

# Mapping the Inter-Agency Cooperation of the Brazilian Navy (2010-2020)

## Mapeando a participação da Marinha do Brasil em cooperação interagência (2010-2020)

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### INTRODUCTION

The world is changing, different threats have emerged. The enemies are no longer States, but forces that are organized in a systematic way and have multiple forms. Among them, terrorists, international human traffickers, arms dealers, and organized crime as well as other illegal activities.

This generates the need to deal with new demands and challenges arising from the proliferation of these non-state agents in the generation of conflicts, widening them internationally. This has a huge impact on the vulnerability and internal security of countries, posing a challenge to their national security and defense mechanisms. In this context, States had to reinvent models to combat and control these transnational threats, from the process of international cooperation to the dynamics of their internal work with joint, integrated, and inter-agency dialogue that could quickly cope with the dynamics of these new threats.

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In the Brazilian case, there are several agencies that act against transnational traffic, from those that manage the country's borders to those that work with public security at the federal level. It is important to highlight the performance and versatility of the Armed Forces (FA, Portuguese acronym) together with intelligence and public security agencies, such as the Federal Police (PF, Portuguese acronym), Brazilian Intelligence Agency (Abin, Portuguese acronym), Federal Highway Police (PRF, Portuguese acronym), local auxiliary police, and other specific public agencies with expertise to act against drug and human trafficking and environmental threats among others things.

These varied new "threats" require that agencies are better prepared and have a greater capacity to employ effective control in their operations. This can be done through inter-agency work and by defining and understanding well the competencies of the agencies involved.

The FA do not have the constitutional function of combating these activities (Brazil 1988, Art. 142), that being the competence of the federal, civil, and military police forces to act against such crimes. However, due to both the territorial size of Brazil and the fact that many of these crimes cross the border, effecting Brazil's own domestic security, the FA becomes an important player in this integrated security configuration. Given their reach, versatility and knowledge of their own national territory, they have a huge potential to contribute in facing these new threats together with the other agencies.

The integration between civil, governmental and/or non-governmental agencies and the military forces is therefore necessary, as a way of seeking a solution to the many complex problems existing in the contemporary world. In order to increase efficiency, it is vital to consider the concept and models of inter-agency cooperation. This is because there is a lack of consistency between the terms used in the literature such as: partnership, coordination, collaboration, cooperation, inter-agency work and networking, which are often used interchangeably.

This article then proposes to analyze the participation of the FA, especially the role of the Brazilian Navy (MB), in these inter-agency cooperative actions. It is understood that the FA can perform functions beyond their primary objective of defense, contributing greatly even in times of peace. The case for the MB is particularly justified because it is an institution that has seen an increase in its role as a relevant actor in international and national cooperation. To understand the challenges arising from this scenario is crucial because it will help to improve the way the Brazilian Navy acts in a joint and inter-agency manner, in both terrestrial and maritime spaces, thus expanding the scope of analysis for this research.

## (INTER) NATIONAL COOPERATION AND THE INTER-AGENCY MODEL

The theoretical discussion regarding cooperation is focused on themes of strategy, conflict, and war, and considers both the bargain power and the reputation of the agency to achieve peaceful results. More recently, the discussion has been extended to new themes such as: security, trade, investment, and environment since the main challenge is dealing with global trade problems. In addition, it should be noted that in this discussion it is no less important to identify and consider the role of domestic politics (Putnam 1988) and institutions (Krasner 1982; North 1990). Whether due to the relevance of the issue of conflict or to the pertinence of domestic actors, the Armed Forces tend to play a key role in this debate.

Some authors stress the role of cooperation in military training as a tool of peacetime military diplomacy (Sachar 2003). By their own nature, navies tend to play a relevant role in this context, especially through naval cooperation and partnerships (Childs 2019). When it comes to the Brazilian case, there are few studies that assess the role of the Brazilian Navy (MB) in national cooperation. Efforts to ensure Brazilian presence and sovereignty in the Blue Amazon have been demanding an increase in naval capacity, especially as Brazilian interests can contemplate any place where a ship sails under Brazilian flag (Abdenur and Souza Neto 2014).

Inter-agency cooperation may be useful in linking the military goals to the other instruments of national power, possibly contributing to the effective implementation of national policy, and responding to natural and manmade disasters. Medeiros and Moreira (2017) argue that inter-agency cooperation has led to an increase in total maritime agreements, particularly in regards to the maritime security cooperation in the South Atlantic. Despite the particularities and possible changes in approach, Thomas (1997) defends the role of inter-agency cooperation from the international context to the domestic environment, highlighting the reliance of public administration theories regarding inter-agency relationships on top-down strategies. The author argues that the logic of inter-agency cooperation should not work considering the logic of command and control. Also stressing the domestic context, Sedgwick and Hawdon (2019, 184) point out that to succeed in “the era of homeland policing”, “police are relying on increased levels of intergovernmental and interagency collaboration” demanding the sharing of intelligence, equipment, tactics, and training.

The definition of inter-agency cooperation is very broad and represents different concepts for different authors. The term “inter-agency cooperation” is often used as a synonym for partnership, collaboration,

coordination, and joint activity, being used interchangeably (Strickler 2010; Duggan 2009; Warmington et al. 2004). However, they do not have the same meaning, which shows the lack of conceptual care about them. Consequently, there is a confusion even in the literature, which does not provide a clear and consensual understanding about these concepts.

Strickler (2010) understands that these denominations are models of cooperation that occur in the inter-agency environment, the author denominates it as interagency maturity levels. The most elementary model is called cooperation and happens where the relationship between the agencies is personal, there is a limited access to information, the objectives between agencies are independent, but they are aware of each other's goals and the process being unstructured. The second model is called coordination, which has a relationship between agencies at an organizational level, the level of maturity is intermediate, there is a shared access to information, the objectives are still independent, but aligned with the other agencies and the process is organized. The most advanced level is called collaboration, whose relationship is institutional, the exchange of information is extensive with it flowing widely between agencies, the objectives are mutual and reinforce themselves, and the process is organized, since the work cannot be done alone. This is the understanding adopted in this article.

Each of these models, produces a different type of partnership each one in view of a multilevel relationship between the different actors that show greater or lesser interdependence among themselves, presenting different degrees of trust, various types of information exchange and even unique integrated performance models (Warmington et al. 2004; Strickler 2010; Duggan 2009). This multidimensional, network-centric vision aims to increase communication, facilitate the synchronization of actions and information, in addition to improving the coordination of actions between the various actors.

For Kaiser (2011), the concept of inter-agency collaboration integrates other mechanisms of relationship between agencies, whether they are models of collaboration, coordination, cooperation, merger, integration, networks and partnerships. According to the author, the different types and arrangements of inter-agency models can coexist in the same organizational structure, therefore combining different forms of activities and arrangements. We reiterate the need to be careful about the conceptual description, aiming to promote the same understanding for all people and institutions involved in the operation, thus preventing potential friction in communication. In this way, transparency, and uniformity in the understanding of concepts, typologies and arrangements make the organizational structure more reliable for relations between agencies.

Considered the main author on this topic, Bardach (1998) understands inter-agency cooperation as an operation between two or more agencies, which occurs in a complementary way, prioritizes joint work, and aims to expand the importance of its public values. In Brazil, Raza (2012) seeks to build a unified concept based on Bardach and, wishing to reduce ambiguities, the author understands that cooperation would be defined by less formal institutional relations; coordination would require more structured institutional arrangements; and collaboration could be understood as the synthesis of previous processes.

In addition to the conceptual description, joint actions can take place at different levels of institutional arrangements. It can vary from the formation of a task force (to act in a specific situation in a certain period) to a construction of a new organization that aims at a unified final result (Bardach 1998). Inter-agency cooperation could be understood as an efficient way to reduce public spending, since many agencies have complementary competences, they end up competing for resources which influences their efficiency, also what can be observed is that when agencies do not work in cooperation, it is easier to spend more due to duplicity of actions and divergence of solutions. This can also, as is pointed out by Raza (2012), induce failures in the decision-making process.

Another way the literature describes interoperability is as a measure of the degree to which several organizations or individuals are able to operate together to achieve a common goal (Hura et al. 2000). Thus, the importance of promoting common thinking grows, seeking a coalition to obtain the best results in situations that can only be combated, or produce greater effects, when there is the sum of efforts (Bardach 1998).

It is important to note that interoperability also has its idiosyncrasies, having various formats, degrees of occurrence, levels of performance and great costs, both economic and political (Hura et al. 2000). However, the benefits appear to be greater than the problems faced, especially when these are well managed (Bardach 1998; Tomlinson 2003).

In the case of Brazil, and particularly within the scope of the Ministry of Defense (MD), the importance of cooperation stands out, especially because joint activities have always been a reality for the Armed Forces (FA), which are currently being carried out in an inter-agency manner. The Inter-agency Operation Manual (2017) is carried out at a ministerial level, it has no prerogative for other public agencies of different ministries, being used and known only by the military forces. It states the need to establish effective and swift mechanisms, in response to an emergency, minimizing the effects and negative impacts of a given action against security.

The Brazilian Army (EB, Portuguese acronym) also has an Inter-agency Environment Operations Campaign Manual (EB20-MC-10.201), which aims to establish a doctrine in the inter-agency environment with regard to the coordination of actions with intergovernmental, non-governmental organizations, government agencies and private sector companies.

However, although those Manuals are a normative tool, there is a perception of a need to create partnerships to face these complex problems together for the benefit of achieving common goals that are of national interest. Therefore, the challenges during inter-agency operations must be minimized by the proposal for cooperation in search of a common benefit, (re)organizing tasks according to the demands and capacities of the actors involved.

## FACTORS THAT AFFECT INTER-AGENCY COOPERATION

As shown in previous section, there are different understandings and distinct issues directly and indirectly related to the success (or failure) of inter-agency cooperation. As proposed by Bardach (1998), the primary understanding should consider that the strength of cooperation lies in the recognition that each participant has particular skills, knowledge and capabilities that make them efficient in a specific field. Adding the characteristics of each actor involved in the inter-agency environment, makes it possible to increase the involved forces by combining technical knowledge.

Therefore, we can consider it as a process under construction and of constant learning. Factors such as trust, communication network, leadership, financial, material and personnel resources play a significant role in achieving a robust and true interaction process (Duggan 2009). Participating actors must be willing to join forces and be engaged in carrying out the task.

The leadership, in this point, plays a key role in giving legitimacy to the participants, connecting the different strategies seeking a common agreement. It sustains the idea that the individual and agency efforts are interconnected and allows the construction of mutual trust, in addition to seeking a functional pragmatism that meets the needs of each agency without forgetting the primary objective. However, this is not an easy task. The main challenge is the harmony between organizational cultures, which have different (although complementary) tactics, techniques, procedures, material, personnel, policies, and form of organization, in addition to competing for scarce resources (Raza 2012; Marcella 2008).

Other issues that affect the inter-agency results are the aversion to uncertainty or the preference for risk. A willingness to risk means that

an agency has in its culture flexibility to deal with unexpected situations and that this kind of condition is welcome. Other agencies have problems when something different happens and need certainty to do a better job. Different actors may react differently to these two factors, increasing the possibility of disagreement and the diverse expectations about the direction to take (Atkinson et al. 2002). The difference between doctrines and concepts related to the use of force and modes of action is also important — sometimes even the absence of doctrines and norms (Hura et al. 2000) creates obstacles.

The dilemma of integrating different organizational cultures appears in interoperability when trying to build trust between different agencies. The question that arises is how much each agency is willing to share systems, equipment, strategies (Hura et al. 2000). These limitations impose barriers to the sharing of information, since if an agency is not prepared to divide material, it is implied that it will not share something as important as data and reports. Shared information is a fundamental point for the success of a joint operation that would aim to promote integrated security.

Notwithstanding, for the inter-agency activity to be successful, it is necessary to recognize its own personnel, material, and operational limitations, which also has an impact on the way the agency handles and processes information. Additionally, it is necessary to validate the scope of action of each agency to avoid overlapping functions and activities (Cerávolo 2014). The awareness of their own capacities and limits allows them to establish more satisfactory relationships with those with whom the partnership, during the cooperation is established. Table 1 summarizes the main factors that affect relationships in the inter-agency environment.

Table 1  
Factors that affect relationships in the inter-agency environment.

Authors	Factors	Impact
Beatrice 2008 Tomlinson 2003	Aversion to uncertainty	The agencies present different models of conduct in the face of risk, impacting the degree of conservatism of their decisions.
Hura <i>et al</i> 2000	Absence of standard procedures	The absence of a standardized way of acting means that in each new situation there is the need of establishing a new routine and workflows.
Bardach 1998; 2001	Communication	The clarity and conciseness of messages help to avoid misunderstandings, ambiguity in information and overlapping actions.

Bradach and Eccles 1989 Bardach 2001	Trust	It is built over time, allowing to exchange information and accept that the other agency will do what was set out, without the necessity to control.
Bardach 1998; 2001 Beatrice 2008	Organizational Behavior	Complex set of beliefs, values, laws, which identify, define and guide the way that members will behave in the face of the situations faced.
Marcella 2008 Hura et al. 2000	Doctrine	When the set of ideas and principles of the agencies' way of acting is contradictory, there is a tendency to arise conflicts over how to proceed in a given situation.
Atkinson et al. 2002	Expectancy	Each agency has its own objective in a joint action, which interferes with how it engages in cooperation, as expectations can be different.
Bardach 1998; 2001	Ability to work in groups	The dispute over power and resources can interfere in the ability to divide tasks and to share information.
Strickler 2010	Informal Channels	Basing cooperation on informal relationships between members of the agencies creates a weakness and inconsistency in actions. It is necessary to standardize procedures through formal relationships.
Bardach 1998; 2001	Leadership	The absence of formal leadership can be both a negative and a positive factor, depending on how each agency understands its role in cooperation.
Beatrice 2008	Financial / Material / Personnel Resources	Resources are scarce and disputed by agencies, since actors have other activities besides the cooperation itself

Source: Own elaboration.

Another characteristic necessary for the success of the interagency cooperation process is the intelligence cycle that as pointed by Cerávolo (2014) depends on this sincere and reliable sharing to have a good functioning. There is a need to value each agency's place in achieving the common objective, based on the specificity and legal competence that each organization has, without forgetting or neglecting the specific objectives of each agency (Bardach 1998; Bouzo 2017).



Temporary and/or informal organizations can play a very important role in fulfilling missions that need support and joint action. They often correspond to interpersonal relationships, whose bonds of friendship, respect and trust pave the basis for the building of an action. However, Paiva (2013) stresses that formal relations should not be disregarded, as they are crucial points for consolidation and for encouraging the formalization of an already existing integration process. Following the same train of thought, Bardach (1998) states that integrated action is more effective based on communication through informal channels, giving a relevant character to informal relationships in the process of building productive cooperation.

The fact that there is no public agency that centralizes inter-agency operations, or even norms constituted on processes and procedures for inter-agency operations that encompass different agencies (under the management of different ministries and agencies), results in the absence of a standardized way of acting both in routine and crisis situations (Passos 2013). Added to the fact that each agency seems to have its own structure in each region in which it operates, this makes each cooperation unique, being created from scratch without having a previous history that facilitates and optimizes the process (Oliveira and Paglari 2015).

For agencies involved under different coordination, the absence of a department responsible for the doctrines, rules and procedures of inter-agency operations brings difficulties in understanding the process. This reflects a paradox, since the initial premise is that the agencies tend to work better when they all have the same power of decision and responsibility (Marcella 2008).

To favor this process that demands the construction of inter-agency relationships, new mechanisms for capacity building, training and simulation are relevant. Agents and institutions need to be prepared to implement, through theoretical knowledge, practices that are favorable to the inter-agency environment, regardless of the theme, action or threat that is the object of combat.

According to Beatrice (1991), one of the essential points of an inter-agency model is the scope provided in actions that are carried out cooperatively. For this, it is necessary to intensify the interaction between different agencies even though they have never worked together. This great effort results in a major capacity to offer quicker and successful services, comprehending the barriers and limits of each of the agencies involved, but obtaining and employing resources effectively.

What also must be highlighted is that in Brazil, the informal relationships (previously mentioned) have played a fundamental role in inter-agency cooperation. Paiva (2013) notes that due to the immediacy of some

operations, the role of exchanges between individuals — and not between agencies — becomes a common practice. Besides, the author stresses that, despite the similarities of the cultural process, joint work is not something consolidated in Brazil. As presented by Raza (2012), the concept of agencies is a relatively recent creation in the country. Therefore, the relationships between them are still a process under construction. This is partly due to the fact that the inter-agency issue is not very developed and analyzed in the country, which requires more than a change in the work process, but also in the traditions of the agencies.

## METHODOLOGY

To understand the process in the inter-agency environment, this article proposes to analyze specifically the case of Brazil. In view of the diversity of cases, due to the joint action being a reality of the Armed Forces (FA), it focuses on the participation of the Brazilian Navy (MB) in an inter-agency environment. Brazil has a vast number of navigable rivers and its entire length of rivers, lakes and seas off its coast is known to be used in the transport of drugs, illegal material, human trafficking and other illicit goods. As so, with this enormous maritime border there is a need to think of it as a matter of security. Therefore, it is relevant to analyze how to work together in the combat of these new threats. The analysis methodology is based on the study of our own database, elaborated through Data Science studies.

With funding from the Foundation of Sea Studies (Femar, Portuguese acronym) and the Program to Support Teaching, Scientific and Technological Research in National Defense (Pró-Defesa IV), we began in 2018 the construction of a database detailing actions carried out by the MB in cooperation with other agencies. To date (November 2020), the database, available at <https://sites.google.com/view/segurancaintegrada/página-inicial>, has two hundred and six (206) cases analyzed, being continuously increased throughout the research, covering the period 2010-2020. The choice of the period in question is due to the moment of creation of the Joint General Staff of the Armed Forces (EMCFA, Portuguese acronym). Since then, some actions of the Armed Forces (such as organization; preparation and employment of the Armed Forces for the fulfillment of its constitutional destination; and joint employment with other agencies) are now centralized and coordinated by this government department.

Part of the results presented in this article come from the mapping in data mining of the MB cooperation in an inter-agency environment,

which was categorized on the following variables: actors, action, approach, year, month, source, report of the action, geographic distribution, region, modality, hierarchy/maturity, results, frequency, duration, and observation (see Table 2). Thus, we seek to narrow the dialogue between theory and practice of policies across Brazil, particularly in the context of inter-agency cooperation involving the MB, evaluating, and mapping existing structure, typologies and models that may serve to support the improvement of actions in a different environment.

The primary sources used in the research are public records available at official government websites. The most used websites were the ones of the Ministry of Defense, the Brazilian Navy, the Brazilian Army, the Brazilian Air Force, the Brazilian Federal Revenue. Secondary sources include scientific articles, both national and international, electronic websites whose theme approaches inter-agency cooperation, and journals and magazines that have recognized authority as a credible source of information.

Documental and bibliographic research were carried out to collect data, in order to produce a theoretical foundation that would guide the knowledge produced. In addition to this, internet searches at the electronic address of the Staff Office, the Ministry of Justice and Public Security, the Ministry of Defense, the Brazilian Navy, the Transparency Portal, the Digital Repository of the Federal University of Rio Grande do Sul (UFRGS) and the InterAgency Journal, among others, were carried out by combining the following keywords: inter-agency cooperation, methodology, Brazilian Navy, results, and coordination.

Based on these criteria, we created a database with a particular typology, to observe the specificities of the constructs developed. So far, the table has fifteen (15) variables. Regarding the terms used to name the categories (variable label), some are in common use (such as year, month, action, and geographic distribution), however it was considered necessary to carry out an operational definition of all terms, also known as variable's operationalizing, circumscribing this concept to a specific circumstance. Table 2 presents the type of research, highlighting all the variables mentioned above.

The modality was reduced to six (6) concepts, but it has to be noticed that the cooperation number one has some subdivisions mentioned above. These concepts, except for the exercise, appear in EMA-305 (the Naval Military Doctrine manual), which addresses the general rules to be employed by the MB in its actions related to the defense of the country.

Table 2

Variables for analyzing the profile of the inter-agency cooperation of MB

Variables	Definition	Examples
Actors	Entity or social group that plays a role in cooperation action.	Government Agencies; Non-Governmental Organizations (NGOs), Private Companies; and Interstate Actors (such as the UN).
Action	The event that needs an accomplishment, usually over a period of time	Projeto Rondon; Operação Mar Limpo; Operação São Cristóvão; Operação Ágata.
Approach	Model how the joint work is established.	If implemented by decision of a higher agency, such as the Ministry of Defense, the Staff Office or the Ministry of Justice and Public Security, it is considered “top-down”. On the other side, it is understood as a “bottom-up” approach.
Year	Year when the MB joins the project in question occurs	Cover the period 2010 to 2020.
Month	Month in which MB starts to act in the joint activity.	Cover from January to December.
Source	Websites, documents, books and other materials used as information base.	Ministry of Defense website; Brazilian Navy website; “Revista Marítima Brasileira”; or other kinds of sources.
Report of the action	Summarizes the relevant events of a joint activity.	Description of the facts pertinent to the cooperation action. Involving place, actors, year, month, summary of what happened, and the results found.
Geographic distribution	Delimits the geographical area where the operations take place.	States or cities in the Brazilian territory.
Region	Portion of the territory determined by specific characteristics of climate, culture, accents. Created by the Brazilian Institute of Geography and Statistics (IBGE, Portuguese acronym) in the 1970s.	North, South, Southeast, Midwest or Northeast When the action occurs throughout the national territory, it was considered Brazil. Only one action appears as International, referring to operations in the Antarctic region.

Modality	Methods of employment in combat or in other participations not related to the core activity by MB, as defined in publication EMA-305. These activities can be carried out jointly with other actors.	Cooperation; Exercise; Civic-Social Action (ACISO), Guarantee of Law and Order (GLO); Peace Operation and Joint Operation. The concept of 'Cooperation' has some of the following subdivisions: Actions against Cross-border and Environmental Crimes; Cooperation with Federal Development; Cooperation with Civil Defense; Participation in Institutional Campaigns of Public Utility or Social Interest; Defense Social Programs; Naval Inspection; Safety of Waterway Navigation; SAR; Humanitarian Operation; Safety of Naval Installations; Naval Patrol; Cooperation with Federal Agencies
Hierarchy / maturity	Inter-agency maturity levels, following Stricker (2010).	Cooperation; Coordination; or Collaboration.
Results	Effects and consequences of the actions.	The results are the seizure of illegal fishing nets; medical care for the population.
Frequency	Expected period of time for an action to occur.	Some actions occur periodically, being scheduled and are part of MB's activities calendar. Others, in turn, are only due to a specific need.
Duration	Estimated time period for carrying out an action.	Time taken to carry out the joint activity, which can be measured in days, months and years.
Observation	Field for extra notes that would not fit in other areas and this notes can as well serve as subsidies for new research.	In which edition the action is at that moment. Which is the MB participation in a given action?

Source: Own elaboration.

It is worth mentioning that the categories "Peace Operation" and "Humanitarian Operations", presented in EMA-305, were not included in the scope of this research. Both refer to operations in foreign territory using military force to maintain or impose peace in the case of the first, or in a permissive environment, in the case of Humanitarian Operations.

The importance of the database is to favor the understanding of the practical elements, as well as the diversity of actions, objects, and mechanisms, carried out by the Brazilian Navy. In the scope of this article, the database, being a case study, corroborates the theoretical perspective approached by the main authors of inter-agency cooperation to provide greater understanding of processes, models, and ideal types of inter-agency operations, thus serving as an important element for the inter-agency cooperation debate in the Brazilian context.

## RESULTS AND DISCUSSIONS

Figures 1 and 2 show that the cooperative actions undertaken by the MB have been increasing irregularly in the last decade. In 2014, the higher number of Guarantee of Law and Order (GLO) actions compared to previous years stand out, being comparable only to 2017. The increase of numbers from 2019 is possibly explained by the increment in the number of exercise activities compared to previous years and also by participation in Institutional Campaigns of Public Utility or Social Interest. In the figures below, 2020 will be accompanied by \* since the data analyzed does not refer to the whole year.

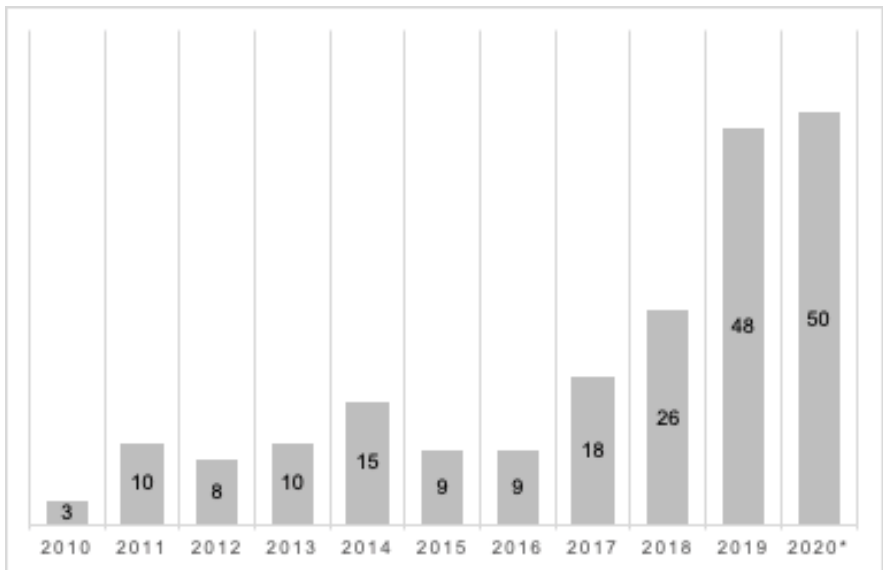


Figure 1 — Evolution of the number of joint actions (2010-2020\*).  
Source: Own elaboration.

Figure 2 shows that the MB has performed many military exercises, which is important for its technical improvement and being ready for immediate employment. The Naval Military Doctrine (DMN, Portuguese acronym) defines the MB's mission as the preparation to employ Naval Power, with the purpose of contributing to the defense of the country. Another relevant aspect in relation to the exercises is that, for the purpose of this research, data related to exercises and joint training with navies from other countries were not considered. The exercises internally end up playing an important role in building a relationship between the MB and other domestic actors. Paralleling the author's work, one realizes how important this modality of action is for the insertion of the MB in the context of cooperation.

Another relevant action is GLO, having a great impact in its numbers in 2014 and 2017. In 2014, Brazil hosted the meeting of the BRICS Summit and the FIFA Confederations Cup, with great mobilization by the national Armed Forces (FA). It was also a year in which there were problems with Public Security Agencies, requiring FA action. In 2017, there were some cases of strikes by civil and military police and, as a result, the FA (including the MB) needed to intervene. Another important fact is that in that year there was the need to work as a reinforcement in the security of the elections.

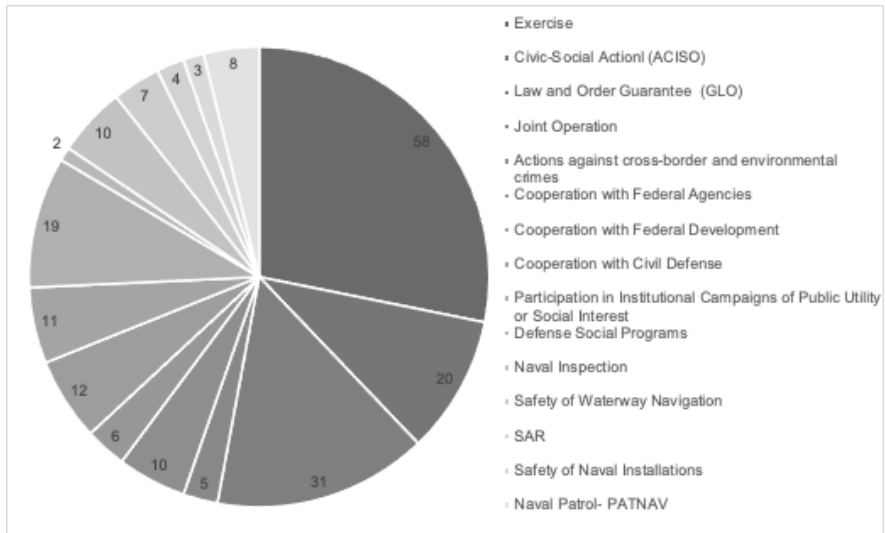


Figure 2 — Evolution of the number of cooperation modalities (2010-2020\*).  
Source: Own elaboration.

When associated with data seen in Figure 5 it makes it easier to understand how Social Civic Actions (ACISO, Portuguese acronym) are an important cooperation activity (mainly in the North and Midwest regions). In the North, through its ships, the MB is one of the main ways of accessing the riverside population. On the other hand, data for the Midwest region comes from the project Ribeirinho Cidadão, which occurs annually and has the support of the MB for its realization.

In 2019 and 2020\*, MB's participation in Institutional Public Utility or Social Interest Campaigns has been growing significantly, going from one action (2010) to three (2017), six (2019) and eight (2020\*). Actions such as “Operação ASSHOP Pólo Solimões — Rio Japurá” which is about the hospital vessel providing health support to the riverside population and similar ones aim to contribute to the improvement of the population's well-being, mostly in the North and Northeast regions.

Naval Inspection actions showed a high increase in 2020\*, standing out in relation to the others. As an administrative activity, with inspection of acts related to the prevention of environmental pollution by vessels, it might have increased due to greater transparency in actions to prevent damage to the environment. Also, the reason for an increase of this kind of action might be the greater international pressure on the country's actions regarding the environment, mainly after the oil spill on the coast of Northeast Brazil in 2019.

Figure 3 highlights that, after the creation of the (EMCFA), the MB's participation in cooperation actions have tended to be defined based on a higher level of coordination. Nonetheless, this situation has changed over the years, since there is a significant increase in actions occurring without being decided by a higher agency. This implies that the MB has been establishing institutional relations with other governmental and non-governmental agencies, consequently operating in areas unrelated to the core activity — albeit of broad interest for the maintenance of National Power, such as ACISOS and Public Utility Campaigns or Social Interest.



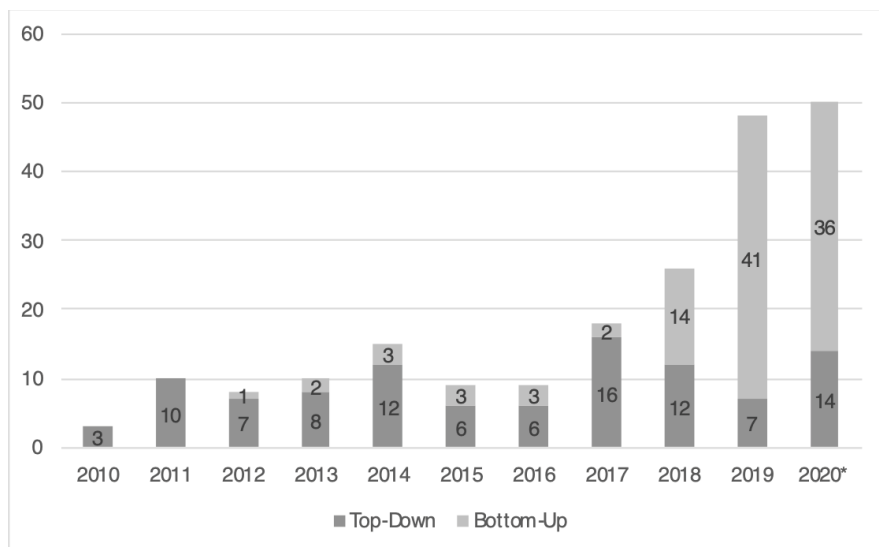


Figure 3 — Evolution of the approach, by type (2010-2020\*)

Source: Own elaboration.

Figure 4 shows that activities tend to be well distributed throughout the year. Yet, there is a peak in February, possibly because in 2014 and 2017 more GLO happened at this period of the year. May 2020 stand out, with several cooperations. Thinking about the distribution of actions around the year is relevant to understand MB's preparation for call as it is a characteristic of the Armed Forces to be ready to service at any time. Also this data associated to the types of actions can help understand for which use and when the MB is most needed, information that can serve as a guide for training program. The MB's participation in the actions against the COVID-19 pandemic, at this point in the research, appears with few entries. Though, having a closer look at the numbers, it is possible to realize that there are a lot more cases of cooperation including actions against the COVID-19. This will be analyzed in the future, because documentation is still unorganized and inconsistent.

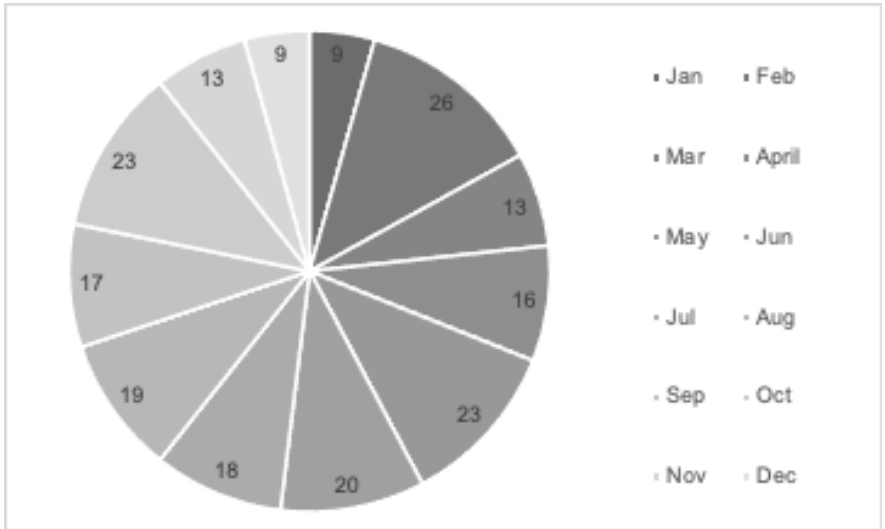


Figure 4 — Cumulative distribution of joint actions, by month (2010-2020\*).  
Source: Own elaboration.

Figure 5 shows that the MB's major area of activity is the Southeast (SE). Among the actions that took place in this region, the following stand out: (i) GLO, in 2017, mainly due to strikes at the Public Security Agencies; (ii) exercises, possibly because the city of Rio de Janeiro (RJ) is the headquarters of the Brazilian Squadron and the state of Espírito Santo (ES) is the base of one of the largest exercises carried out by the Marine Corps; and (iii) cooperation with the Civil Defense, due to the landslides that occurred due to heavy rains.

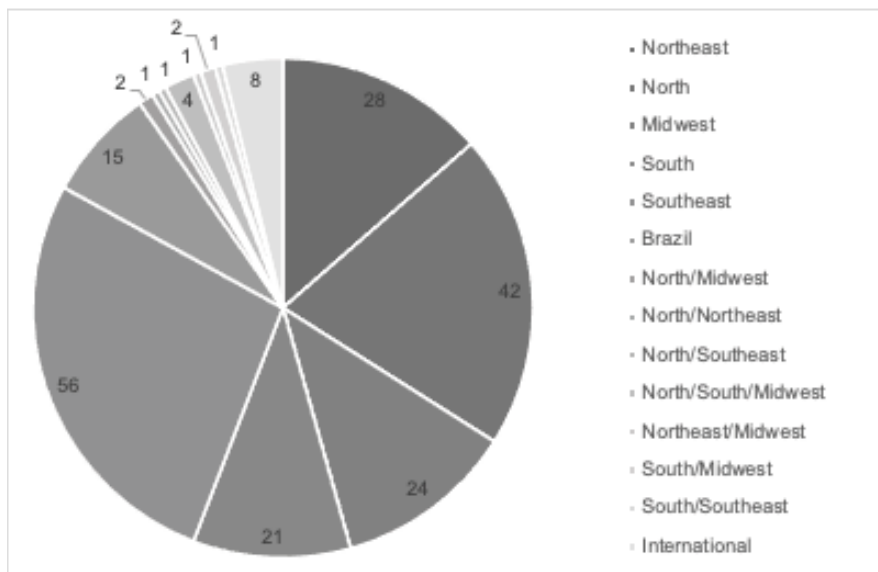


Figure 5 — Cumulative distribution of joint actions, by region (2010-2020\*).  
Source: Own elaboration.

In the North (N) region, Social Civic Actions (ACISO) and Institutional Campaigns of Public Utility or Social Interest stand out. These actions call attention to the social nature of assistance to communities. In addition, they promote activities to prepare for the use of force through intelligence actions; training in the logistics capacity and training in carrying out repairs in remote locations, among other activities to prepare for the employment of the MB. In this region, the exercises still stand out. It is noteworthy the lack of inclusion of the MB in Actions against Transboundary and Environmental Offenses, since navigable rivers are, in some regions, the only form of transport and communication with large urban centers.

In the Northeast region (NE), the actions that appear prominently are Institutional Campaigns of Public Utility or Social Interest and GLO, for reasons that are similar to those above regarding the SE region. The exercises are also carried out in this region, but in a much smaller number than in those previously mentioned. In turn, the highlight of the Midwest region (CO) is the Operação Agata and its annual versions, whose objective is to act on the border and fight cross-border and environmental crimes. ACISO actions are also very present in this region.

Finally, the Southern region (S) follows the other regions, with particular relevance of exercises and the Operação Agata. Regarding what has been called the “Brazil region” (those actions that happen simultaneously throughout the national territory), the highlights are the GLO actions, related to the holding of the FIFA World Cup in the country (2014) and to the need for action during the strike of truck drivers (which affected the fuel supply in the country in 2018). Also noteworthy are the actions against the mosquito that transmits dengue and the prevention of COVID-19, an action that has at least another 60 derivatives. It is important to notice that some actions took place in more than one region at the same time for this reason they appear in the Figure 5 grouped together.

Figure 6 highlights that most of the cooperative actions in an inter-agency environment occur in a ‘timely manner’. A union of temporal and established efforts is configured to resolve a specific issue, like the Model by Articulated Segment (Raza 2012).

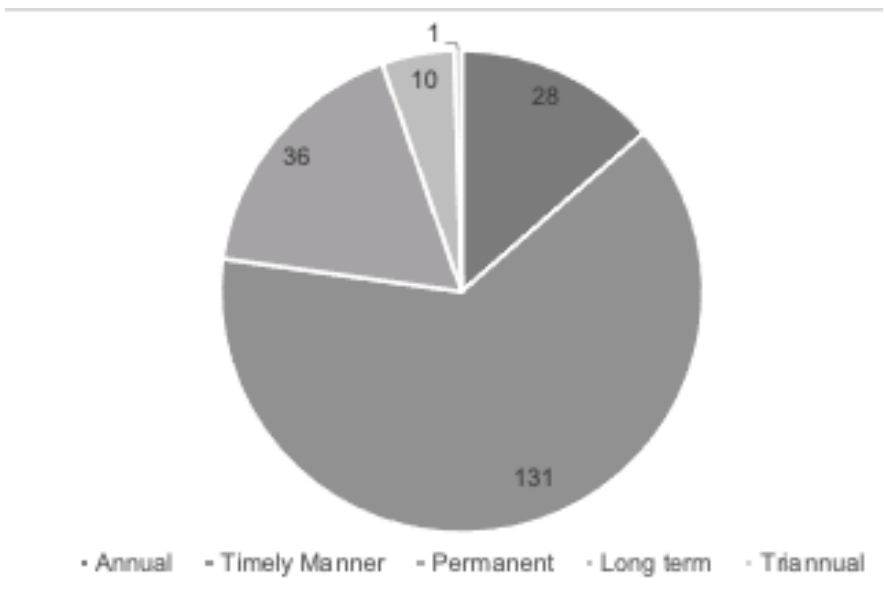


Figure 6 — Accumulated distribution of joint actions, by frequency (2010-2020\*). Source: Own elaboration.

Some actions are considered ‘permanent’ (lasting for more than 10 years), having several editions, with continuity in time and without a deadline for

its end. Generally, they are modalities of “Cooperation with national development” or “Participation in campaigns of public benefit or social interest”, being equally distributed throughout the national territory. They differ from ‘annual’ actions (most recent beginning) because, even if there is no forecast for their end, they are still incipient and are planned to occur every year at the same time of the year (often with the same actors involved).

In addition to those mentioned in the permanent frequency, among the annual actions there are exercises and ACISO — usually lasting a few days. ‘Long-term actions’ are those that have had (or still have) a long duration, months, or years, but have already ended or have a deadline to end. Most of them last less than 10 years.

Figure 7 presents data on how long the action lasts. This data is difficult to measure, as sources often do not inform it in detail. However, based on the available data, most of the actions are short (with a length of up to 5 days), followed by actions of duration from 6 to 15 days and, finally, from 16 to 30 days.

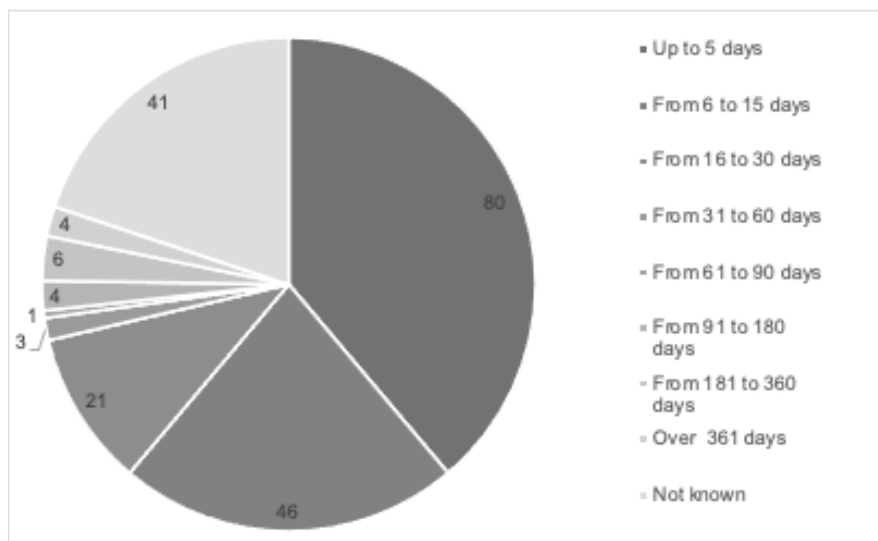


Figure 7 — Accumulated distribution of joint actions, by length of days (2010-2020\*). Source: Own elaboration.

Figure 8 presents the levels of inter-agency maturity most performed by the MB, following the definition of Strickler (2010). Most of them refer to Cooperation (when the objectives are independent, the exchange of

information occurs to facilitate operations, and the process does not have a formal structure). This is consistent with the data presented on duration, since there is a predominance of short-term actions and, in relation to frequency, these are specific acts.

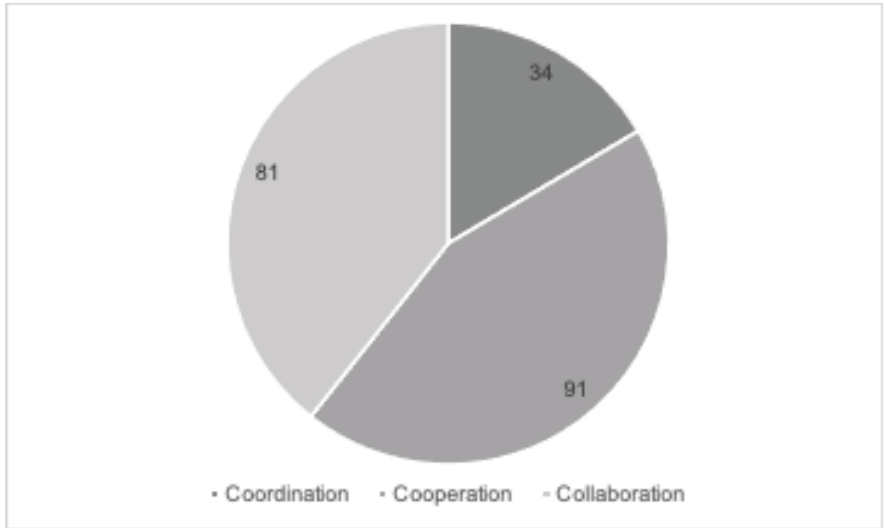


Figure 8 — Accumulated distribution of inter-agency maturity levels (2010-2020\*).  
Source: Own elaboration.

It is also noteworthy the presence of a high level of a collaborative model, when the relations between the agencies occur from their institutionalization, the objectives are mutual and self-reinforcing. The collaborative model occurs due to the actions whose approach is top-down when there is a need for a central command so it can occur. It also stresses the necessity of a joint effort to the action to happen, because it demands a high number of agencies to take part of the action. Consequently, it requires a more systematic and institutionalized process.

## CONCLUSION

After the theoretical debate on inter-agency cooperation presenting the main variables necessary for this process and the difficulties faced in these relationships, this article has provided an insight on how to analyze and deal with inter-agency cooperation in the Brazilian case, stressing the need to deepen reliable mechanisms for integrated actions.

Our purpose was not only shedding light on the theoretical debate, arguing that there is no consensus in the literature on inter-agency cooperation, but also collaborate with a policy-oriented proposal, analyzing different types of actions carried out by the Brazilian Navy (MB). The main idea is that the inter-agency cooperation process is a continuous, incremental learning process that must be constantly improved with practice and training of agents in order to safeguard national security and defense against new threats.

To date, the database analysis allowed the understanding of how the MB acts beyond its main constitutionally defined role, through the operations in the inter-agency environment. The Operação Agata, the Operação Verde Brasil, and the Operação Mar Limpo stand out as good examples. By expanding its spectrum of activity, the MB favors paradiplomacy and cooperation mechanisms at the bottom-up level and inter-agency cooperation. As a consequence, the MB becomes a relevant actor that contributes with other agencies on domestic issues that are important not only to the national interest, but also to cross-border security and defense issues.

Still according to the database analysis, the MB cooperation has increased over time. Therefore, the challenge of building an autochthonous thinking on inter-agency cooperation in Brazil, its institutions, regulations and models is mandatory, allowing a deeper knowledge on the MB's role in inter-agency cooperation.

Regarding research limitations, despite the creation of the database covering 20 years of analysis, there is a need to stress the limited availability of data related to the initial years. This opens room for questioning if it is due to the lack of cooperative actions or due to the lack of systematic cataloging of such data. In addition, as there is no central agency that centralizes operations, each Military Organization (OM) gathers the data related to its performance and this is not always available online, which makes it difficult to access them, as operative OMs, in general, are not available for visitation.

With all the difficulties faced in mind it is also relevant to bear a thought that new threats are appearing all the time (cyber and transnational crimes, biological threats, etc) and future researches are welcome to help the Brazilian Navy understand its approach to this new field of operations and as well assist to improve the MB situational awareness: where they are and where they want to go to. This would help to detail the proposed mapping, including contributing to the MB's further engagement on this topic.

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MAPPING THE INTER-AGENCY COOPERATION OF THE BRAZILIAN NAVY  
(2010-2020)

## ABSTRACT

The purpose of this article is to map the participation of the Brazilian Navy (MB) in cooperative actions in the inter-agency environment at a time when contemporary society is dealing with a series of challenges, which cross borders and endanger international and national security. Due to their great capillarity, the Armed Forces have a lot to contribute in facing these threats. The methodology uses an original database, created from November 2018. The survey covers the period from 2010 to 2020, analyzes 206 initiatives based on 15 variables, namely: actors, action, approach, year, month, source, report of the action, geographic distribution, region, modality, hierarchy/maturity, results, frequency, duration, and observation. It has a quantitative methodological approach using bibliographic and documental research to create a database from data collection and a qualitative approach to explain the observed data. Among the main results, it is noteworthy that MB carries out most of its cooperative actions in the Southeastern region, followed by the Northern region. Regarding the modality, the Guarantee of Law and Order (GLO) actions and Exercises stand out. Most of the actions are specific and particular, which is consistent with the type of cooperation most performed, whose characteristic is temporary.

**Keywords:** Cooperation; Inter-Agency Cooperation; Brazilian Navy; Database.

## RESUMO

O objetivo deste artigo é realizar um mapeamento da participação da Marinha do Brasil (MB) em ações de cooperação no ambiente interagências em um momento em que a sociedade contemporânea lida com uma série de desafios, que transpassam suas fronteiras e põem em risco a segurança (inter)nacional. Devido à sua grande capilaridade, as Forças Armadas têm muito a contribuir no enfrentamento dessas ameaças. A metodologia utiliza base de dados original, criada a partir de novembro de 2018. A pesquisa contempla o período de 2010 a 2020, analisa 206 iniciativas a partir de 15 variáveis, a saber: atores, ação, abordagem, ano, mês, fonte, relato da ação, distribuição geográfica, região, modalidade, hierarquia/maturidade, resultados, periodicidade, duração e observação. Entre os principais resultados, destaca-se que a MB realiza a maior parte de suas ações de cooperação na região Sudeste, seguida pela região Norte. Relativamente à modalidade, destacam-se os Exercícios e as ações de Garantia da Lei e da Ordem (GLO). A maior parte das ações é pontual, o que se coaduna com a modalidade de cooperação mais executada, cuja característica é ser temporária.

**Palavras-chave:** Cooperação; Cooperação Interagência; Marinha do Brasil; Base de Dados.

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