of immigrants; and provision of opinions on proposals to change immigration legislation” (Soares, Eduardo. "Global Legal Monitor: Brazil: No More Visa Cap for Haitian Citizens." Law Library of Congress, accessed 12/12/2013, http://www.loc.gov/lawweb/servlet/lloc_news?disp3_l205403584_text).

⁶⁶ Andrade, José de and Adriana Marcolini. "A Política Brasileira De Proteção e De Reassentamento De Refugiados: Breves Comentários Sobre Suas Principais Características." *Revista Brasileira De Política Internacional* 45, no. 1 (2002): 37-38.

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⁷² Ibid.

⁷³ Ibid, 26.

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⁷⁵ Jubilut, Liliana Lyra. "Refugee Law and Protection in Brazil: A Model in South America?" *Journal of Refugee Studies* 19, no. 1 (2006): 26.

⁷⁶ Ibid.

⁷⁷ Moreira, Julia Bertino and Rosana Baeninger. "Local Integration of Refugees in Brazil." *Forced Migration Review* no. 35 (2010): 67.

⁷⁸ “The Act deals with seven key issues,

— Title I stipulates the definition of refugees,

— Title II deals with entry into Brazilian territory and application for refugee status,

— Title III establishes the competence of the National Committee for Refugees (*Comite Nacional para Refugiados*, CONARE), which is the organization responsible for deciding whether to grant refuge,

— Title IV specifies the rules for refugee status determination,

— Title V deals with the possibilities of expulsion and extradition,

— Title VI establishes the hypotheses of loss and cessation of refugee status,

— Title VII is related to durable solutions, and

— Title VIII stipulates the final provisions” (Jubilut, Liliana Lyra. "Refugee Law and Protection in Brazil: A Model in South America?" *Journal of Refugee Studies* 19, no. 1 (2006): 31).

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⁸⁰ Hayes, Susan Ellen. *Human Rights and Refugees in the Western Hemisphere: A Case for Regional International Protection* (1982): 106.

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- ⁸⁶ *Ibid.*, 32.
- ⁸⁷ Jubilut, Liliana Lyra and de Oliveira Selmi Apolinário, Silvia Menicucci. "Refugee Status Determination in Brazil: A Tripartite Enterprise." *Refuge: Canada's Journal on Refugees* 25, no. 2 (2008): 31.
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- ⁸⁹ The Government of Brazil. "Brazil 2013 Country Chapter." UNHCR Resettlement Handbook, accessed 12/12/2013, <http://www.unhcr.org/4e2d622713.pdf>.
- ⁹⁰ Brazil's National Refugee Act establishes the procedure for Refugee Status determination, "stating that, Art. 17—A foreigner shall appear before a competent authority and state his or her desire to request recognition of the condition of refugee. Art. 18—The competent authority shall notify the requester to give information and such notification shall set the date for commencement of procedures. Paragraph One—The competent authority shall inform the United Nations High Commissioner for Refugees-UNHCR on the existence of a proceeding for request for refuge and shall enable UNHCR to offer suggestions to facilitate the development of the proceeding. Art. 19—In addition to the information, given if necessary with the assistance of an interpreter, a foreigner shall complete a request for recognition as a refugee, including a complete identification, professional qualification, schooling of the requester and members of his or her family group, as well as report on the circumstances and facts that form the basis of the request for refuge, indicating the appropriate evidences Art. 20—The record of the information and supervision of the request form completion shall be effected by qualified officials and in condition to guarantee information confidentiality" (Jubilut, Liliana Lyra and de Oliveira Selmi Apolinário, Silvia Menicucci. "Refugee Status Determination in Brazil: A Tripartite Enterprise." *Refuge: Canada's Journal on Refugees* 25, no. 2 (2008).)
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- ⁹² Jubilut, Liliana Lyra and de Oliveira Selmi Apolinário, Silvia Menicucci. "Refugee Status Determination in Brazil: A Tripartite Enterprise." *Refuge: Canada's Journal on Refugees* 25, no. 2 (2008): 32.
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- ⁹⁵ *Ibid.*
- ⁹⁶ *Ibid.*, 33.
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- ¹⁰⁸ *Ibid.*
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