


COLLABORATION BETWEEN THE ARMED FORCES AND INTERNATIONAL HUMANITARIAN AGENCIES IN THE MANAGEMENT OF THE VENEZUELAN MIGRATION CRISIS

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ABSTRACT

Operation Shelter aims to mitigate the effects of the mixed flow of Venezuelans arriving in Brazil, fleeing the political, economic and social crisis in their country. To implement and execute the operation, the Humanitarian Logistics Task Force (FT Log Hum) was created. The operation has the support of important international organizations, such as the International Organization for Migration (IOM), a global reference in the promotion of humane and orderly migration, and the United Nations High Commissioner for Refugees (UNHCR), which leads the protection and assistance to refugees, displaced persons and stateless persons globally. In view of this, the following research question arises: How is the relationship between UN agencies, specifically UNHCR and IOM, with FT Log Hum in Operation Welcome? The study aims to investigate the relationship between UNHCR and IOM with FT Log Hum in Operation Welcome, covering the strategic, operational and tactical levels. The research adopts a qualitative approach with a descriptive objective, using Operation Shelter as a case study for an in-depth analysis of interagency relations. To this end, it employs interviews, documentary and bibliographic research as complementary strategies. The relevance of this study lies in the lack of instructions on interagency

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relations in the phase of preparing contingents for the operation. This research contributes significantly to the military's understanding of the role and activities of these organizations and their interaction with the military component. In this way, it makes it possible to maximize the capacities of both, ensuring a more effective reception of Venezuelan refugees and migrants.

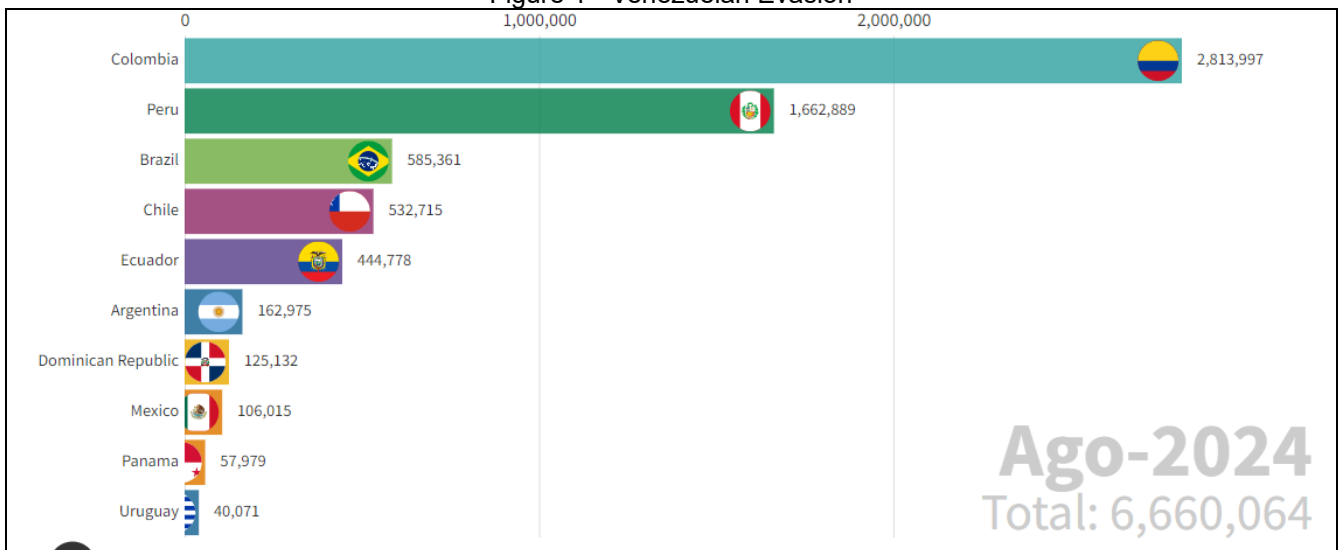
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INTRODUCTION

Over the past decade, Venezuela has faced a deep crisis that has affected the political, economic, and social spheres. After Hugo Chávez's death in 2013, his successor, Nicolás Maduro, faced criticism for questioned elections and economic policies that led to the world's highest inflation, sparking protests that were suppressed by the government. The political situation intensified with the self-proclamation of Juan Guaidó as interim president in 2019, exacerbating instability. The economic crisis was aggravated by the fall in oil prices in 2014 and the lack of diversification of the economy, which weakened support for the government (De Souza; Lopes, 2022, p.20).

The political and economic crisis in Venezuela has triggered a series of serious social problems, including shortages of essential items, lack of access to medicines, hunger, high unemployment rates, and deficiencies in the health system. This situation has forced many Venezuelans to seek refuge in other countries, especially in neighboring nations. According to the coordination platform for refugees and migrants from Venezuela (R4V, 2024), Colombia, Peru, Brazil, Chile, and Ecuador emerge as the main destinations chosen by Venezuelan immigrants and refugees in Latin America.

Figure 1 - Venezuelan Evasion



Source: (R4V, 2024)

Brazil emerges as an attractive destination for Venezuelan migrants due to several significant factors. First, the perception that the Brazilian government has a low propensity to restrict the flow of these migrants is highlighted. The ease of access to the BR-174,

which connects Boa Vista/RR to Manaus/AM, also plays a crucial role, facilitating mobility and travel to this region of Brazil (Cerávolo, 2019, p.16).

However, the high number of Venezuelans in the cities of Pacaraima and Boa Vista generated indignities, lack of vacancies in the labor market, increased violence and drug trafficking, increased feelings of insecurity and overload on the health system. And consequently, the government of Roraima requested federal aid, which issued Provisional Measure No. 820/2018, later converted into Law No. 13,684, of June 21, 2018 (De Souza; Lopes, 2022, p.17).

This legal provision establishes emergency assistance measures to accommodate people in a situation of vulnerability due to migratory flows triggered by humanitarian crises, and is applicable to the situation of Venezuelan migrants and refugees. In addition, the Federal Committee for Emergency Assistance (CFAE) was established, allowing the coordination of integrated actions between the federal government, the government of the State of Roraima and the municipalities of the region through cooperation agreements (Brasil, 2018a).

The president of the CFAE, in accordance with his competencies established in article 8 of Decree 9,286/2018 (BRASIL, 2018b), the milestone of the activation of Operation Welcome, appointed Lieutenant General Eduardo Pazuello as the first Operational Coordinator. Among its attributions, they include the execution of an operational plan for the affected region and coordination between agencies and institutions involved in the operation.

In order to contribute to this effort, the Minister of Defense authorized the creation of the Humanitarian Logistics Task Force (FT Log Hum), to provide logistical support and collaborate with the federal, state, and municipal governments in the humanitarian activities to be carried out in the State of Roraima.

Thus, Operation Welcome, on a daily basis, seeks effective and synergistic coordination between the military component (FT Log Hum) and the civilian component, composed of approximately 100 civilian agencies and institutions. This includes government agencies at the federal, state, and municipal levels, international organizations, non-governmental organizations, and civil society (Operation Welcome, 2023).

In this context of inter-institutional collaboration, two United Nations (UN) agencies play a key role in managing the Venezuelan migratory flow in Operation Welcome. The International Organization for Migration (IOM), a global reference in the promotion of

humane and orderly migration, and the United Nations High Commissioner for Refugees (UNHCR), a world leader in the protection and assistance of refugees, displaced persons and stateless persons worldwide, have mobilized their resources to improve preparedness and strengthen the capacity to respond to this new reality (Sanjurjo, 2023, p.34).

On the use of international organizations, UNHCR carried out its first exploratory missions to the state of Roraima in October 2016, followed by others in 2017, motivated by the difficulties faced by municipal and state administrations in managing resources, which resulted in delays in tenders and the implementation of critical reception measures, such as the allocation of personnel and the provision of food for vulnerable migrants, as well as in the necessary improvement of the shelter infrastructure. These difficulties were reported by Lilian Sanjurjo (2023):

"The delay in setting up the shelters coincided, in August 2017, with an even greater influx of migrants, a period in which between approximately 800 and 1000 Venezuelans began to enter the Pacaraima border daily, according to estimates by interviewees. In view of this and the difficulties faced by state and municipal administrations to respond to the situation, the federal government requested the support of IOM and UNHCR for the restructuring of the first shelter in Boa Vista, the Pintolândia shelter. After the state government granted the space for a gymnasium, the UNHCR offered support for the execution of the renovations and the assembly of the hammock structure, and the IOM held technical training courses for emergency shelter managers" (Sanjurjo, 2023, p.55).

During 2017, there was a significant increase in the participation of civil society organizations and international agencies in the provision of humanitarian aid to migrants and refugees from Venezuela in Roraima. That year, offices of the UNHCR, the IOM and the United Nations Population Fund (UNFPA) were established in Boa Vista, under the coordination of the Chief of Staff and in close collaboration with the federal government. These entities began to play a direct role in receiving and providing humanitarian assistance to Venezuelans (Sanjurjo, 2023, p.56).

The same author highlights the importance of the two agencies, through the creation of the R4V platform, a tool to coordinate support for refugees and migrants from Venezuela in 17 countries in Latin America and the Caribbean. Formalized in April 2018, the initiative was an offshoot of the guidelines issued by the UN Secretary-General for IOM and UNHCR to lead and coordinate the regional response to the Venezuelan influx.

Parallel to the creation of this platform, at the end of the same year, the Welcoming System was established as the official registry of immigrants from the migratory flow caused by the humanitarian crisis in the Bolivarian Republic of Venezuela, recognizing it as the

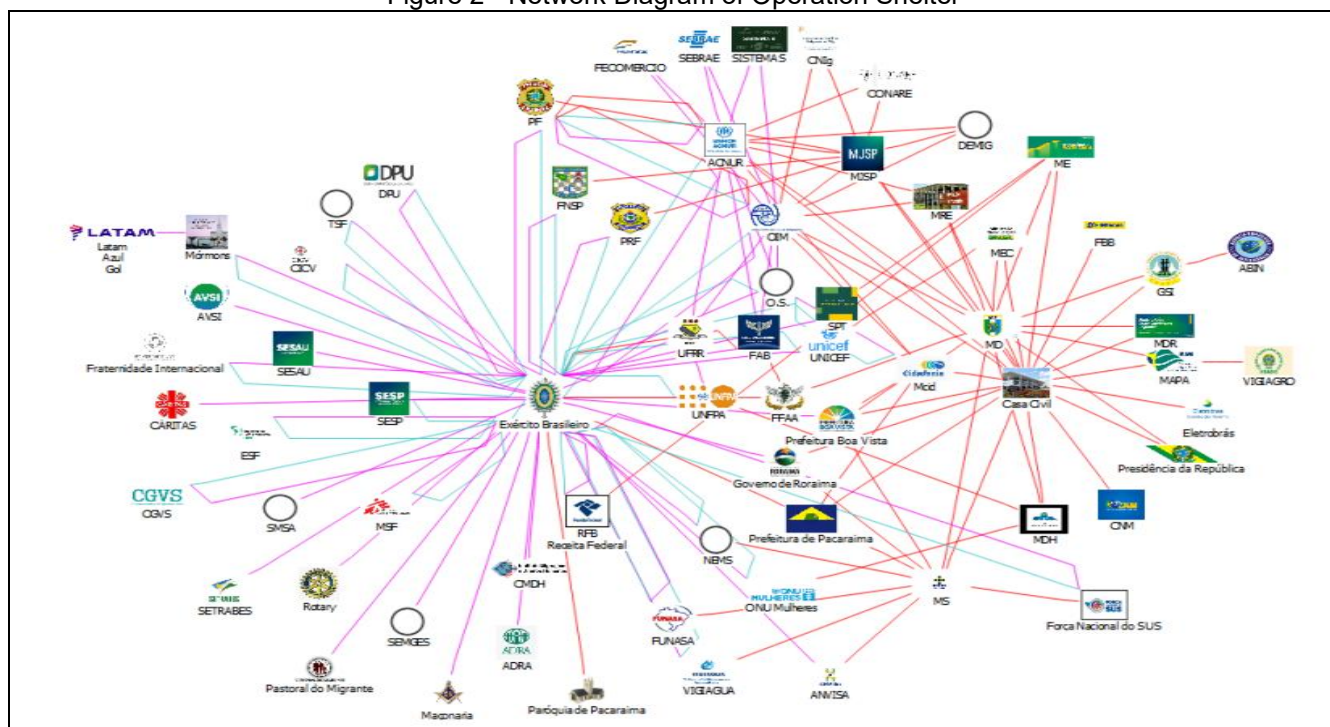
official database for the relocation strategy in the modalities of work, family reunification and social reunion (Brasil, 2019).

In view of the growing number of homeless people in Boa Vista, the State Government, through the Integrated Migration Management Office, has established effective collaboration with non-governmental organizations and public agencies. This initiative resulted in the creation of the Immigrant Reference Center (CRI), dedicated to providing crucial support to Venezuelans who found a new home in Roraima (Simões, 2017, p.53).

According to Gustavo Simões (2017, p.55), in June 2017, the CRI became a central concern for both the Federal Government and international organizations, such as UNHCR and IOM. These entities not only carried out visits to the site, but also coordinated significant meetings with members of local governments and representatives of civil society, evidencing the proactivity of these organizations in confronting the Venezuelan migratory flow in Roraima.

It is worth noting that regardless of the civilian role of these two UN agencies, the operation encompasses a comprehensive collaboration that involves the Federal Government, states, municipalities, the Armed Forces, Judiciary bodies, international organizations, and more than 100 civil society organizations (Operation Welcome, 2023).

Figure 2 - Network Diagram of Operation Shelter



Source: (Ribeiro, 2020, p.139)

In view of this data, (Teixeira; Coradini; Costa, 2019, p.97) contributes by stating that humanitarian assistance scenarios often present a complex network of decision-makers and a diversity of actors, each with its distinct characteristics, objectives, and logistical capabilities. They carry out interconnected actions that require effective coordination.

Already (Heaslip; Barber, 2016, p.146) recalls that the integration between the civilian and military spheres in the context of humanitarian logistics is often complex, with significant impacts on various facets of the activities carried out by these organizations. Compared to other forms of interagency cooperation, coordination in humanitarian assistance has proven to be more challenging.

As evidenced by the literature analyzed, the relevance attributed to the establishment of effective cooperation between the civilian and military components for the success of Operation Shelter is highlighted. Based on this premise, the research problem can be formulated as follows: How does the relationship between UN agencies, specifically UNHCR and IOM, with FT Log Hum in Operation Welcome?

And in order to address this issue in a more comprehensive way, theoretically based and with the proper depth of investigation, the following general objective was defined as: to investigate the relationship of UN agencies, specifically UNHCR and IOM, with FT Log Hum in Operation Welcome, at the strategic, operational and tactical level.

METHODOLOGY

DELIMITATION

The survey will cover the period from February 2018 to the end of the first half of 2024. This interval was chosen because the operation began in February 2018. Given the complexity and large number of actors involved in Operation Welcome, the focus of this research will be the analysis of the integration between the UN agencies, UNHCR and IOM, and FT Log Hum.

This analysis will be carried out based on the existing doctrines of the institutions involved and the experiences lived in Roraima, with the objective of diagnosing measures that can improve this relationship in the face of a migratory crisis, aiming at improving the operation.

BIBLIOGRAPHY

In order to support the theoretical framework, acquire concepts and seek information about the interaction of UN agencies (IOM and UNHCR) with FT Log Hum in Operation Welcome, a literature review known as narrative review will be conducted, as it seeks to describe or discuss the current state of the researched theme (UNESP, 2015, p.04).

Thus, it was decided to select pertinent studies on Operation Welcome, International Organizations and interagency relations in this operation. Works by authors recognized for their significant academic contributions in these areas were consulted, as stated in the references.

METHODOLOGY

The research in question aims to deepen the analysis of the interaction between UN agencies, with a focus on UNHCR and IOM, and FT Log Hum during Operation Welcome. In this sense, a qualitative approach of a descriptive nature was adopted, highlighting Operation Shelter as a case study. Data collection was carried out through semi-structured interviews, aiming to provide an in-depth and contextualized understanding of the dynamics and challenges faced in this specific context.

To ensure the confidentiality of the employees of the aforementioned agencies, the participants of the interviews will be identified anonymously. Each will be referred to as 'Respondent', followed by a specific number, as described below:

- Interviewee 1 – UNHCR Manager, relates to military personnel at the Strategic level;
- Interviewee 2 – IOM Manager, relates to military personnel at the strategic level;
- Interviewee 3 – UNHCR Coordinator 1, relates to military personnel at the operational level;
- Interviewee 4 – UNHCR Coordinator 2, relates to military personnel at the operational level;
- Interviewee 5 – UNHCR Assistant/Analyst, relates to military personnel at the tactical level; and
- Interviewee 6 – IOM Assistant/Analyst, relates to military personnel at the tactical level.

In addition, as complementary strategies, surveys and detailed analyses of a variety of documents, including regulations, mandates, decrees and relevant laws, were

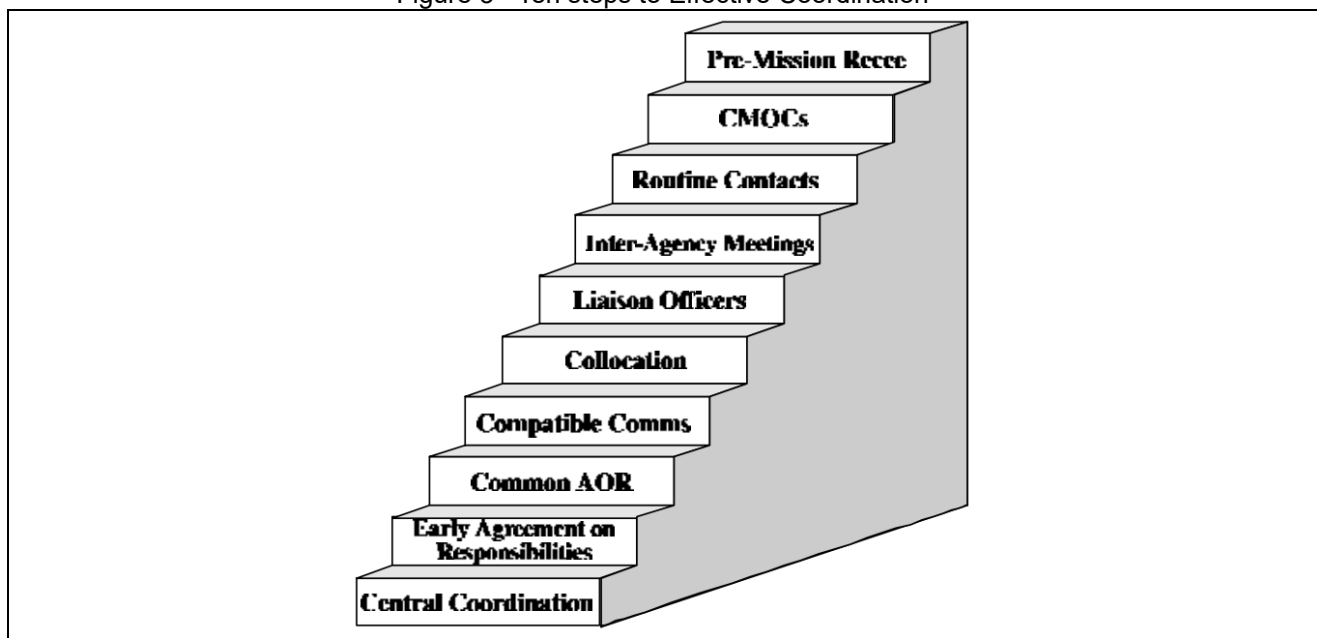
conducted, covering prior information from the UN agencies mentioned, as well as the performance of FT Log Hum in Operation Welcome.

CIVIL-MILITARY COOPERATION IN HUMANITARIAN AID

According to (UNHCR, 1995, p.12), in a United Nations operation, the Secretary-General has the prerogative to designate a Special Representative (SRSG) to act as general coordinator. The role of this SRSG is to lead and coordinate the political and operational objectives of the mission, while respecting the continuity of ongoing humanitarian operations under the permanent mandates of the General Assembly.

The designation of "lead agency" for humanitarian relief does not imply a command responsibility, does not subject other United Nations agencies, government organizations, and NGOs to its authority, but rather the overall coordinator of the efforts involved. And to deal with the various agencies involved in humanitarian aid, according to (UNHCR, 1995, p.13), a coordination mechanism was developed, which establishes ten phases to achieve effective coordination, as shown in the following figure:

Figure 3 - Ten steps to Effective Coordination



Fonte: (UNHCR, 1995, p.15)

This manual presents as a first step the Central Coordination, where in principle, joint operations should be coordinated at all levels by a single office or central individual. The Secretary-General is responsible for implementing a Security Council Resolution

establishing a peacekeeping force. He usually delegates his authority to the Force Commander or a Special Representative.

The second step highlights the importance of the Responsibilities and Objectives Agreements to coordinate missions in the field, especially in the face of structural differences between UN agencies, military and civilians. To avoid misunderstandings, it is crucial for the parties to align their goals and formalize responsibilities through a Memorandum of Understanding, ensuring clarity in roles and a reference guide in case of doubts.

The third step involves the definition of Common Territorial Areas of Responsibility, aligning the areas of operation of the military and humanitarian components with the existing administrative borders. This facilitates coordination, relations with local authorities and access to information, by centralizing commands in the capitals of these regions.

The fourth step addresses the lack of Compatible Communication Equipment and shared frequencies, a challenge in coordination between the military sector and UN agencies. National contingents usually bring incompatible equipment, complicating communication. Therefore, frequency coordination and a single point of contact must be established before deployment.

Co-location or Proximity Location characterizes the fifth step, as it allows peacekeeping units and other agencies to maintain constant contact for better coordination. When the military mandate includes responsibilities related to the security of United Nations personnel and facilities, location or proximity reduces strains on military resources.

Step six highlights the importance of Liaison Officers in effective communication and ongoing cooperation between organizations. They facilitate the exchange of information, acting at operational and battalion levels, and apply humanitarian knowledge in their units. The designation of civilian and military liaison officers improves coordination, centralizes consultations, and streamlines the dissemination of information, acting as intermediaries between organizations.

Step seven highlights that Regular Inter-Agency Meetings are essential to improve cooperation and avoid duplication of efforts. When the military ensures the safety of humanitarian actors, these meetings also serve to share information and organize security training. They allow participants to become familiar with other agencies' programs, present plans, evaluate activities, coordinate actions, and share resources and information, as well as develop common strategies.

Step eight emphasizes the importance of counterpart pairing between officers from different organizations with complementary responsibilities. This includes, for example, the Special Representative of the Secretary-General and the Special Envoy of the High Commissioner, as well as military commanders and UNHCR heads of mission. To ensure effective communication between civilians and the military, these pairs must be identified and maintain frequent contact.

The establishment of Civil-Military Operations Centers (CMOCs) is an effective solution to improve coordination between civilians and the military. Located at military headquarters, these centers facilitate contact between civilian agencies and the military chain of command, offering a convenient meeting point for both. Although they do not have the authority to give orders, CMOCs function as a focal point for information sharing and help overcome unfamiliarity with the military structure.

And lastly, Reconnaissance Missions or evaluation before deployment are an important tool in defining achievable mission objectives. They allow newly arrived members of the international military to meet with departing colleagues and humanitarian agency partners already on the ground, to build on the information gathered and lessons learned, and thus follow all the coordination mechanisms mentioned above.

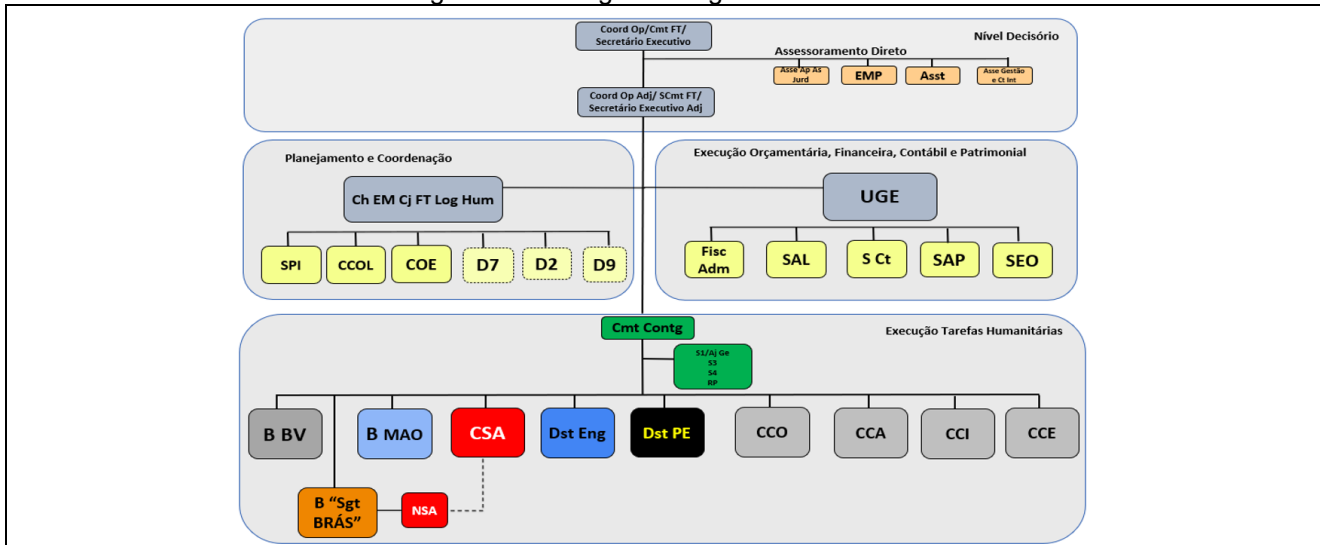
This section of the article examines the modus operandi of United Nations humanitarian assistance, developed from experiences in post-conflict settings, which is highly relevant to this study. This model was used as a basis for formulating the interview questions, as it offers a valuable reference to adapt strategies to the Venezuelan migration crisis. Operation Welcome, in particular, shares many characteristics with migration crises typical of post-conflict contexts, which makes this approach especially pertinent.

INTERAGENCY RELATIONS IN OPERATION SHELTER

To understand the interagency relations in Operation Welcome, it is necessary to understand the three fundamental pillars of the operation: border planning, reception, and relocation, these elements are central to understanding how the agencies work together, these three axes of action are characterized by careful organization and planning, reflecting the strategic experience of military operations (Barros; Simões; Franchi, 2022, p.175).

In addition, for a better structural comparison of the organizations involved, the current governance organizational chart of FT Log Hum follows:

Figure 4 - FT Log Hum organizational chart



Source: (Bright, 2024)

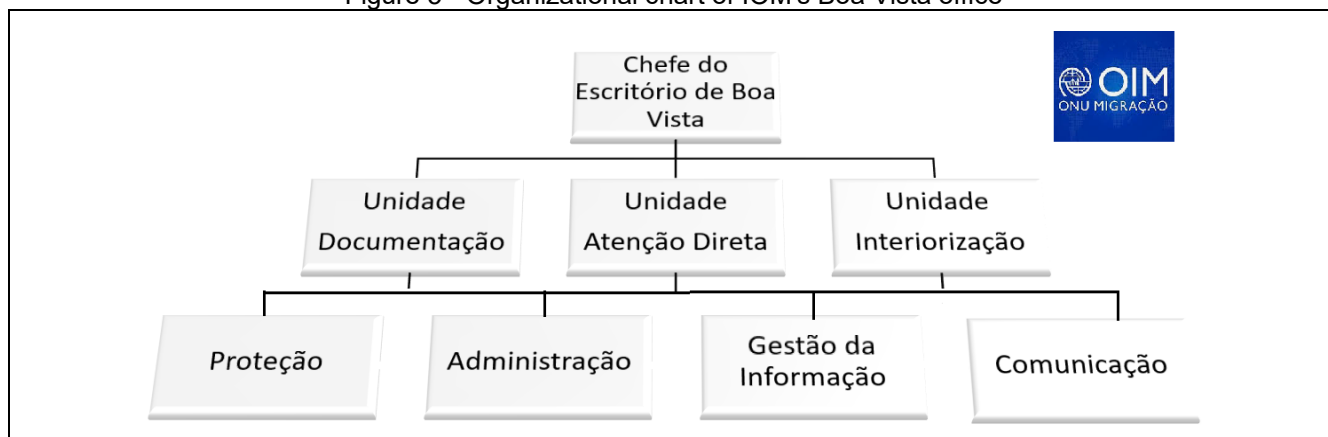
IOM'S RELATIONSHIP WITH FT LOG HUM

According to (Interviewee 2, Manager/IOM), IOM's performance in Operation Shelter has similarities with FT Log Hum, but does not follow the structure of the three axes. The organization is divided into the following thematic areas: internalization, protection, direct attention, documentation, administration, information management and communication.

The interviewee points out that to facilitate the dynamics of working with FT Log Hum, IOM designates specific coordinators for each structuring axis of Operation Welcome: relocation, shelter (called direct attention) and border planning (called documentation). However, these thematic areas cover tasks that go beyond the attributions assigned to each axis of the operation.

In addition, the areas of protection, administration, information management and communication have a transversal character, that is, they permeate all the axes of the operation, as shown in figure 5 (Interviewee 2, Manager/IOM).

Figure 5 - Organizational chart of IOM's Boa Vista office



Source: The Author, 2024.

Regardless of the nomenclature of the Units, IOM carries out the following tasks in the three axes of action of Operation Welcome. In Border Planning, it supports the Federal Police with the pre-documentation of those who apply for temporary residence in Brazil and has a health team that supports the border sanitary barrier, applying mandatory vaccines, among other necessary measures.

In the Shelter, together with FT Log Hum, IOM manages the PRAs (Reception and Support Posts), which offer spaces for overnight stays, hydration, food and bathrooms. In addition, it provides occasional support to people outside the official shelters of the Operation, providing non-food items, such as hygiene kits.

In Interiorization, IOM is responsible for the complete verification of the internalization processes, from the opening and document checking to the logistical organization of the trip and the arrival of people at the destination. It also supports the socioeconomic integration of migrants, offering courses and identifying job opportunities (Interviewee 6, Assistant/IOM).

UNHCR'S RELATIONSHIP WITH FT LOG HUM

To understand the inter-agency cooperation in question, it is first necessary to understand the organizational structure of UNHCR employed in Operation Welcome, which resembles that of IOM. According to (Interviewee 3, Coordinator 1/UNHCR), this structure is subdivided into thematic areas: Protection, Field and Integration (or Lasting Solutions). Each of these areas has specific attributions and tasks related to the operation's axes of action.

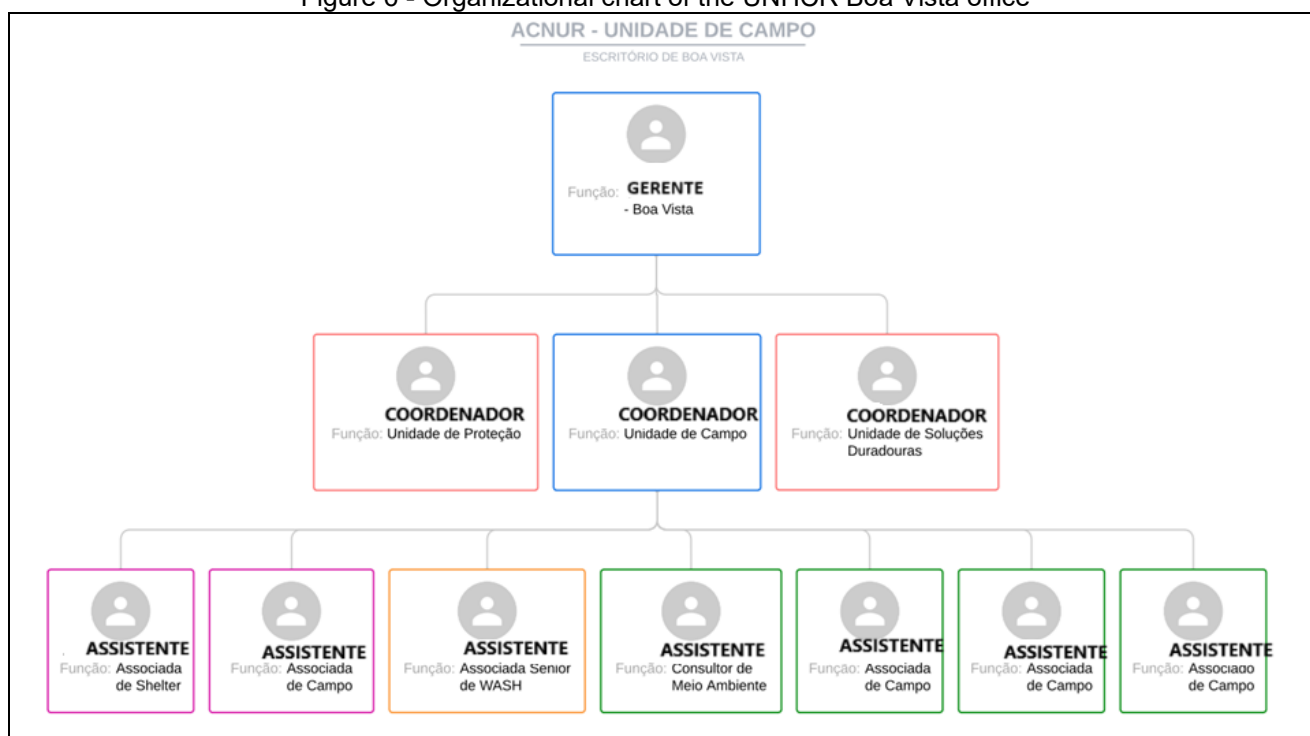
The work of the thematic area, also called the Protection unit, is developed in the Border Planning axis. This unit listens to migrants and refugees seeking refuge, applying for asylum or residency. Based on the information collected, it coordinates negotiations with the government, including state and municipal authorities, to solve health issues, among others. This entire process takes place before the migrants enter the shelters.

The Field unit is responsible for solving all issues related to the shelters, with supervisors in the areas of infrastructure, sanitation, environment and water use (WASH). In addition, it maintains a thorough control of the entry and exit of migrants in the various shelters, following established procedures and rules.

For missions focused on the Interiorization axis, UNHCR employs the Integration unit, which works together with the FT in the Interiorization Coordination Center (CCI). They use four types of integration as strategies: Family Reunification, Social Reunion, Signaled Job Vacancy and Institutional Integration.

It is worth noting that, within each unit, there are specific sub-areas, called supervision or associated, as shown in the following figure referring to the Field unit:

Figure 6 - Organizational chart of the UNHCR Boa Vista office



Source: (Interviewee 3, Coordinator 1/UNHCR) adapted by the author.

In addition, UNHCR hires NGOs to complement its assignments. The Association of Volunteers for International Service (AVSI) and the Jesuit Service to Migrants and Refugees

(SJMR) are hired for the Border Planning axis; AVSI and Fraternity Without Borders (FSF) support the Shelter axis; and Hermanitos operates in the Interiorization axis (Interviewee 3, Coordinator 1/UNHCR).

According to figures 4 (FT Log Hum organizational chart) and 6 (UNHCR organizational chart), the strategic level corresponds to the relationship between the UNHCR manager in Boa Vista and the division general, operational coordinator and commander of the TF (Interviewee 3, Coordinator 1/UNHCR).

At the operational level, there are the coordinators of the organizations, who relate to the deputy operational coordinator and deputy commander of the FT. He also coordinates the interaction between the military, agencies and ministries, in support of the Operational Coordinator. When it comes to specific issues, the interaction is made with the civil affairs representative (D9) (Borges et al., 2024, p.13).

At the tactical level, there are the assistants of each unit, who, within their specific areas, have direct contact with their TF correspondents. For example, in the Field unit, focused on shelters, all assistants or analysts, such as those responsible for Shelter, Wash, and Field, deal directly with majors, lieutenant colonels, shelter coordinators, and their subordinates.

After a brief explanation of how IOM and UNHCR have structured themselves to adapt to the large mixed influx of Venezuelans and Operation Welcome, identifying the strategic, operational, and tactical levels of this organization and correlating them with FT Log Hum, it will be possible to present the data collected in the field research and analyze them more clearly in the following section.

RESULTS

As mentioned in the introduction, based on the frequency with which each theme was addressed in the interviews, the NVIVO software generated eight main themes: communication, understanding of the mission, way of working, politics, prejudice, preparation, repercussion of speech and change of contingent. This categorization allowed a more detailed analysis of the recurrence of each theme at different hierarchical levels, as discussed in the previous section.

Thus, before starting the analysis of the numbers generated, this section will detail each theme, presenting their respective excerpts, examining their relevance for research.

In the analysis of the *communication* code, 12 reports emerged that emphasize the need to improve this topic in the interactions between agencies and the military. This is particularly evident due to the military's lack of experience in humanitarian operations, as well as their limited familiarity or lack of expertise in interagency joint work. These gaps are explained in the extracts from the following interviews:

"Another myth that has to be clarified is to say that the migrant is not obliged to internalize, for example, the military who go to the shelter, if you don't advise about it, they keep forcing the migrant to internalize, there are some key messages that I think are very important for the military to come here knowing (Interviewee 2, Manager/IOM)."

"The military makes a judgment based on an observation. It's human, if I were in his position, maybe I would do the same thing, as sometimes I do without realizing it. It is not from the military, it is human, but it is vital that this information reaches everyone, because we have a public in shelters that are very difficult to integrate (Interviewee 4, Coordinator 2/UNHCR)."

These statements underscore the lack of knowledge on the part of the military about the existence of specific groups of migrants who face great challenges in completing the relocation process. These groups include single mothers, adults between 45 and 60 years old, the elderly, people with disabilities (PCD) and those with serious health problems.

This lack of knowledge results in conflicts with both the affected migrants and the agents involved, who note the failure to transmit this information to the military assigned to work in the shelters. This problem becomes a frequent occurrence in all staff changes in these locations, causing wear and tear and hindering the effectiveness of operations.

In addition to valuing internal communication between the military, it is crucial to maintain constant communication with external agencies. The absence of consultation with the agencies for operational decisions is evident in the interviews, resulting in loss of time, conflicts between institutions and the need for rework to correct the execution of previously functional operations, as highlighted in the following excerpts:

"It is important to listen, because we have gone through countless tangers together, and tangers apart. So, there is perhaps a way to deal with these problems that we have had in the past, in short, there is no need to reinvent the wheel every time (Interviewee 4, Coordinator2/UNHCR)."

"...change the flow of care, we have been here for 6 years doing this here, 18 contingents have already passed, I am even speaking on behalf of the military who have already passed through here. An example, the military arrives here and wants

to change the flow of the P Trigand ends up rolling up the operation, generating the following work: you have to go there, fight, discuss, show that it is not good, a lot of work. But this thing of I arrived, I'm going to do it differently, honestly, kills the whole operation ((Interviewee 2, Manager/IOM))."

The second code focuses on *understanding the mission*, highlighting the importance attached to a full understanding of each role and assignment, as well as their counterparts at different levels within other agencies. This approach aims to optimize actions, allowing the maximum use of the capacities of all those involved, as evidenced in the report of Interviewee 5 (UNHCR Assistant/Analyst): "... And these people who are here, making up these agencies, have a technical capacity that the Armed Forces have with limitations and not as natural to their activities. So the point is to find convergence in integrated work."

Other reports highlight this theme, such as:

"...I, in my current position at the NGO, I will not approach, I will not 'quarrel', I will not discuss with the security team of the entrance, I must look for the military coordinator of the shelter, so that he can solve it. So, these are levels of governance that have to be clear" ((Interviewee 3, Coordinator 1/UNHCR).

"Sometimes there are noises, but if we know our mission and our partners, everyone knows who to talk to to seek support 'on the other side', with whom we will coordinate together so that we can overcome a problem. This, for me, is fundamental to end the 'elevators' (Interviewee 3, Coordinator 1/UNHCR).

The expression "elevators" used in the last excerpt corresponds to military personnel who are not familiar with the functions and operations of partner agencies. As a result, they often turn to employees at higher or lower levels for support, wasting time and energy unnecessarily.

It is relevant to note, within this context, that the interviewees mentioned the Task Force performing activities that were not within their assigned attributions, as evidenced in the following excerpts:

"... it is worth remembering that the EVOE (Spontaneous Occupation Verification Team) is not a mandate of Operation Welcome, it is a step that the FT took to complement its work, which is outside the spaces of the operation, in the final analysis, it is not a responsibility of the operation" (Interviewee 2, Manager/IOM).

"Today it does much less, because there is a lot of organization already involved, but for a long time the FT was the one who negotiated job vacancies for relocation, and the mission of the task force in relocation has always been logistics and not talking to companies, to convince them to offer job vacancies for migrants" (Interviewee 2, Manager/IOM).

Another example, present in Interviewee 2 (Manager/IOM), highlights "...the FT ambulances that live doing medical removals from Pacaraima to Boa Vista, because the one who could or should do this, the public power through SAMU, does not have to do it."

The third code, the *form of work*, complements the previous one by extracting crucial information about the organizational structure of the humanitarian agencies under analysis, their capacities and work methodology. These insights are essential to facilitate integrated collaboration with the military in the operation, as evidenced in the following excerpts:

"UNHCR has implementing partners on the ground, they are our arms and eyes, on a daily basis, within the various areas of the operation. For example, in the P Trig we have the Jesuit Service, in the shelters we have the AVSI and Fraternity Without Borders, in the CCI we have the Hermanitos, these are NGOs" (Interviewee 2, Manager/IOM).

"... The military has many more hierarchical levels than we do. Here, I have my team and I make no distinction between the positions, which would be their ranks, they are the advisors, the supervisors, me and my boss in Brasilia. You already have sergeant, lieutenant, captain, sub, lieutenant colonel, major, among others" (Interviewee 1, Manager/UNHCR).

"The civilian identifies the problem and by having this facility to talk to superiors, the chance of solving the problem is greater and consequently the work improves. And as the military does not have this tool, it causes this disproportion. A work with this focus, I think would be important to achieve this balance" (Interviewee 1, Manager/UNHCR).

"..If there is a problem that is one of communication, understanding, some fight, some persecution, the civilian personnel are immediately heard by the immediate supervisors or by the highest level supervisors, because that is how it works in our organization" (Interviewee 1, Manager/UNHCR).

These extracts from the interviews illustrate the functioning of the organizational hierarchy, the way in which the agencies relate to each other and the practice of outsourcing their services carried out by Non-Governmental Organizations (NGOs). This understanding is relevant to the military, considering the distinct nature of their work.

Although it has been little mentioned, it is relevant to present the following reports related to the political code, since they can offer a valuable contribution to the work in question:

"I respect political opinion, but it is not possible for the military to come here and bring his political vision, whether from the left or the right, because it is beyond that. We can't get here and bring this or that government along, because Operation Shelter is an operation that has already gone through 3 presidents, President Temer, President Bolsonaro and now President Lula, and everything has been the same

since it started. So Operation Shelter is a humanitarian operation, regardless of the ideological bias of those in government" (Interviewee 2, Manager/IOM).

"..We know that there are some stereotypes, such as the staff of the agencies are all left-wing and that the military are all right-wing. I am not talking about politics, because one of the characteristics of our action, which has to be neutral and apolitical, I do not even in private situations" (Interviewee 1, Manager/UNHCR).

Considering that the hierarchical structure and organizational culture of the actors involved in this study are different, it is important to address the *prejudices* mentioned throughout the interviews and perform an analysis for possible corrections of attitudes, as evidenced in the following excerpts:

"... When the person comes here, he must strip himself of various prejudices. I've heard from both sides that one person wouldn't contribute to the other, because they thought very differently, because one was a military man and the other a human rights person. People tend to think that this is something that is contradictory, when it is not, our work in this operation is complementary" (Interviewee 6, Assistant/IOM).

"We had to do an activity for the day of trans visibility. No one is asking what you think about it. We have to do it. Then he needed to install an outlet. So he didn't want to install it because he was against the event, he did everything to boycott it and didn't install it" (Interviewee 6, Assistant/IOM).

In the discussion about *preparation*, the interviewer noticed a great interest from the agencies in highlighting various opportunities for improvement in the training of contingents, to present knowledge to the military that facilitates their adaptation to integrated operations with humanitarian agencies in Boa Vista or Pacaraima, as observed in the following passages:

"..I think the word is sensitivity, because if we think in a very technical way, our work is in a context in which people are really in cases of vulnerability, they are going through a very complicated moment. I feel that many times, the task force is a little 'turon' with migrants, due to the more 'Caxias' characteristic of being" (Interviewee 5, Assistant/UNHCR).

"It's really about patience, it's a different dynamic. You can't have the same rule with people who are in other scenarios of life, fathers of families far from their country, their culture, their relatives. And I think that sometimes there is a lack of this interpretation, you know, of what people are experiencing" (Interviewee 5, Assistant/UNHCR).

"..Thus, humanizing the response is fundamental, even when we are tired as hell, when we realize that the migrant is being tricky with you, the ability to 'take a deep breath' and guide what has to be done is very important. So I would say to you, humanize the response, 'let your guard down' and incorporate a humanitarian posture" (Interviewee 2, Manager/IOM).

"The military here works well, they will live at the base of the operation, which is in the center of the city, no one will be armed, because the operation is not like that, they are going to deal with people. If you are coming here thinking that it is a war operation, forget it, it is nothing like a war operation. On the contrary, those who come with a humanitarian mentality are the ones who get along better, he is a 'guy' who gets along with everyone, likes children, talks to grandma, plays with the kids in the shelter, has the patience to listen to migrants who tell a lot of stories..." (Interviewee 2, Manager/IOM).

In addition to this humanization perspective, the importance of providing as much information as possible about the work and, especially, about the place where the service member will work in the operation during the preparation phase is highlighted, as stated in (Interviewee 2, Manager/IOM) "... I think that the military does not receive detailed instructions, so much so that they arrive here very lost, they think that everything is the same or they think that everything is separate, they never talk to the agencies, because they think that the agencies will not solve it. And in the following excerpt:

"...when the military is here, he already knows where he is going, he knows his function. I always ask: "who goes to Pacaraima? who goes to PRA? who goes to P Trig? Because if I'm not talking to a group that most of them are going to Pacaraima, I'm going to talk about the reality of Pacaraima, I'm not going to waste time on other things. Whether I'm going to stay with the military that most will stay here in shelters is another thing" (Interviewee 2, Manager/IOM).

Another example is present in the passage "... I would use as much detail of the operation as possible at the origin. In this way: Boa Vista is one way and Pacaraima is another, there are so many shelters, here there are so many and there so many others..." (Interviewee 2, Manager/IOM).

The repercussion of the acts and speeches should be highlighted, because, at a time of great vulnerability and uncertainty for migrants, any attitude or speech directed at this audience generates great expectations, whether positive or negative, as observed in the excerpts from the following interviews:

"... The point is, you try to help and end up causing damage. So I give an example, to understand that everything we say can cause serious consequences. When every day a child comes and knocks on the container asking for food, he gives you a hug, this happened a lot to me, I asked him to help me, then I gave him a paper to draw, an outfit for him and his family, I had an approach, this is human. But what about other children, don't they deserve it? The important thing is to think that in all our actions at this moment they will cause damage, we must have this reflection" (Interviewee 4, Coordinator 2/UNHCR).

"... There are things that are not so concrete, as the military is used to, it is not a linear path. I think that when you are dealing with other people, you can't be so

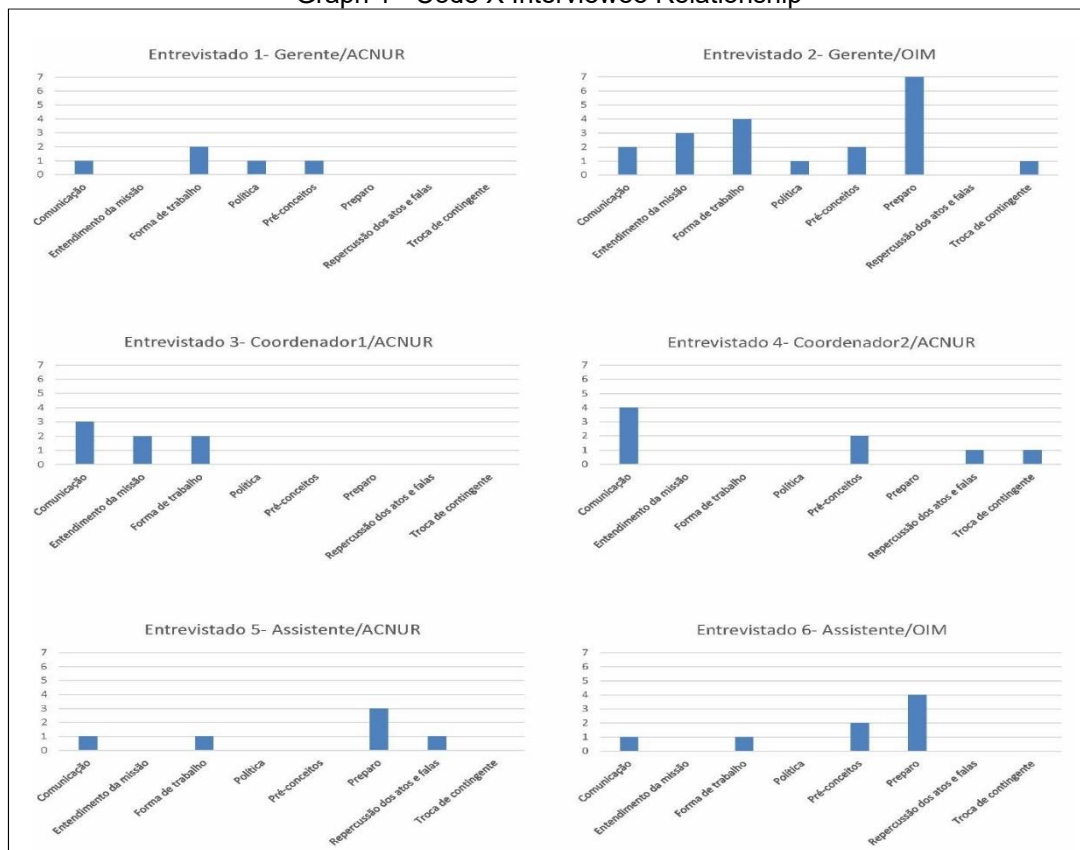
Caxias like that, because this ends up affecting the migrants and us to try to get around this problem, with this population. I think that makes a difference" (Interviewee 5, Assistant/UNHCR).

Criticism about the *change of contingent* focused on the time allocated to the transition of functions. It was highlighted that the greater the responsibility of the position, the more time is needed for the proper transmission of orders, contrary to Interviewee 4, Coordinator 2/UNHCR: "I think that the change of contingent is certainly very challenging, I think it could be improved if there was perhaps a better passage". Also explored in this passage:

"..I'm going to make an observation to you, which I've done in many cases, I don't know if someday anyone will listen to us, but previously, the change of function took longer, nowadays there are military personnel who can barely pass functions, there are military personnel who are leaving today and their replacement arrives today, others who pass functions in one day. The schedule for the arrival and departure of the contingents started to get very bad" (Interviewee 2, Manager/IOM).

To finalize the presentation of the collected data, the software generated the following graphs for better visualization, comparison and analysis:

Graph 1 - Code X Interviewee Relationship



Source: The Author, 2024.

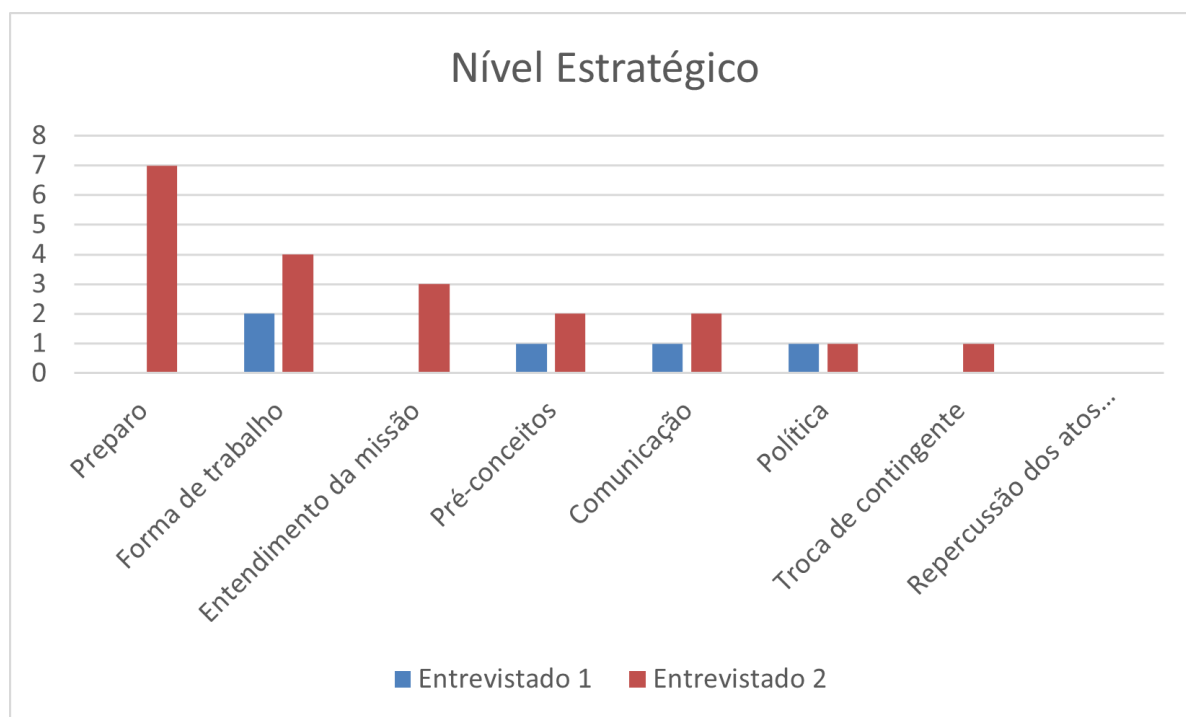
After the explanation of each code, the presentation of their respective excerpts and numbers, it is possible to identify which codes and how many of them are present in each interview, making it possible to customize the instructions for preparing the military contingents for Operation Welcome, adjusting them according to the different levels of the troop present in the preparation phase.

DISCUSSION

ANALYSIS OF THE STRATEGIC LEVEL

The objective of this study is to investigate the relationship between UN agencies and FT Log Hum in Operation Welcome, in order to integrate this investigation into the guidelines for preparing contingents for the operation. Thus, to examine the relationships at the strategic level, the program was first used to analyze the data obtained through interviews with IOM and UNHCR managers in Boa Vista, resulting in the following information:

Graph 2 – Result of the Strategic Level



Source: The Author, 2024.

When analyzing graph 2, it is noted that the theme "Preparation" stands out at this level, with 7 mentions, being the most frequently mentioned by Interviewee 2, which shows the great relevance attributed to this aspect by the agency. For the elaboration of an

instruction for the military at the strategic level, this issue must be prioritized, because in the understanding of the top echelon, the contingent preparation phase is a critical area that deserves to be focused.

Observing the reports of the interviews in the instructions for the preparation of military contingents is essential for the success of joint activities with humanitarian agencies, highlighting the need for training that is both comprehensive and specific.

The "Way of Work", with 6 mentions, also stands out, being mentioned by both interviewees. It is a crucial topic that must be addressed for generals and colonels, to understand the operational dynamics of the agencies. Presenting the way the agencies work will help harmonize processes, improve synergy with the military, and ensure efficient collaboration, which is essential for the smooth running of the operation.

Although it was mentioned three times by Interviewee 2, "Mission Understanding" is especially relevant to the decision-makers of the operation. This is because it allows you to align the expectations and objectives of each institution involved, avoiding overlapping tasks and, consequently, misunderstandings.

The 3 mentions referring to "Pre-concepts" also indicate an important theme, mentioned by both interviewees. Addressing cultural issues and biases in instruction during preparation will foster a more inclusive and cooperative work environment, reducing conflict and misunderstanding.

"Communication", with 3 mentions, appears as a relevant point observed in the relationships of the operation's top echelons. In the preparation of instruction for military contingent readiness, they should emphasize the importance of clear and effective communication to avoid misunderstandings and improve coordination among participants.

Although they were mentioned less frequently, topics such as "Contingent Exchange" (1 mention) and "Politics" (2 mentions) should not be neglected. They are essential to ensure the continuity of the good work already done and to reinforce the understanding that ideologies and politics should not interfere with humanitarian aid.

The "Repercussion of acts and speeches" was not mentioned by any of the interviewees, suggesting that this topic is less relevant to the political-strategic level, and can be addressed briefly or omitted in the lecture. Through this strategic approach, it will ensure that the preparation and execution of humanitarian operations are aligned with the main concerns and needs of the agencies involved, promoting efficient and productive integration.

ANALYSIS FOR THE OPERATIONAL LEVEL

The analysis of the operational level was derived from the perceptions of UN agency employees, especially those in coordination positions, who relate directly to military personnel who occupy leadership positions, such as captains, majors, and lieutenant colonels. This evaluation is based on interviews conducted with Interviewees 3 and 4, who provided the following data:

Graph 3 – Operating Level Result



Source: The Author, 2024.

According to graph 3, the theme "Communication", with 7 mentions, is the most frequent in the interviews with the supervisors, indicating its high relevance. It is a central point for the preparation of the military at the operational level, emphasizing the need for clear and efficient communication between the military and humanitarian agencies to ensure the success of joint operations.

"Mission Understanding," although mentioned only twice by Interviewee 3, underscores the importance of both military and agency personnel understanding and not forgetting their institutional purposes (mandates) and mission objectives. This ensures a cohesive performance aligned with the same objectives.

Even with 2 mentions, addressing the "Way of Work" from agencies to the military is essential to understand the operational dynamics of agencies. This knowledge will

contribute to the harmony of processes and to the improvement of cooperation between them, facilitating the integration of teams and the efficiency of operations.

Regarding the "Pre-concepts" mentioned by Interviewee 4, the need to address cultural and prejudice issues is highlighted. This is an interesting aspect to address during preparation in order to foster a more inclusive and cooperative work environment where all team members feel respected and valued.

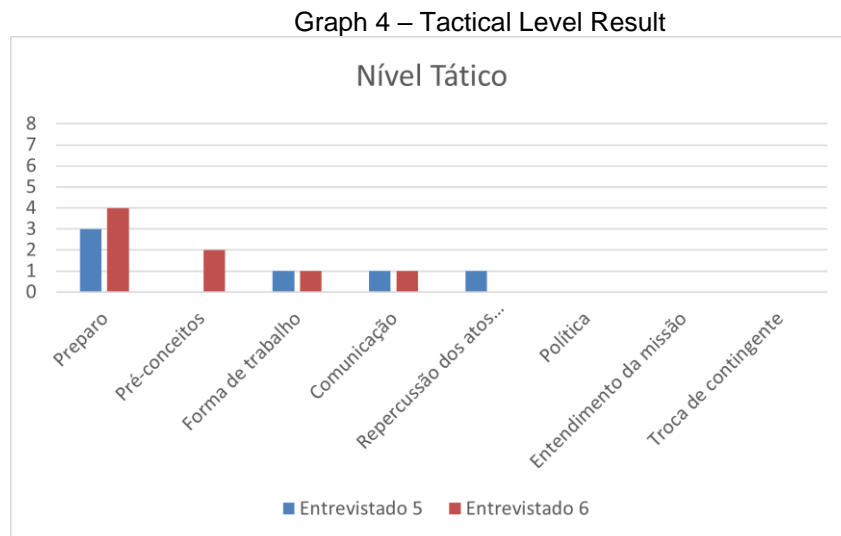
The "Contingent Exchange", with a mention, deserves a brief caveat during preparation. It is important that service members pay attention to details when handing over duties to others who will assume their duties, thus ensuring the continuity of the work and, consequently, the efficiency of the operation.

As with the previous theme, the "Repercussion of Acts and Speeches", although not a priority, should be briefly addressed, as it suggests the need to reflect on the actions and statements made during the operation. The absence of mentions referring to Preparedness and Policy suggests that they are less of a priority in relations at the operational levels.

Thus, for the positions of supervision of the operational level of a humanitarian operation, the lecture should prioritize the themes of Communication, Understanding of the Mission, Form of Work and Preconceptions. These themes are crucial to promoting effective and harmonious collaboration between the military and humanitarian agencies. Topics such as Contingent Change and Repercussion of Acts and Speeches should be addressed briefly, while Preparation and Policy can be mentioned in a less prominent way. This focus will ensure that the preparation and execution of humanitarian operations are aligned with the main concerns and needs of the agencies involved, promoting efficient and productive integration.

ANALYSIS FOR THE TACTICAL LEVEL

The analysis at the tactical level was obtained through the perceptions of UN agency employees in their initial positions as assistants/analysts, who relate to "frontline" military personnel, such as soldiers, corporals, sergeants and lieutenants. This study was carried out through interviews conducted with Interviewee 5 from UNHCR and 6 from IOM, who provided the following data:



Source: The Author, 2024.

At the tactical level, Graph 4 highlights the relevance attributed to the military's preparation phase to deal with the migration crisis and the vulnerability of migrants, as evidenced by the

7 mentions. This preparation covers the need for training on humanitarian issues, inter-institutional cooperation, intercultural communication, among other fundamental aspects.

With two reports in the interviews, the relevance of undoing any prejudices or stereotypes that the military may have in relation to migrants and agencies is highlighted. Empathy, respect, and understanding are essential foundations for ensuring a working environment and practical humanitarian assistance.

With the same degree of relevance is the way of working, as knowing the way agencies work and how they approach and interact with migrants in vulnerable situations is crucial. It is worth emphasizing the practices of humanitarian, respectful, sensitive and empathetic work, taking into account the dignity and rights of migrants, especially at the tactical level.

Also with two notes in the interviews, effective communication is essential to ensure positive and constructive interaction between the military and humanitarian workers. This involves the ability to listen actively, empathy, and clarity in the transmission of information. These elements are especially important because of the greater practical experience that humanitarian workers have compared to the military.

While topics such as Contingent Exchange, Repercussion of Acts and Speeches, Politics, and Understanding of the Mission are also important, the themes highlighted above

are key to ensuring that service members can play their role effectively, humanitarily, and respectfully during a "frontline" migration crisis mission. Addressing these issues will contribute to a more empathetic, sensitive, and efficient performance by service members in the context of humanitarian missions.

CONCLUSION

Based on the analysis of the data presented, the result of this research is the delivery of a database, intended for the military contingent selected in preparation for the operation. These data address in detail all the aspects studied about the interaction between UN agencies and FT Log Hum in Operation Welcome, being ready for immediate application.

However, when presenting this data in instructions during the preparation phase, it is essential that the instructor considers the target audience of the instruction: generals and colonels (strategic level), lieutenant colonels, majors, and captains (operational level), or lieutenants, sergeants, corporals, and soldiers (tactical level). For this, the following graphs will serve as a basis for the instructor/speaker to emphasize the most important themes:

Graph 5 - Results of the research at the Strategic Level



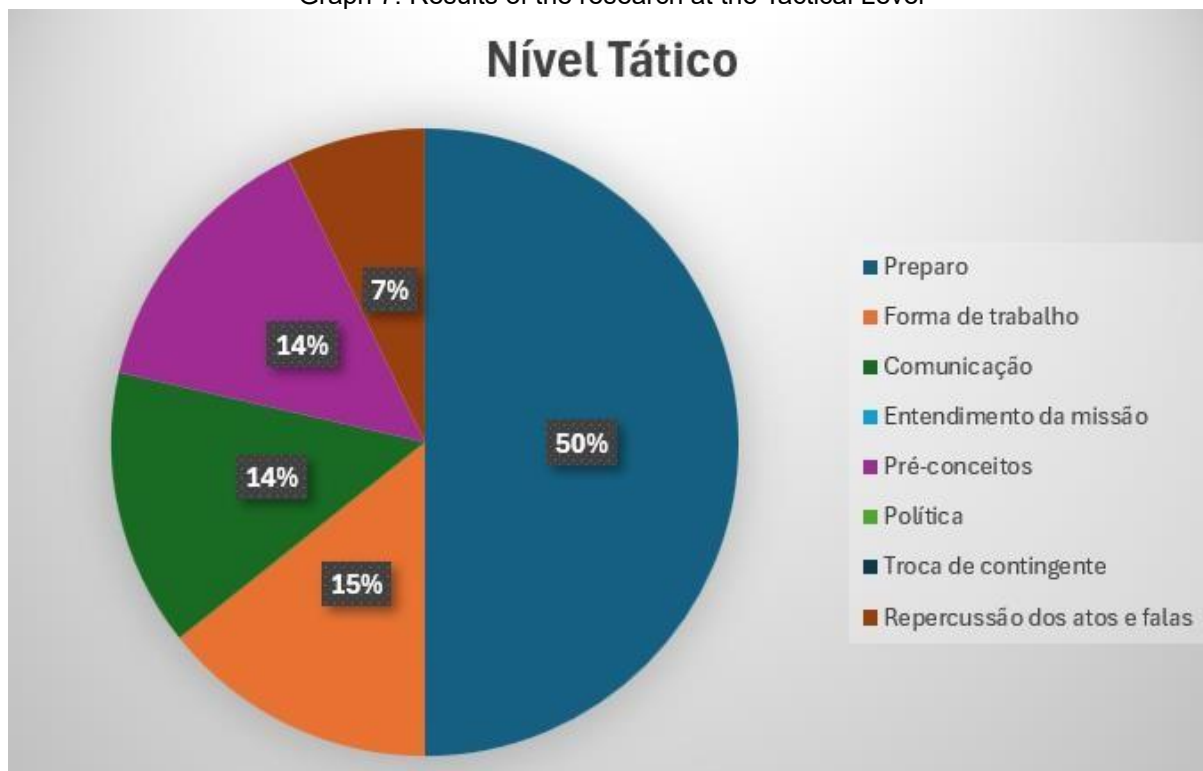
Source: The Author, 2024.

Graph 6: Results of the survey at the Operational Level



Source: The Author, 2024.

Graph 7: Results of the research at the Tactical Level



Source: The Author, 2024.

With knowledge of the research data, knowledge of the public and the time available to teach it, any speaker, with the proper preparation, is able to convey the particularities of the relationship between UNHCR and IOM with FT Log Hum in Operation Welcome.

If, in the contingent preparation phase, two periods of 45 minutes each are allocated to address the topic, and the target audience is composed of lieutenant colonels and majors, it is understood that they are framed at the operational level. At this level, communication is the most important aspect, followed by the way of working, understanding of the mission, and biases. Thus, the instruction should be adjusted according to the proportions presented in Graph 6.

Another result of this study is that it is an applied research, as defined by Thiollent (2009, p.36) and focuses on the problems encountered in the activities of institutions, organizations, groups or social actors. Its focus is on the elaboration of diagnoses, identification of problems and search for solutions, meeting the demands formulated by clients, social actors or institutions.

Thus, with the transmission of this data during the preparation of the military contingents, the objective of the research will be achieved to investigate the relationship of UN agencies, specifically UNHCR and IOM, with FT Log Hum in Operation Shelter at the strategic, operational and tactical levels, presenting a practical result with an immediate significant impact.

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