

## The Venezuelan Migration to Brazil

How has the Venezuelan migration in the state of Roraima been handled by international, national and local actors?

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## **Abstract**

The aim of this paper is to investigate how international, national and local actors have handled the Venezuelan migration in the state of Roraima. It uses the Multi-Level Governance perspective in order to analyze the different levels of actors, being those; international, national and local that are involved in this situation. Interviews, observation and document analysis are the methods used in order to collect and analyze data for this research. This thesis finds that the Venezuelan migration has been handled by different actors in a multi-level type of governance, where decision-making is shared across these levels.

**Keyword:** Venezuela, crisis, migration, Roraima, actors.

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## **List of Acronyms**

**CONARE** – Comitê Nacional para os Refugiados

**EU** – European Union

**IOM** – International Organization for Migration

**MERCOSUR** – Mercado Común del Sur

**MLG** – Multi-Level Governance

**PETRIG** – Posto de Triagem

**UN** – United Nations

**UNDP** – United Nations Development Programme

**UNFPA** – United Nations Populations Fund

**UNHCR** – United Nations High Commissioner for Refugees

**UNICEF** – United Nations Children's Fund

## **1. Introduction**

### **1.1 Background**

This section will provide an overview of the background of the Venezuelan migration crisis and its consequences in Brazil. Over the last years, Venezuela has been experiencing an extreme political and economic crisis, which has great effects on its population. The political instability that took place in the country resulted in an economic crisis that led to innumerable issues, which made a profound increase in poverty and living conditions nearly impossible (Souza & Silveira, 2018, p. 115). Since the crisis started in 2014, the overall poverty rates went from 48,4% to 87% in 2017. These rates are connected to the high inflation that has been installed in the country, which is considered to be the highest in the world. With the high inflation and the devaluation of the Venezuelan pesos, the prices simply escalated, making it difficult to purchase basic goods. Another issue was the lack of distribution of supplies, which restricted the access to food, hygiene products, medications and basic health services (Vecchio & Almeida, 2018, pp. 158-159). Unable to have a basic living condition, the Venezuelan people started to flee their country and seek a better living condition elsewhere.

At first, the air routes were the most preferable ones for the Venezuelans, with main destinations, the United States, Spain, Chile and Panama. However, the picture changed, and the terrestrial and sea routes became more popular, leading people to flee instead to neighboring countries. Colombia then became the main destination for Venezuelans migrants and refugees. Still, other South American countries have shown relevant influx of migrants, such as Ecuador, Peru, Chile, Argentina and Brazil (Otero, Torelly, & Rodrigues, 2018, p. 39). According to the International Organization for Migration, the number of Venezuelans living abroad raised from 700.000 in 2015 to 3.000.000 people in 2018. Included in these three million, 2.400.000 Venezuelan migrants are living in South America (IOM, 2018).

Another important aspect to be observed, is the suspension of Venezuela from the Mercosur. The Mercosur is an economic and political bloc that was created in 1991, with the ambition to seal the region's return to democracy since its establishing members had come out from dictatorships (Felter & Renwick, 2018). It has an accord that supports the "free movement

of goods, services, and factors of production between countries” (MERCOSUR). The bloc includes Argentina, Brazil, Paraguay and Uruguay. In 1998 the members signed the Ushuaia Protocol on Democratic Commitment, declaring that “the full force of democratic institutions is necessary” to the unification of Mercosur states. It also declared on the fourth clause of the Ushuaia Protocol that, in case of a “rupture in democratic order”, would be a motive for a member’s suspension (MERCOSUR, 1998). Venezuela was accepted into the Mercosur in 2012, however, the country has failed to perform with many of the bloc’s regulations. Mercosur suspended Venezuela in December of 2016 due to this failure of meeting with its basic standards. On the 5th of August Mercosur made Venezuela’s suspension undetermined, alleging that the country had ruptured its democratic order (MERCOSUR, 2017).

As mentioned before, the Venezuelan crisis led to massive migration flows around the world, yet South America countries appear to have the highest number of receiving migrants. One of these countries is Brazil, which has a direct frontier with Venezuela. Roraima, the Brazilian state that borders Venezuela, is the place which receives most of the Venezuelan migration flow in Brazil (Vecchio & Almeida, 2018, p. 159). Roraima is located on the north part of Brazil and its capital is called Boa Vista. Its population is just below 500.000 people, and it is considered the state to have the smallest population in Brazil. The arrival of Venezuelans migrants in the state of Roraima is through Pacaraima, a small municipality of 12.000 people where most of its population is indigenous (Otero, Torelly, & Rodrigues, 2018, pp. 40-42). This first arrivals started at the end of 2015, with 821 refugee requests and increased to 3.354 refugee requests in 2016 (Ruseishvili & Carvalho, 2018, p. 58). According to CONARE, the Brazilian national committee for refugees, only 2017, there were more than 17.000 refugee requests in Roraima, and most part of these people stayed in the capital Boa Vista and in the Pacaraima municipality (Vasconcelos & Santos, 2018, p. 255). The Brazilian federal police pointed out that in the end of 2017, thirty thousand Venezuelans requested to stay in Brazilian territory (Barbosa & Obregon, 2018, p. 12). Since the start of this high migration flow that arrived in the Brazil at the end on 2015, the Brazilian Federal Government acknowledged the situation as a humanitarian crisis of emergence character and created, in the beginning of 2018, a Federal Committee of Emergence Assistance for the reception of people in vulnerable situations due to the migratory circumstances (Ruseishvili & Carvalho, 2018, pp. 62-62). It had the support of different UN agencies, which most importantly were the United

Nations High Commissioner for Refugees (UNHCR), International Organization for Migration (IOM), United Nations Population Fund (UNFPA) and the United Nations Development Program (UNDP) (Vecchio & Almeida, 2018, p. 160).

## **1.2 Research Problem and Aim**

In this section the thesis will examine the research problem and the aim of the research. This is divided into two sections, the first discusses the flow of immigration of Venezuelans to Brazil and the challenges this posed to the destination country. The second section provides an understanding of the Venezuelan economic and political crisis and the impact this had on the Venezuelans who immigrated.

Firstly, the increasing flow of Venezuelans on Brazilian borders brought up considerable challenges when it comes to immigrants and refugees on the Brazilian legislation. Previously, Brazil did not have an immigrant law or refugee law according to human rights. Instead, the country recognized the immigrants as a threat to the potential interests of the Brazilian population and Brazil as a whole. However, in 1997, Brazil started to recognize refugees according to the United Nations 1951 Refugee Convention. And it was just on 2017 that Brazil approved the new *Lei da Migração*, which is the new migration law that envisages the treatment of migrants in Brazil (Silva & Wagner, 2018, p. 2). Considering that the migration of Venezuelans to Brazil started at the end of 2015 and it was intensified in the coming years, it is then interesting to discover and observe the position and classification that Venezuelans have according to the Brazilian legislation.

Secondly, the Venezuelans that entered Brazil had nearly no material possession and many arrived with little monetary and material possessions. The fact that Venezuela's economic crisis resulted in the population being heavily and negatively economically impacted meant that those who were the poorest were the ones who saw migration as the best option to seeking better opportunities. The majority of migrants, left with little opportunities, moved along on foot and faced awfully long distances before they reach the Brazilian borders. It has been noted that, on the border control that is located in Pacaraima, most of the migrants arrive in a critical situation of lack of food and have some type of disease (Magalhães, 2018, p. 127). The

Venezuelan migrants usually took along only their belongings that they could carry along the way. Many did not settle in Pacaraima, instead they continued walking to the capital Boa Vista, which is located 240km from Pacaraima (Alves, 2018, p. 153). Due to the lack of resources and the long journey, they ended up sleeping on the streets, parks, roads and parking lots along the way. This experience was repeated once they have arrived in Boa Vista and continues to this day as Venezuelan migrants continue to seek better opportunities in Brazil and neighboring countries. The high number of Venezuelans sleeping on the streets urgently demanded the creation of a plan in order to shelter immigrants entering Brazil. Likewise, in light of this situation, several actors, such as the Brazilian government and other international agencies, developed projects and strategies in order to attend this migratory flow (Ruseishvili & Carvalho, 2018, pp. 62-63). This paper has as an objective to explore and reveal the role that each actor had in responding to the inflow of Venezuelan migrants and the actors' respective responsibilities towards this migration.

Therefore, the aim of this research is to investigate how the migratory flow of Venezuelans to Roraima was handled on by different actors at different levels. The paper analyzes three different levels, these being: the international, the national and the local. For this, it is important to examine the classification that Venezuelans received according to the Brazilian law and to which extent the legislation was changed in order to attend this migration. Furthermore, it is essential to list and analyze the role of each important actor that is present in this situation and describe which level they are encountered. Further, to investigate these actors' capability of developing and establishing a system that serves to support these migrants. In the next section of this paper I will propose my research question and further develop how this will be answered.

### **1.3 Research Question**

There are many research questions that would be interesting and relevant when it comes to the Venezuelan migration to Brazil. There are also many areas within this particular topic that would be significant to understand the whole picture of the situation. However, one must focus on one particular issue and analyze it deeper in order to achieve a greater knowledge about the situation. I have chosen to focus on the Venezuelans in Brazil and how this movement was



handled and addressed by the Brazilian state and different international actors. The fact that the Brazilian legislation is rather underdeveloped when it comes to migrants in a human rights' picture, makes it more interesting to look at. Furthermore, as the biggest flow of Venezuelans arriving in Brazil happens in the state of Roraima, thus, it would be coherent to study this migration flow in this particular state. This is also because Brazil is considered to be a large country and to research about the Venezuelan migration in the entire country would be fairly problematic. Therefore, in order to understand the research problem and achieve the purpose of this study, the coming research question will be answered:

“How has the Venezuelan migration in the state of Roraima been handled by international, national and local actors?”

This paper attempts to answer this question by using a relevant literature review of the Venezuelan crisis and Brazil's response to the influx of Venezuelan migrants. The literature developed in this academic field supports the interpretation and response of this research question and will be developed in the next section of this paper. Furthermore, this paper uses the Multi-level governance theoretical framework to describe the role of each actor involved in responding to the migration to Brazil. Thereafter, this paper explains the methodology used before providing the analysis of the findings. This paper employs the interview method and supporting methods such as observation and document analysis. Finally, this paper seeks to best analyze this issue in order to contribute to this field of study.

## **2. Literature Review**

In order to expand the portrayal of Venezuelan migration to Brazil, it is significant to acknowledge literature regarding Venezuela's migration aspects and to mention literature regarding Venezuelan migration to Brazil. Therefore, the target of this literature review is to use different relevant literatures to be able to achieve a deeper insight of important aspects that surround the main issue of this research. The literatures that will be used, were picked and analyzed specifically for this research and it regards the studies of influential scholars.

Concerning the Venezuelan immigration history, Mary Kritz (1975) in her research, focuses on the impact that the international migration had on the Venezuelan demographic and social structure. She suggests that in view of the importance of international migration to countries where there are varying levels of economic status take place, it is vital that research on demographic, economic and social implications are carried out. She focuses on investigating the implications of international migration in low-income countries, illustrating the Venezuelan immigration during the 1940's and 1950's. Accordingly, the lack of skilled workers was taken as an encouragement for immigrating to low-income countries and even though there are two ways of producing skilled manpower, immigration or training, it has been defended that immigration is a faster and less expensive option than training. She explains that the Venezuelan immigration history was similar to the other Latin American countries, where historically those countries mostly received immigrants between 1946 and 1958. These immigrants were mainly from three European countries: Spain, Italy and Portugal. Mijares and Rojas Silva (2018) in their research also highlight that the Venezuelan migration history was largely characterized by receiving immigrants.

Mijares and Rojas Silva (2018) argue that the Venezuelan migration crisis presented a new dynamic to Venezuelan history with two key aspects that are uncommon for South America. First, the crisis emerged in a nation which has been historically receiving migrants and refugees rather than being the point of supply of outmigration, where a large flow of migrants sought a better life in its Latin American neighboring countries. The second aspect of this Venezuelan crisis is that it had a regional impact rather than the historically cross-regional experience of migration on Latin America. Kritz (1975) and Mijares and Rojas Silva (2018) literature contributes to a broader comprehension about Venezuela's immigrational background, Kritz (1975) specifically provides a key understanding of the immigrational background in Venezuela. Mijares and Rojas Silva (2018) highlight the complications that were introduced to the receiving countries once the immigrant influx increased dramatically following a crisis in the sending country.

John (2018) in her paper 'Venezuelan economic crisis: crossing Latin American and Caribbean borders' discusses specifically how the Venezuelan economic crisis, hyperinflation, and political instability, directly impacted its migration flow. The Venezuelan migrants were

seeking economic opportunity and political stability mainly in its neighboring countries in Latin America. John (2018) further examines how Venezuelan neighbors in Latin America were ill equipped to welcome the large flow of migrants from Venezuela. John (2018) highlights that the Venezuelan migrants, who were among the poorest of the population, “exacerbated [challenges] such as human trafficking, prostitution, crime, and poverty” in the destination countries. She finally argues that the relationship between the sending and destination countries is essential in “teasing out the effects of the immigrants’ behaviors, attitudes and cultural adaptations” (John, 2018, p. 9). These are some of the key studies that provide a background understanding to the Venezuelan migration crisis and its impact in the Latin American region. However, the Venezuelan crisis had more specific impact in two of Venezuela’s neighbors, these being Brazil and Colombia (Gedan, 2017). The majority of the research conducted on the Venezuelans who migrated as a response to the national crisis they experienced tends to consider the destination countries. The next section of the literature review will summarize the literature on the migrants who chose Brazil as a destination country.

Menezes and Souza di Raimo (2018) state that the Brazilian response towards the Venezuelan migration was very different than the Colombian response. That is because, since the beginning of 2017, the Brazilian national migration committee created regulations that benefited the Venezuelan migrants. Additionally, Alves (2018; 153) claims that after the year 2000 Brazil has been experiencing a migratory phenomenon which has not happened for almost half a century. She explains that the reason for this phenomenon to happen in Brazil is because Brazil has been seen as an attractive country for migrants due to its economic growth and because of that it became a receptive country for migratory flows. She then states that Brazil become a part of the south-to-south dynamic, which is when the receiving country as well as the sending country belong to the same continent or region. The literature also finds that the Brazilian response to this influx was different depending on whether the response came from the Federal government or the state of Roraima. The literature that analyses the government as a key actor acknowledges and highlights that within the government there were different sectors, the federal and the state government, that advocated for different policies and responded to the influx of Venezuelan migrants in Brazil (Menezes & Raimo, 2018).

The literature also covers three different levels and actors that were involved in managing, policing, and managing the Venezuelan migrants. This literature review will briefly summarize some of these actors and the influence that these actors had on the Venezuelan migration will be further developed in the analysis section of this research paper. It is in this academic field that this paper seeks to bring a further understanding about the Venezuelan migration crisis to Brazil. There are currently no papers, to my understanding, that analyze the role that several actors had on the migratory flow to Brazil, instead the literature is divided with the research body focusing on specific actors.

Azevedo and Dantas (2017) research focuses on how the inadequate integration of refugees in Brazil and “the absence of public policies for refugees consist a violation to the right of human dignity”. They concluded that lack of public policies was the biggest barrier to integration of migrants in Brazil. On the other hand, Niño (2018) argues that the Venezuelan crisis resulted in a heavy migration flow to neighboring countries, like Brazil. He then argues how the Brazilian federal government adjusted in order to respond the Venezuelan migration to Brazil. Nino (2018) focused on the previous president Michel Temer’s government and how its foreign policy direction changed and impacted the approach of international migrations. His research recognizes that there are existing actions, in Brazil, to guarantee an amount of rights for immigrants and a “managing migration like a security issue”.

Moreover, Roig (2018) declares that the UNFPA, which is one of the UN agencies, has been working to promote the sexual and reproductive health as well as it coordinates the interventions of UN in situations where there is sexual and gender violence of Venezuelan migrants and refugees. He explains that the main focus is to develop public policies standards that are able to increase the capacity of the Brazilian state response to groups that need special attention in this migratory process such as women at reproductive age, young and elderly people, disabled and the LGBT society.

In addition, Menezes and Souza di Raimo (2018; p.238) argue that the military was also an actor that influenced and played a role in responding to the immigrants who arrived in Brazil from Venezuela. They point out that the Brazilian armed forces have a direct role in basic aspects of this humanitarian response, such as the shelter administration and the food

coordination between the shelters. However, the involvement of the armed forces in this humanitarian crisis has been regarded quite negatively from non-governmental actors. Considering the vulnerable situation of the Venezuelan migrants, the armed forces could then create an environment where punishments were applied if there were any violations on the rights of these migrants. The involvement of the military on the administration is against the principles of the humanitarian actions, and therefore was especially opposed by non-governmental bodies.

### **3. Theoretical Framework**

The main aim of this thesis is to investigate how international, national and local actors handled the Venezuelan migration in the state of Roraima. Within this aim, I have chosen the Multi-level governance theoretical framework in order to comprehend and state the levelness of the actors that participate on the issue of this research.

#### **3.1 Multi-level governance**

The term multi-level governance was first used by Gary Marks (in Bache & Flinders, 2004, p.3) in a way to understand the EU structural policy. Later, Marks and Liesbet Hooghe (in Stephenson, 2013, p.818) developed the concept of multi-level governance that was then applied more generally to the EU decision making (Trnski, 2005, p. 23). When developing his concept, Marks was inspired from both the studies of domestic and international politics. He first defined it as “a system of continuous negotiation among nested governments at several territorial tiers”. In this definition, he analyzes domestic politics and describes how within multi-level governance “supranational, national, regional and local governments are enmeshed in territorially overarching policy networks”. Accordingly, central governments are not the only that hold the power of making decisions, instead, the responsibility of decision-making is distributed between a range of actors at international, national and subnational levels. Thus, ‘Multi-level’ refers to the expanded interdependence of governments performing in different territorial levels, while ‘governance’ indicates the increased interdependence between non-governmental actors and governments at different territorial levels (Bache & Flinders, 2004, p. 2).

The multi-level governance was created to attend European Union's urgent call of a change on its overall structural polity. Previously, other policies were mainly focused on European integration, for instance, the inter-governmentalists. Being one of the contrary theoretical perspectives of MLG, the intergovernmental perspective described a completely different picture of the EU than the MLG perspective does. In this view, central governments continue the most important actors in the EU and the decision-makers. Accordingly, other European institutions, subnational and local actors have little to no significance. They are incapable of decisions going further without being accepted by central governments. This perspective is the direct contradiction to the multi-level governance perspective (Bache & Flinders, 2004, p. 4).

Consequently, the expansion of MLG concept was seen as a part of a new movement of thinking about the EU as a political system rather than attempting to interpret the process of integration. This perspective has as part of its foundation, the neofunctionalist theories of Ernst De Hass and Lean Lindberg (in Bache & Flinders, 2004, p.3). Neofunctionalists defended that governments were progressively found in a variety of interconnections that contributed to the provision of a role for supranational actors in shaping integration. Even though not a theory of integration, the multi-level governance concept shared with neofunctionalism the belief that supranational actors and interest groups were important in shaping EU decisions (Bache & Flinders, 2004, p. 5). However, Marks (1993) also believed that subnational actors were progressively influential when it comes to decision-making in the European Union. He also suggested that subnational actors are progressively influenced by developments at the EU level so as a consequence, these actors have prepared to participate in policy-making at that level (Marks, Structural policy and multi-level governance in the EC, 1993).

Furthermore, this concept holds that the state no longer has the role of dominator in the policy-making or the collection of domestic interests. Decision-making abilities are then shared by actors at different levels rather than by one central actor. Collective decision-making is brought to the scene as individual state actors lose control significantly. Subnational actors now function in both national and international areas, creating transnational associations (Trnski, 2005, p. 26). Moreover, MLG suggests that some of these subnational actors tend to be more

powerful than others, this is due to their financial and political dominance at the domestic level. In addition, supporters of the MLG perspective point out that this concept is more significant in some policy sectors than in others (Stephenson, 2013, p. 828).

MLG concept arose as a vertical distribution and a form to make known the entanglement between the domestic and international levels of authority. However, some disdained this perspective for its lack of predicting capability, arguing that it provided little explanation of origin and because of that its was classified as a concept rather than a theory (Stephenson, 2013, p. 818). After four years of its creation, Scharpf (in Stephenson, 2013, p.823) investigated its analytical capacity, defending that its efficacy at different governance levels fluctuated from one policy area to another. Then Harlow and Rawlings (in Stephenson, 2013, p.826) recognized an ‘accountability deficit’ in MLG’s concept that ‘itself become organized around self-organizing, self-regulating networks’. Papadopoulos (in Stephenson, 2013, p.826) criticized the academic aim in MLG research and highlighted concerns regarding performance and efficiency. Finally, Heinelt (in Stephenson, 2013, p.827) argued that political science thinking may not involve the accomplishment of policy objectives but instead ‘the basis political logic of governing public affairs in the multi-layered spheres of EU politics’ (Bache & Flinders, 2004, p. 5).

However, even if multi-level governance was greatly criticized for not supplying the perfect toolkit to help scholars to define how governments distributions has come to be this way or how efficient it could be, it did supply an easier understanding of how governance was arranged in the EU. In addition, the fact that MLG was classified as a concept rather than a theory due to the absence of clear predictions can be defensible unjust. That is because other theoretical frameworks within policy analysis might have considerable explanatory ability but still do not have aim at prediction either (Stephenson, 2013, p. 829).

Even though multi-level governance continues a questioned concept, its large approach represents a common concern with the rise of non-state actors and the associated challenges to state power. Moreover, the MLG concept has grown considerably in the recent years and it is now applied not just in policies or Europe. This concept has been employed in various contexts such as globalization and development, international law, economy and businesses, which were

not just in Europe but worldwide. Scholars attempted to disconnect MLG from its EU policy structure and focus more the international context (Stephenson, 2013). Kaul (in Stephenson, 2013, p.829) for instance, has contributed to this concept by examining the dynamic role of the United Nations, which is an organization that strives to adapt to a new world system where countries perform as mediators between national interests and international policy demands. Thus, multi-level governance simplified the structural configuration not just of decision-making but also of policy-making. This included the distribution of powers and capabilities to different levels of policy-making actors and redesigned the roles for both old and new institutions and organizations (Stephenson, 2013, p. 828).

As previously explained, the MLG perspective has been applied in other fields other than just focusing on the EU, one of these fields is the migration field. Migration scholars that work in the policy analysis field have at first referred to MLG when relating to issues of policy coordination. Nevertheless, this scene changed and the MLG perspective is no longer only related to issues of policy coordination. Instead, these scholars now seek to understand how the increase of multi-levelness of national states worldwide challenge their ability of dealing with issues connected with migration. Migration has constantly symbolized a very delicate topic for states' sovereignty and cultural identity' (Caponio & Jones-Correa, 2018, p. 2005). However, important aspects of migration regulation and integration systems are determined and executed at other levels of governance and with the involvement of both state and nonstate actors. This multi-actorness and multi-levelness of migration policies is primarily a common reality which intrudes on migrants' lives worldwide. Policy-making acts in complicated multilevel environment seem to be highly relevant if one is to upgrade its knowledge of where and how the rights and life chances of migrants are faked and disregarded and why they are faked in the way they are. Because of that, it seems to be essential the construction of a conversation between scholars within the analysis of migration policy in a multilevel environment from different conceptual perspectives. Lastly, as a matter of fact, the study of multi-levelness of migration policy is not only significant for specialists on this field but can support the upgrading of literature and the argument on MLG within political science (Riemsdijk & Van, 2019, pp. 1230-1231).



To conclude, this research aims to discover the different levels of actors that have handled the Venezuelan migration to Brazil, thus, it is interesting to apply and use the MLG concept as the theoretical framework. Given that migration policy is a subject that is handled and controlled by various actors in different levels and the fact that multi-level governance defends this distribution of power, it makes a very relevant concept to rely on. Therefore, using the MLG perspective in this research will help to analyze the relationship between actors involved in this migratory movement as well as revealing the configuration of decision-making. It is then interesting to examine this interdependence of actors that act in different territorial levels.

## **4. Methodology**

### **4.1 Methods**

The objective of this research paper is to discover how the Venezuelan migration in the state of Roraima, in Brazil, was handled by international, national and local actors. It seeks to investigate these actors' capability and competency towards this migration as well to expose the real picture of this migratory movement. The methodological approach of this research is qualitative, and the relevant methods chosen to understand this issue were interviews, participant observation and document analysis. Data analysis is provided in order to justify the use of these selected methods. The role of the researcher is defined in order to avoid misjudgment. Moreover, ethical considerations were considered necessary in this research, thus they are described for a more profound validity. A brief explanation of the validity and reliability along with advantages and disadvantages is presented. At the end, limitations of the research are displayed.

### **4.2 Data collection**

With the purpose of answering this paper's research question, the methods selected were considered the most appropriated ones. This paper first focused on the utilization of semi-structured interviews with important actors involved on this migratory situation. Secondly, this paper uses observation as a supportive method since me, the researcher, travelled to Roraima

and had the opportunity to observe different aspects regarding these migrants' situation and what has been done about it. Finally, this paper employs an additional method of document analysis, which helps to contribute to the final analysis.

The material used for the first part of analysis are the interviews' transcripts. Each interview was performed by me, that travelled to Brazil in order to carry out those conversations. All interviews were individual and personal. As mentioned before, interviews took a form of semi-structured, which is when questions are prepared before but there is flexibility for more discussion while maintaining the research guidelines. These interviews took place in Roraima, Brazil. It was from the period of 11<sup>th</sup> of April to the 17<sup>th</sup> of April of 2019. All interviews were anonymous and recorded by audio messages. All of the participants were selected considering their significance for this research aim. Six people were interviewed, being these people from different organizations such as the UNHCR, UNFPA, The Fraternity, the Brazilian military and other people of interest. These participants were found through my fathers' contact with the Brazilian military, which happens to be one of the most important actors involved, that later connected me to other important international and national actors. The interviews' duration was between 15 to 45 minutes. Given that this paper is concerned of how international, national and local actors handled the Venezuelan migration, interviews with the actual migrants were excluded.

The second method that this research performed in order to gather data to respond to the research question that is being investigated, was observation. It is noted that the researcher travelled in order to bring a valid development of this research, which made possible the use of the observation method. This took place in Roraima in Brazil. Specifically, in two different shelters for Venezuelan migrants that are called Pintolândia and Rondon 3, as well as, the PETRIG, which directly translates to 'sorting station', this is the place where the immigrants have access to documentation and other types of assistance. I was granted the access to these places through a person in the Brazilian military that guided me through my stay in Roraima. I spent four days in Boa Vista, the capital of Roraima, from the 15<sup>th</sup> to the 18<sup>th</sup> of April. Most of my data was collected through note-taking and photograph.

The third method for data collection was document analysis. This method was used as a supporting method to the interview method. It sought to bring more reliable and concrete results to this research. It strongly helped to answer the research question and give a deeper insight of the research issue. A variety of documents were analyzed, such as laws, formal records, policy documents, reports and electronic sources. These documents were relevant and regarded international, national and local levels.

### **4.3 The role of the researcher**

In qualitative studies, the role of a researcher tends to be quite particular. That is because the researcher is seen as an 'instrument' of data collection. This implies that data is provided through this 'instrument' rather than through surveys, statistics or machines. The researcher that assumes this role has to identify important aspects of its personal principles, including any biases, beliefs, assumptions or expectations, in order to carry out the research (Creswell, 2014, pp. 237-238). Therefore, as this research has a qualitative approach, it is important to describe my position as researcher. The research being studied in this paper is considered to have a Relativist ontology. This means that it believes in multiple versions of reality and what is real depends on the meaning one attaches to truth. Since reality is created by how people see things then truth evolves and changes depending on people's experiences. If reality is context bound, it cannot be generalized, it can only be transferred to other similar contexts. Furthermore, epistemology is the type of relationship the researcher has with the problem being studied, and can have two different approaches, the ETIC or EMIC approach. This research epistemological position is EMIC, which is a subjective approach to reality and interaction is seen as a necessary aspect to gain a deeper understanding of what the situation really is. Accordingly, this research does not believe in 'one truth', instead it believes on people's experiences than can evolve and change (Killam, 2013). Therefore, having stated my position as a researcher, I seek to maintain my positionality throughout the entire study.

### **4.4 Ethical considerations**

The connection that is created between the researcher and participants can raise a variety of different ethical considerations that must be respected. For the purpose of respecting the privacy, principles and rights of the people being interviewed and observed, some relevant

ethical concerns were taken into account, including the core ethical concerns that are anonymity, confidentiality and informed content (Creswell, 2014, pp. 257-258). Therefore, the following ethical considerations were taken; a) The full agreement was obtained from the participants before the carrying out the study; b) Privacy protection of the participants was ensured; c) It was specified to the participants the data that will be collected as well as how it will be used; d) Confidentiality of the data collected was guaranteed to the participants and e) the participants were notified of all data collection instruments (Creswell, 2014, pp. 257-258); (Research Methodology ); (Sanjari, Bahramnezhad, Fomani, Soghi, & Cheraghi, 2014)

#### **4.5 Advantages and Disadvantages**

##### Semi-structured interviews

As mentioned before, semi-structured interviews in a way offer flexibility, that is because, although researchers prepare the questions ahead of time, they can still maintain flexible and allow the participants to express their perspectives in their own terms (Newton, 2010). This is considered a very relevant advantage of conducting semi-structured interviews. In addition, a number of advantages can be highlighted; 1) it is considered to be an efficient and practical method of gathering data; 2) it provides reliable qualitative data, since the interviewee is able to express itself in detail and depth and 3) it provides comparable data and it can be described as a 'fact-producing interaction' (Newton, 2010, pp. 1-2). However, it is also important to address and recognize some disadvantages of this method. The main disadvantage is that information can be misleading, since the interviewee's responses are affected by what she or he believes the situation requires. One other disadvantage is that interviews can be much time-consuming and expensive (Sociology Central). At last, one cannot be certain that the interviewees tell the truth, they might say what they think the interviewer wants to hear or what they think they want to hear. Nonetheless, these disadvantages do not disregard this method as a reliable method, and it can in many times be outturned. To prevent these disadvantages, the interviewer can make clear the purpose and topics of the interview in the beginning; the researcher has the responsibility of picking evidence from the data which was gathered when interpreted seem credible and reliable. Time and costs should be evaluated when selecting the method. It is by fact that this method has advantages and disadvantages, still, it aims to not let these disadvantages interfere on the resolution of this research (Newton, 2010, p. 5).

### *Observations*

This method's main advantage is the study of human behavior, since the data collected is very reliable and this increases the accuracy of the research results. Nonetheless, it is a very time-consuming method and it can contribute to biased opinions (Singh, 2010).

### *Document Analysis*

On the contrary of observations, document analysis is a much less time-consumer and there are few costs involved. However, one of its disadvantages is the inappropriateness of data quality, since it is a secondary data collector and can influence on the quality level (Lopez, 2013).

## **4.6 Validity**

To be able to ensure validity to this research, triangulation is employed. Triangulation relates to the practice of employing multiple methods or sources of data to assure the validity of a research study (Creswell, 2014, pp. 251-252). Data triangulation and method triangulation were applied to this research in order to provide a more comprehensive picture of the results. Denzin (1978) established four types of triangulation, which two of them are applied to this research. Data triangulation was used through the collection of data from interviews, observation and documents. Moreover, method triangulation was used on the same data collectors abovementioned.

## **4.7 Limitations**

There were no major limitations on this research. However, the difficulty and bureaucracy in accessing and obtaining contacts with the people that should be interviewed was fairly demanding. Additionally, the amount of time would preferably been longer in the interest of providing an extended quantity of data collection.

## **5. Analysis**

This paper has its objective to discover how the Venezuelan migration in the state of Roraima was handled in different levels. The analysis of this paper uses the MLG framework and its

concept of sharing decision-making which happens at different levels of governance. Therefore, this part of the paper is divided in levels, being these levels the international, national and local. It then attributes actors to the levels abovementioned and their role in this migratory movement is discovered through the methods of data collection that were defined previously. Furthermore, their position within this movement is represented in the following paragraphs that are divided by each organization represented. Not all the methods were used in all actors. The actors that were analyzed will be specifically described by each paragraph. In other words, I did not interview, observed or used document analysis in all actors, however, all actors were analyzed through different methods, that will be specified in the next section.

## **5.1 International level**

This part focuses on the international level and the actors that belong to this level and their role within the Venezuelan migration in Roraima. As a matter of fact, the Venezuelan migration in Roraima has mobilized not just national authorities but also different international actors. There are several international actors involved on this migratory flow. The international actors that were analyzed in this research were UNHCR, UNFPA, IOM and the Fraternidade.

Furthermore, it is important to note that the interviews will not be directly transcribed, however, relevant sayings are taken into account. The subject matter of the interviews was the same. I asked those interviewed the following questions: what is the role of the organization they are a member of in the Venezuela situation in Roraima, and what is their main responsibility in this scenario.

### **5.1.1 UNHCR**

The interviewee described that the UNHCR role started in the middle of 2016, with small missions to Roraima and in 2017 they officially opened their first office in the city of Boa Vista. Soon after, it was explained that this organization started their activities in Roraima before the Brazilian Federal government respond to this situation. Later, after the intervention of the Brazilian government, this organization agreed with the Brazilian government that the UNHCR would administer the shelters for migrants and refugees. The interviewee declared that this organization administers eight of the eleven shelters that are installed in Boa Vista, to which they are directly responsible for the humanitarian administration of these eight shelters. The

interviewee continued explaining that the portable houses that were in most of the shelters were provided by the UNHCR. Moreover, this organization possess the ‘reference center’, which was the first referential point for Venezuelans migrants and refugees once they have arrived in Boa Vista. The person who was interviewed explained that this reference center was possible through a partnership which the UNHCR did with the Federal University of Roraima (UFRR) and that one hundred thousand dollars were invested in one of the buildings of the university in order to build the ‘reference center’. At the present day, it was described that this ‘reference center’ has the presence of other international organizations such as the IOM and the UNICEF. This ‘reference center’ is for Venezuela’s individuals that search information about documentation. At this center, they also distribute tickets for services at the PETRIG, which is the place where the Venezuelans apply for documents and their legal status in Brazil. In addition, individuals that possess these tickets have the help and support of the UNHCR team at the PETRIG to the refuge and residence documentation. The interviewee also outlined that they have a ‘protection team’, that is also located at PETRIG, that takes care of identification of cases. In addition to this, it was observed by me that this organization is truly present as they have their own station at PETRIG, and I noticed some of their team working actively with the migrants.

Furthermore, the person that was interviewed highlighted some of the projects that the UNHCR is part of. They have a partnership with a telephone company that provides free calls for the migrants to contact people that are outside from Brazil. They also have a partnership with other organizations that help the migrants and refugees with résumé assistance, cases management and specializing courses and Portuguese courses. It was also highlighted in the interview that this organization works for the most part with the Brazilian Armed forces.

The interviewee also revealed that they also work with the ‘interiorization’ process, which is the process of sending migrants or refugees to other parts of Brazil, so they are able to integrate and be incorporated in the society (UNHCR, 2019). For this, they work together with the Brazilian federal government with the identification of institutions that accept and receive the Venezuelan people on their destination place. As mentioned by the interviewee, another important part of their role is that they have a registry system that they use on the entire world to register migrants and refugees and it is through this system that they select the people that will be a part of the ‘interiorization’ process. In light of this process, the person that I

interviewed also mentioned that they have what is called the cash-based intervention (CBI), which is a social and financial help for cases where individuals that move and do not have the financial conditions to assure the living cost before they get their salary. As pointed out in one of the UNHCR reports, the CBI policy aims to provide “protection, assistance and service to the most vulnerable” (UNHCR, 2016).

Lastly, I further asked about the status that Venezuelan people could obtain as they arrive in Brazil. The interviewee then explained that Venezuelan people can declare that they are in Brazil for tourism purposes and that they can stay up to sixty days in the Brazilian territory. Furthermore, it was explained that a law was created by the Brazilian government regarding the Venezuelan humanitarian crisis that provides temporary residency for Venezuelans, and that many apply for this provisory residency. The interviewee also mentioned that the 9474 law, which is the Brazilian Refuge law that states every person that search international protection through refuge needs to have access to this international protection. Therefore, this explains the other option that Venezuelans have as a status. It was further alleged that these are not the only means of obtaining a legal status and one should not exclude the possibilities that Venezuelans have of searching for residency options in means of work, study and others. However, in the Venezuelan context, the most common is that the person declares itself as a tourist, seek temporary residence or requests for refuge. These evidences contribute greatly to understand the role of international actors that is stated in this paper’s research question.

#### 5.1.2 UNFPA

The person who was interviewed defined that the UNFPA intervention happens if there is any case of aggression to a woman, someone from the LGBT community and disabled or elderly people. Therefore, the interviewee argued that this organization help people, from the groups that were mentioned before, to pursue their rights if there was any type of aggression. Further, the interviewee explains that their role is also to provide information about health feature, for instance, migrants or refugees that have AIDS and do not know where and how they obtain treatment, or for cases such as the migrants suspect that they have AIDS or for migrants that know that they have the disease and used to be medicated back in Venezuela but do not know how to obtain the right medicine.



Furthermore, the interviewee underlined two locational services that they offer. One is the 'Casa de Viver', which is a treatment place for people that are living with AIDS. In addition, they have 'secure place', which is a space where women, disabled and elderly people and the LGBT community is welcomed to be listened. This space is located at PETRIG and in Pacaraima. During my visit to PETRIG, I had the opportunity to observe this 'secure place' hosted by UNFPA. I noticed that there were two women breastfeeding, both of them seemed to just have delivered their babies, and the atmosphere suggested a calm and peaceful environment. This place was monitored by one of the UNFPA volunteers which kept assuring their well-being. Moreover, the interviewee concludes by revealing that the UNFPA has a partnership with the Salvation Army, called 'Projeto Pontes', to provide psychological assistance for cases such as rape and others. Likewise, the official page of the UNFPA Brazil addressed a new action has been created, by the UNFPA and the UNHCR, that has as its theme the special attention from the public health sector of Roraima to Venezuelan women in situations of sexual violence (UNFPA, 2018).

### 5.1.3 The Fraternidade

At first, the interviewee described that this organization arrived in November of 2016 with their first humanitarian team. This organization was described as an NGO and as an ecumenical association that does not have a direct connection with any specific religion. It was outlined that this organization has done other humanitarian missions in other parts of the world, such as Nepal, Africa Turkey and in different parts of America. Those missions were very definite and that usually they went to support other organizations that were in the location. The interviewee alleged that their expertise is not to arrive in the middle of a crisis and that they do not have the expertise or material to perform rescues of any kind. Their role is rather to assist and cooperate other organizations after the situation had its first impact. However, once this organization arrived in Roraima, they had the thought that their position would be the same as in other missions. Therefore, they planned a one-month trip. However, it was noticed that there was no humanitarian help that was fixed in Roraima. The UNHCR had started with their missions but still had not established a fixed location. Therefore, the interviewee told that their one-month mission trip ended up being much longer than expected and at the present time, they are still established in Roraima.

Moreover, the interviewee mentioned that as they arrived, they encountered the most part of the migrants being indigenous people. Therefore, inevitably their work was mainly focused on indigenous people, that were homeless. The interviewee specified that the Fraternidade lives based on donations and before resources were very limited as they needed to go around the city of Boa Vista and Pacaraima to get donations. Nonetheless, their focus was mainly on the health department, which included dentists and doctors. In order to support the homeless situation of those migrating, the interviewee mentioned that this organization did an agreement with the local government which provided an old gymnasium to create their first shelter, the Pintolandia. During the interview, the person specially highlighted the extreme cooperation from the firefighter team of Boa Vista during the establishment of people in this gymnasium. The interviewee continued and said; “Nowadays people talk a lot about xenophobia, and is certainly real, but the solidarity of people from Roraima is also definitely real”. From this quote, it is clear the appreciation from this international actor towards people from Roraima and local actors. This adds both to the MLG concept of sharing power amongst different level of governance and it adds to the local level analysis that is further stated in this paper.

It was explained that the indigenous people have practices and beliefs that require a special treatment, and that is what this organization has been trying to accomplish. The interviewee mentioned that the approach and administration towards these migrants and refugees was more difficult since they were indigenous. In the other shelters, migrants were provided with beds, but for the indigenous, that could not be possible since they have a tradition to sleep on hammocks. Therefore, this shows the care and preoccupation from this organization towards the well-being of the indigenous. I observed as I walked through the Pintolandia shelter, the positive affection that the indigenous migrants had towards the interviewee. Also, the interviewee outlined it has been very complicated and delicate the hygiene and sanitary problems that the indigenous have but this organization has been attempting to help by offering awareness towards cleaning.

In the end of the interview, it was mentioned that since the beginning of the ‘interiorization’ program, it has already been agreed that the indigenous would not fit into that type of program, since indigenous migration tend to be a very special migration. However, it has been noticed that they have been migrating in groups by their own means.

#### 5.1.4 OIM

The interviewee made clear that the IOM is responsible for the process of ‘interiorization’ in case of family reunification. The interviewee explained that the Venezuelan migrants, that contact the OIM declaring that they have a relative living on another state or area of Brazil, are asked the proof of the following documents; birth certificate, marriage certificate or other document that can prove that they have a kinship with the person at the destination place. The person at the destination also needs to prove that they have enough resources to receive and secure the living of the person coming. The interviewee added that this ‘interiorization’ is only possible if the applicants have the Brazilian personal number (CPF), a work permit, a legal status and have been vaccinated. All of the requirements that were mentioned before, are provided to the Venezuelan people at the same place which is the PETRIG. Once all the requirements are fulfilled, the migrants or refugees can do their registration in the IOM station at PETRIG. This application is then forwarded to the head office of IOM. If the application is accepted, the IOM commits to the granting of all their travelling costs that are necessary until they reach their final destination.

In the end, the person being interviewed claimed that the IOM desires to start with a new type of ‘interiorization’, which is by means of social reunification, however, the interviewee alleges that this is a rather risky decision since it is difficult to prove who will be receiving those moving. Therefore, they are testing possibilities of how this process of proving, if the person that will receive the migrant or refugee truly knows them and vice-versa, will work.

The evidences that were mentioned above, provide an extreme understanding on the role of different international actors that are dealing with the Venezuelan migration to state of Roraima. It adds insight to the response and explanation of the research question that is being investigated, and it is authentically applied within the Multi-Level Governance concept that was presented on the theoretical part of this paper. It makes clear the important role that these international organizations have in this migratory movement and it also highlights the decision-making across different levels of government.

## 5.2 National Level

This part focuses on the role of national actors within this migratory movement. The Brazilian Armed Forces and the Brazilian government are the actors that are analyzed in the following paragraphs.

### 5.2.1 Brazilian Government

I did not interview any person from the Brazilian government, instead, this section will use mainly document analysis to discover this actor's role.

Previously in this paper, it was mentioned that Venezuelans entering Brazil usually have a tourist, refugee or temporary residence status. All of these statuses are granted through the Brazilian legislation. In order to define the role of the Brazilian government as an actor in this migration, it is important to mention the categorization that the Venezuelans have according to the national legislation. Further, is also important to investigate any methods or system that were created specially to attend this migratory movement.

The Brazilian refugee law number 9.747, that was approved by the National Congress in the 22nd of July of 2017, accepts the definition of refugee according to the 1951 Refugee Convention. In addition, it also recognizes a person as a refugee if there is a severe and generalized violation of human rights and, for that, is forced to leave their country to search refuge in another country. Due to the incorporation of an expanded refugee definition, Brazil has been acknowledged as a leader in the Latin America refugee's regime, including by the UNHCR. This is one of the status that Venezuelans can receive according to the Brazilian legislation (Presidência da República, 1997).

Furthermore, the Brazilian National Immigration Counsel declared on the 14th of February of 2017, a new normative resolution of number 125 that grants the temporary residence to people from countries that have a direct frontier with Brazil. This resolution, approved in the moment that many Venezuelans were encountered irregularly in Brazilian territory, permits the temporary residence up to 2 years to the migrant that arrives in Brazilian

territory through terrestrial routes and are nationals of a direct frontier neighbor to Brazil (Conselho Nacional de Imigração, 2017). This regulation also highlighted the granting of a temporary residency to countries that were not even on the MERCOSUR agreement, which is the case of Venezuela. Even though, it is not explicitly declared on this resolution, it is possible to admit that this normative resolution was created regarding the high flow of Venezuelan migration to the state of Roraima. This emphasizes the important role of the Brazilian government as an actor in this migration.

Additionally, the Ministerial Directive No. 03/2018 from the Brazilian Ministry of Defense, approved the inauguration of the ‘Operação Acolhida’ or Welcome Operation. This operation has the purpose of providing humanitarian assistance to the Venezuelan migrants that have been arriving in the state of Roraima. The operation includes the Brazilian Marine, Army and the Brazilian Air Force (FAB), and the cooperation with other municipal, state and federal agencies, to ensure the protection of this population through support in areas of social policy, security and health. In order to execute and plan the ‘Operação Acolhida’, the Humanitarian Logistics Task Force-Roraima was created. This humanitarian logistics center is located in Boa Vista and it has 500 marine, army and air force staffs. The ‘Operação Acolhida’ is categorized as a humanitarian, united and interagency operation. This is due to the respective reasons; its main purpose is to receive Venezuelan migrants in a vulnerable situation; it involves the marine, army and air force staffs in the same operation; and there is interaction of the armed forces with other agencies for the purpose of reconciliation of interests and the coordination of efforts (Força Aérea Brasileira ).

Finally, the ‘Operação Acolhida’ had three main objectives; first, to organizing the Venezuelan migration flow; second, to provide shelter to the migrants as well as food and medical assistance; and third, to later relocate these migrants to other states of Brazil, which is the process of ‘interiorization’ previously stated in this paper (Oliveira, 2019).

To conclude, it is clear that the Brazilian government has created measures in order to attend to the Venezuelan migration by creating and adapting different legislations and operations. It is also possible to understand the shared governance amongst actors at different levels.

### 5.2.2 Brazilian Armed Forces

It was mentioned on the previous section of this paper, the function of the ‘Operação Acolhida’ that includes the work of the Brazilian Armed Forces. In order to better understand the role of the Brazilian Armed Forces within this operation and migratory movement, a person from the Brazilian army, that is working in this operation, was interviewed. The interviewee was an army official that is responsible for the PETRIG.

The interview focuses on the Brazilian Armed Forces role within the PETRIG and how it has been arranged. The interviewee explained that PETRIG is a place that combines some services, specifically three services; the migratory control both to temporary residency and the refuge request, carried out by the Federal Police and UNHCR respectively; the personal number emission (CPF); and the work permit. The interviewee mentioned other services done by agencies that are established at PETRIG, which this research already outlined in the international level. Other than that, the interviewee highlighted that the Armed Forces takes care of the vaccination, which is mandatory and the ‘interiorization’ process by other means than family reunification. It was previously explained in this paper that the IOM takes care of the process of ‘interiorization’ by means of family reunification. Other categories of ‘interiorization’ are taken care by the Brazilian Armed Forces. The interviewee mentioned that the PETRIG opens at seven in the morning and at eight, the organizations start to deal with the legal status. Also, that the migrant in the same day receives their legal status and their personal number, and within 3 days, they can obtain their work permit. After this process, they have the option to opt to stay in Boa Vista or do the process of ‘interiorization’. Moreover, the interviewee mentioned that both migrants and refugees, then need to do their registration on the UNHCR registry system. After 90 days, those who requested for the temporary residency, can obtain a foreigner identification card.

I further asked about the shelter system that is overlooked by the Brazilian army. The interviewee explained that upon a request of shelter, it can take up to eight months for the migrant to get access to it. This is due to the busy situation of the 11 shelters installed in Boa Vista. That is why, the interviewee explained, that the Brazilian government and Armed

Forces have been encouraging the process of ‘interiorization’, so there can be more vacant places in the shelters for those arriving. Lastly, as I was walking through the different stations at PETRIG, the interviewee also showed a place where they have talks about the difference of legal status that they can apply to. I observed that the stations and services were positive categorically organized.

Once again, this supports the response to this paper’s research question because it makes clear the relevant role of this national actor mentioned formerly.

### **5.3 Local level**

I did not interview a direct representant of Roraima local government, however, I did interview a teacher that works for the federal government university. Supporting document analysis is used in order to investigate the role of the local level and its actors.

The interviewee highlighted that Roraima is the poorest state in Brazil and its population is around 500.000 people, which 30.000 Venezuelans mean nothing less than ten percent of the entire state population, which is clearly a considerable number. During the interview, the interviewee mentioned that there have been various political speeches that sought to close the frontier from the Brazilian side. The interviewee explained that these speeches took place since there was an extra demand within the public services in Roraima, which was mainly in the health system.

The state of Roraima claimed that they could not support 50.000 Venezuelans that were taking place in the state. Roraima’s government argued that the arrival of migrants has extremely impacted the local public services. According to the Brazilian Supreme Court (STF), the state of Roraima required by means of a civil act that the frontier would be closed temporarily and to limit the access of Venezuelan migrants in Brazil. In response to that, the Supreme Court decided to not follow the requirement of the northern state since it would go against the Human Rights Declaration of 1948, the 1951 Refugee Convention and because of many other aspects (Durães & Junior, 2018).

Even though it appears that the local actors of Roraima did not cooperate with the Venezuelan migration, one cannot generalize the local actors only by taking into account the local government. It has been quoted and demonstrated before in this paper, that the community of Roraima seems to be quite generous and considerate towards this migratory movement.

#### **5.4 Conclusion of Analysis**

This analysis concluded that the Venezuelan migration to the state of Roraima has been handled in numerous ways by international, national and local actors. It is also interesting to highlight in this conclusion the cooperation that these actors have within this situation. The fact that these actors are not in the same level of governance but still share the power and the decision-making among them, is also very relevant to mention in this conclusion. Although these actors had different responsibilities, they succeeded to collaborate with each other in order to create and establish a meaningful and appropriate response to the Venezuelan migration flow.

### **6. Conclusions**

This paper had as its objective to answer the following question; How has the Venezuelan migration in the state of Roraima been handled by international, national and local actors? The paper used three main types of materials in order to answer that question, the first being interviews, where I as the researcher spent time in the state of Roraima interviewing various actors involved in the Venezuelan migration flow to Brazil. The second method of research investigated was observation, where I during my visit to Roraima was able to observe how the migrants were being handled and how the various actors related to each other and the migrants from Venezuela. The third type of material used was document analysis. Through combining these three types of material I was able to analyze how local government, national government and international organizations handled the Venezuelan migration to Brazil. The international actors that were analyzed in this research were UNHCR, UNFPA, IOM and the Fraternidade. All in all, these international actors have handled the Venezuelan migration by providing different facilities and assistance to the Venezuelan migrants. The national actors that were analyzed in this research were the Brazilian government and the Brazilian army. Both actors located on the national level of this research, have demonstrated a very positive adaptability of Brazilian legislation and the creation of new operations in order to handle the



Venezuelan migration in the state of Roraima. And lastly, the local actors that were analyzed in this research were the government of Roraima and the population of Roraima. The role of the Roraima state in handling this migration turned up to be quite disappointing, but the role that the Roraima population had as an actor, was rather surprisingly positive. Based on the qualitative analysis, being those; interviews, observation and document analysis, it can be concluded that the variety of actors working together to attend this migration have certainly handled this migratory movement appropriately.

The contribution that this research paper brings to this field of study is that, from my understanding, this is the first paper to include interviews and the Multi-Level Governance theoretical framework in the analysis of how different actors handled the Venezuelan migrants in Brazil. It would be interesting to repeat this research analyzing how the Colombian government, state government and international organizations handled the Venezuelan migrants who chose to go to Colombia. This would provide an interesting comparative analysis to understand further how migrant crisis within Latin America are handled. Furthermore, it would be interesting to further compare the role of international organizations, and national and state governments in handling migrants from other countries who have come to Brazil. This would provide an understanding on how different migrants from different countries are treated and whether there is a difference in the treatment.

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