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Brazilian Navy Operations on the Brazil-Paraguay Border: Intelligence and Management of Risks in Combating Transnational Organized Crime

Brazilian Navy Operations on the Brazil-Paraguay Border: Intelligence and Risk Management in the Fight against Transnational Organized Crime

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Summary

Transnational organized crime represents a significant threat to the security of Brazilian borders in regions characterized by the circulation of drugs, weapons, and illicit goods. In this context, the Brazil-Paraguay border presents challenges related to its territorial extension, the diversity of cross-border flows, and the need for integration between defense, public security, and intelligence institutions. This study aimed to analyze how the integration of intelligence, risk management, technology, and inter-institutional coordination relates to the operational results of Operation Ágata, taking Operation Ágata 9 as a case study and emphasizing the Brazilian Navy's role in the riverine environment of the Brazil-Paraguay border. This is a qualitative, descriptive, and analytical study, developed through bibliographic review and document analysis, comparing information related to territorial coverage, personnel employed, participating institutions, technologies used, and operational results disclosed. The results indicate that the operational capacity of Operation Ágata is associated with the articulation between different institutional capacities, such as intelligence, technology, interagency coordination, and operations in riverine environments. The analysis of Operation Ágata 9 further highlights the relevance of the Brazilian Navy's riverine component to the

Expansion of the state's capacity for inspection and monitoring of the Brazil-Paraguay border. However, seizure data are interpreted as indicators of repressive activity, which does not allow for establishing a permanent reduction in illicit flows. It is concluded that border security constitutes a multidimensional system whose evaluation requires the joint consideration of operational capacity, institutional integration, intelligence, technology, and the specific characteristics of the territory.

Keywords: Transnational organized crime; Border security; Brazilian Navy; Risk management; Intelligence; Brazil-Paraguay.

Abstract

Transnational organized crime represents a relevant threat to the security of Brazilian borders in regions characterized by the circulation of drugs, weapons, and illicit goods. In this context, the Brazil-Paraguay border presents challenges related to its territorial extent, the diversity of cross-border flows, and the need to integrate defense, public security, and intelligence institutions. This study aimed to analyze how integration among intelligence, risk management, technology, and interagency coordination reports to the operational results of Operation Ágata, using Operation Ágata 9 as a case study and highlighting the Brazilian Navy's role in the riverine environment of the Brazil-Paraguay border. This is a qualitative research, of a descriptive and analytical nature, developed through bibliographic review and documentary analysis, with comparison of information related to territorial coverage, personnel employed, participating institutions, technologies used, and operational results disclosed. The results indicate that the operational capacity of Operations Ágata is associated with the articulation between different institutional capabilities, such as intelligence, technology, interagency coordination, and operations in riverine environments. The analysis of Operation Ágata 9 also highlights the relevance of the Brazilian Navy's fluvial component in expanding the state's capacity to inspect and monitor the Brazil-Paraguay border. The seizure data, however, are interpreted as indicators of repressive activity and do not allow for a permanent reduction in illicit flows. It is concluded that border security is a multidimensional system whose

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evaluation requires considering operational capacity, institutional integration, intelligence, technology, and the territory's specific characteristics.
Keywords: Transnational organized crime; Border security; Brazilian Navy; Risk management; intelligence; Brazil-Paraguay.

1. Introduction

The transformations that have occurred in the international landscape in recent decades have amplified the challenges.
related to state security. The strengthening of transnational organized crime,
driven by technological advances, the globalization of illicit markets, and high
The adaptability of criminal organizations has altered the dynamics of threats.
contemporary issues, requiring new strategies for prevention, monitoring, and response.
Among the most sensitive areas in South America, the border between Brazil and Paraguay stands out.
recognized for its geopolitical importance and for being one of the main routes of international trafficking.
of drugs, weapons, contraband, and other forms of organized crime. Because
Given its geographical characteristics, coordinated action by institutions is necessary.
responsible for defense and public safety, through integrated actions.
In this scenario, the Brazilian Navy plays a strategic role both in the exercise of its...
responsibilities as a Maritime Authority, as well as in the execution of joint operations aimed at
Combating cross-border crimes. Acting in cooperation with the Brazilian Army, the Force
The institution participates in interagency operations involving the Brazilian Air Force and various government agencies.
which integrate operational planning, risk management, intelligence production and coordination.
institutionally, contributing to expanding the capacity for prevention and response to threats.
represented by transnational organized crime.
Given this context, this study seeks to answer the following research question: to what extent...
Did the integration of intelligence, sensing technology, and interagency coordination contribute to the operational
results observed in Operation Ágata, with particular attention to Operation Ágata 9 and the Brazilian Navy's
actions on the Brazil-Paraguay border?
The choice of this problem stems from a gap identified in the consulted literature. Although studies on border
security and Operation Agata emphasize the joint action of the Armed Forces
Regarding the armed forces, inter-institutional coordination, and the fight against cross-border crimes, it is observed...
less analytical attention paid to the riverine component of the western border and to the role of the Brazilian Navy,
of the structures responsible for monitoring waterways in the Brazil-Paraguay region. Thus, the
This study seeks to contribute to filling this gap by examining the fluvial dimension.
as a specific element of border security architecture.

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The overall objective is to analyze how the integration between intelligence, risk management, Technology and inter-institutional coordination are related to the operational results of Operation Ágata, taking Operation Ágata 9 as a case study and emphasizing the role of the Navy. Brazil in the riverine environment of the Brazil-Paraguay border.

To achieve this objective, official documents, legislation, institutional reports, and scientific literature related to Operation Ágata, the security of the Brazil-Paraguay border, and other related matters were analyzed. Risk management, intelligence activity, and the performance of the Brazilian Navy. The analysis was organized in a comparative manner, considering operational indicators available in the different editions of Operation Agata and examining the relationship between territorial extent, personnel employed, the Participating institutions, inspection activities, and published results.

2 Methodology

This study is characterized as qualitative research, descriptive and analytical in nature. developed through literature review and document analysis. The methodological design was structured with the purpose of examining the relationship between intelligence, risk management, technology, Interinstitutional coordination and operational results in border security actions, with emphasis on Operation Ágata 9 and the Brazilian Navy's role on the Brazil-Paraguay border.

The literature review was conducted through the selection of scientific articles, dissertations, and papers. Academics and specialized publications related to the following thematic areas: transnational organized crime; border security; Operation Agata; risk management; intelligence; Interagency cooperation; Brazilian Navy; Brazil-Paraguay border; and river security. These were... Priority was given to publications related to the subject of study and documents produced by institutions. defense, public security, and intelligence officials.

The literature search considered publications available in databases and repositories. academics, using combinations of the descriptors "transnational organized crime", "border security", "Operation Agata", "risk management", "intelligence", "interagency cooperation", "Brazilian Navy," "Brazil-Paraguay border," and "river security" were considered. publications relating to the period defined for the bibliographic survey, as well as Institutional documents related to the operations analyzed. The inclusion criteria were... publications and documents that had a direct relationship with the subject of the research were considered. whether they addressed border security, interagency operations, intelligence, risk management, or performance. from the Brazilian Navy in the analyzed context, and contained identifiable and traceable information.

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Sources that were not thematically relevant, duplicates, or that did not present information were excluded.
sufficient to identify its relationship with the object of study.

The document analysis included federal legislation, decrees, ordinances, military doctrines, institutional reports,
and official records related to Operation Ágata. Among the documents
The following documents were analyzed: Complementary Law No. 97/1999, Decree No. 7,496/2011, which established the
Strategic Border Plan, Decree No. 8,903/2016, which established the Protection Program.
Integrated Border Operations, documents relating to the Doctrine of Joint Operations and official records relating
to Operations Ágata 1, 5, 7 and 9, as well as information on subsequent operations used.
to contextualize the continuity of the model.

As an analytical procedure, the information was organized into five categories: (a) coverage
territorial; (b) human resources employed; (c) participating institutions; (d) technologies and
intelligence mechanisms employed; and (e) operational results disclosed. A comparison was made between
selected editions of Operation Ágata, with the aim of identifying patterns.
institutional integration and differences in operational scale.

For the specific analysis of Operation Agata 9, the following elements were also considered.
to riverine operations, including patrolling, vessel inspection, and intelligence gathering.
Operational aspects and participation of Brazilian Navy structures in the border region with Paraguay.
Sources that did not have a direct relationship with the research topic or that did not... were excluded.
that would allow for the identification of its thematic relevance. Descriptive information was used as
Contextual data, while quantitative data were subjected to comparative analysis for
to produce derived indicators, without attributing a causal meaning to the seizure results that
The sources do not allow us to demonstrate this.

Finally, the predominance of secondary data is acknowledged as a methodological limitation.
derived from institutional documents and official sources, reflecting information produced
by the organizations themselves involved in the operations. Therefore, the results do not allow
to establish a direct causal link between a given technology or operational strategy and the reduction
effective transnational crime, but they allow us to identify patterns of organization, integration and
operational capabilities present in the analyzed operations.

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3. Theoretical Framework

3.1 Transnational Organized Crime and Border Security

Technological advancements have provided criminal organizations with the means to expand their operations and to expand its operations beyond national borders, increasing its communication capabilities, logistics and international coordination (Pimentel, 2025), causing organized crime to It transformed into a transnational network capable of operating in different countries and illicit markets. Although drug trafficking had been the subject of international agreements since the Shanghai Convention in 1909, the consolidation of the international drug control regime occurred with the Single Convention. The United Nations Convention on Narcotic Drugs of 1961, under the coordination of the United Nations. against Transnational Organized Crime, known as the Palermo Convention and in force since In 2003, a legal framework was established to strengthen international cooperation in addressing... transnational criminal organizations (Cepik; Borba, 2011).

For a criminal activity to be characterized as transnational, it must present a stable and hierarchical organizational structure, methods of operation that transcend borders national and operational capacity in more than one country, in illicit activities aimed at obtaining profit, including international drug trafficking, illegal arms trafficking, money laundering and other criminal activities. Over the last few decades, organized crime has diversified. their activities, adapting to the dynamics of the global economic system, taking advantage of institutional vulnerabilities, financial incentives, and technological advances to expand its operational capacity (Garbe, 2025).

In this scenario, Brazil occupies a strategic position on international cocaine trafficking routes, whose Production is concentrated in Bolivia, Peru, and Colombia, with the main markets being... Brazilian consumers are in Europe and the United States. The Brazilian territory also hosts important markets. Triple border regions, such as Atalaia do Norte (AM), on the border with Colombia and Peru, and Foz Iguaçu (PR), on the border with Paraguay and Argentina, areas used by organizations criminals for the transportation of drugs and other illicit goods (Chichoski; Silva, 2017).

Among these regions, the border between Brazil and Paraguay stands out due to its high importance. Strategically, Paraguay occupies a central position in cannabis production in South America and acts as... A logistical corridor for international drug trafficking, connecting production areas to the main hubs. Brazilian consumer centers, in addition to serving as an export route through ports and Airports. The extensive border strip, which crosses the states of Mato Grosso and Mato Grosso do Sul.

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Paraná is vulnerable to the activities of criminal organizations involved in drug trafficking and...
weapons, in smuggling and contraband (Ammari, 2023; Bigoli and Bezerro, 2014).
Furthermore, the connection between Paraná and Rio de Janeiro, known as the Foz-Rio axis, is one of the
main routes used by organized crime to transport weapons and narcotics
destined for large Brazilian urban centers (Ammari, 2023). The fact is that, although the region
The border region is marked by economic and social exchange, its territorial extent and characteristics
Geographical differences make permanent state control difficult, which favors the actions of criminal networks.
transnational.

Given this scenario, combating international drug trafficking in Brazil depends on action.
integrated by different institutions. The Federal Police plays a central role in the investigation of
criminal organizations, in the fight against international drug trafficking, in the monitoring of
precursor chemical substances, in the eradication of illicit crops and in policing activities.
maritime, airport and border security, as established in article 144 of the Federal Constitution.
(Medeiros, 2018).
Internationally, the United Nations Office on Drugs and Crime (UNODC) supports the
States in the development of public policies, in the updating of international treaties and in the promotion
international cooperation to reduce the supply and demand for drugs. Brazil participates in these
initiatives through multilateral programs, such as EL PAcCTO, funded by the Union
In addition to integrating projects aimed at strengthening oversight in ports and airports, the European organization
such as AIRCOP, INTERCOPS and the Global Container Control Programme, intended for
combating international drug trafficking and other illicit activities (UNODC, 2020; CONAD, 2021).
Therefore, it is understood that the dynamic nature of these threats makes the adoption of
risk management models capable of strengthening border protection and reducing
The vulnerability of strategic infrastructures in the face of organized crime configurations.

3.2 Military Operations in the Security of Brazilian Borders

The transformations that have occurred in recent decades on the international stage have broadened the concept.
traditional national defense. If before the Armed Forces focused on protecting sovereignty
and territorial integrity in the face of external threats, the strengthening of non-state actors, such
transnational criminal organizations linked to drug trafficking, illegal arms trafficking, and...
Smuggling has come to represent challenges to the security of states. In this context, the distinction between
Defense, related to external threats, and security, associated with internal threats, have become more...

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diffuse, requiring greater integration between defense and public security policies (Chamorro, 2010).

In Brazil, this practice is supported by Complementary Law No. 97, of June 9, 1999, which It provides for the organization, preparation, and employment of the Armed Forces. In its article 16-A, the Legislation establishes that it is the responsibility of the Armed Forces, in a subsidiary capacity, to carry out actions. preventive and repressive measures along the land border, at sea, and in inland waters, acting alone or in coordination with other bodies of the Executive Branch in the fight against crime. transboundary and environmental (Brazil, 1999; Paim; França; Franchi, 2019).

With the increasing complexity of transnational threats, the Federal Government established, in 2011, The Strategic Border Plan (PEF), through Decree No. 7,496, with the purpose of preventing, to control, monitor, and suppress cross-border crimes and offenses. The plan began to promote the Integrated action by the Armed Forces, public security agencies, and the Revenue Department. Federal government of Brazil and other governmental institutions, in addition to stimulating mechanisms of cooperation with neighboring countries, recognizing that combating organized crime requires articulated responses at the regional level (Brazil, 2011).

In 2016, the Integrated Border Protection Program (PPIF) replaced the Strategic Plan of Borders through Decree No. 8,903, consolidating a permanent model of coordination between public security agencies, intelligence agencies, the Federal Revenue Service, the Ministry of Finance and the Joint Chiefs of Staff of the Armed Forces (EMCFA). The program It also strengthened cooperation with neighboring countries, expanding the sharing of strategic information and strengthening the State's institutional capacity to prevent and Responding to transnational threats (Brazil, 2016).

The implementation of the PEF and, subsequently, the PPIF, gave border regions a position strategic areas on the Brazilian defense agenda, which have come to be understood as spaces priorities for the integrated action of defense, public security, and intelligence institutions, which strengthened the permanent presence of the State in vulnerable regions and expanded its capacity to Monitoring, surveillance, and response to the actions of transnational organized crime.

The implementation of these policies occurs through the Military Defense Structure (EMiD) and the Doctrine of Joint Operations, both coordinated by the Joint Chiefs of Staff of the Armed Forces. Armed Forces (EMCFA). Within the Brazilian Navy, the Naval Component Force (FNC) stands out. responsible for the use of naval assets in joint operations, making resources available.

Operational personnel are assigned to the Operational Commander for the fulfillment of the planned missions, in accordance with the... required capabilities in each operational scenario (Brazil, 2010; Brazil, 2011). This structure It enables integration between the three Armed Forces and the various government agencies.

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involved in border security, resulting in greater efficiency in planning, in
coordination and execution of military operations.

Among the main initiatives implemented by the Brazilian State to strengthen border security, the Ágata Operations stand out, coordinated by the Joint Chiefs of Staff of the Armed Forces.
Armed Forces (EMCFA) and executed in an integrated manner by the Brazilian Navy, Brazilian Army and Brazilian Air Force, in cooperation with various federal, state, and municipal agencies.
Initially included within the scope of the Strategic Border Plan (PEF), these
The operations aim to intensify territorial surveillance and combat cross-border crimes.
such as drug trafficking, illegal arms and ammunition trafficking, smuggling, contraband, and crimes
Environmental issues, irregular immigration, and illegal mining. To address these problems, they bring together public institutions in actions.
Integrated land, river and air surveillance, inspection, intelligence and assistance to populations.
residents in border regions (Brazil, 2015; Brazil, 2025; Ministry of Defense, 2011).

The first edition of Operation Agata was carried out in 2011, in the Tabatinga and Cachorro regions.
Large, on the border between Brazil, Colombia, and Peru. In addition to combating cross-border crimes.
and environmental, the operation sought to reduce crime rates and intensify the presence of the State.
Brazilians in the border region, strengthening coordination between military and police operations and expanding support to populations residing in these areas. Operation Ágata 1 consolidated a new model of
Integrated action, based on joint planning between different institutions.
governmental and in the combination of repressive, preventive and civic-social actions (General Staff)
(Armed Forces Joint Report, 2012).

The expansion of this model occurred during Operation Agata 5, carried out in 2012, encompassing approximately 3,900 kilometers of the southern and western border strip of Brazil, between Chuí (RS) and Corumbá (MS), and encompassing border regions with Argentina, Uruguay, and Paraguay. Maintaining
In addition to the objectives of previous operations, this operation intensified the use of preventive actions and repressive measures aimed at combating cross-border crimes, mobilizing 19,800 personnel between military personnel and representatives from various public bodies. In an integrated manner with the activities
Operationally, the operation promoted a significant set of civic and social actions, including
medical and dental care, vaccination and distribution of medicines (Ministry of
Defense, 2012).

In 2013, Operation Agata 7 represented a step forward in Brazilian border security policy.
becoming one of the largest operations ever carried out in the country, covering 16,886 kilometers of border, involving ten South American countries (French Guiana, Guyana, Suriname, Venezuela, Colombia, Peru, Bolivia, Paraguay, Argentina and Uruguay) and eleven Brazilian states, mobilizing approximately 25,000 military personnel. The vast territory and the large number of troops deployed highlighted the

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Operational capacity of the Armed Forces in large-scale integrated actions. Among the results
Notable events include the seizure of approximately 4.9 tons of explosives in the Maringá region (PR), in addition to...
Seizure of restricted-use weapons in the southern region of the country (Brazil, 2013).

The evolution observed in the first editions of Operation Agata demonstrates that the strategies of
Border security has shifted from isolated enforcement actions to an integrated operational model.
between the Armed Forces, public security agencies, intelligence institutions and other agencies
governmental, allowing for increased monitoring capacity in border regions and
To improve mechanisms for preventing and suppressing transnational crimes. The operational model of Operation Ágata
was observed in 2015 during Operation Ágata 9, with the objective of combating trafficking.
international trafficking of drugs, weapons and ammunition, among others (Brazil, 2015).

The continuity of this public policy can be observed in the most recent editions of Operation Ágata. Operation Ágata
Oeste 2022 brought together the Brazilian Navy, the Brazilian Army, and the Brazilian Air Force.
Brazilian and various federal and state agencies, including the Federal Police and the Federal Highway Police.
Federal, the Federal Revenue Service, ABIN (Brazilian Intelligence Agency), the Federal Public Prosecutor's Office, and state defense agencies.
sanitary measures, developing preventive and repressive actions aimed at combating illegal activities.
cross-border relations and the strengthening of integration among participating institutions. In the environment
In the riverine sector, the Navy employed various naval assets on the Guaporé, Paraguay, and Paraná rivers, reinforcing
surveillance in the regions of Mato Grosso, Mato Grosso do Sul and Paraná (Navy News Agency,
2022).

Further on, Operation Agata Western Border 2024, included within the scope of the Protection Program.
The Integrated Border Protection Plan (PPIF) maintained this operational model, employing 530 military personnel.
including personnel from the 3rd Riverine Operations Battalion, consolidating the Naval Force's operations.
Component (FNC) (Brazil, 2024).

In parallel with the military operations carried out on national territory, international cooperation
It constitutes one of the main pillars of contemporary border security strategies.
Considering that transnational organized crime operates beyond the territorial boundaries of states, the
Suppressing these threats requires mechanisms for bilateral and multilateral cooperation, capable of
to integrate efforts aimed at the exchange of information, institutional strengthening and to
Coordination of actions between neighboring countries. In this context, Paraguay occupies a strategic position.
for Brazil, both because of the extensive shared border and the intense circulation of people.
of people, goods and trade flows that characterize this region (Fonseca, 2025).

International cooperation in defense matters incorporates diplomatic, political and...
Institutional measures aimed at building trust mechanisms between states. In this context, the
Defense diplomacy allows the Ministries of Defense and Foreign Affairs to act in a way...

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coordinated in the formulation of strategies aimed at protecting national interests, to Strengthening regional security and confronting transnational threats. Among these Key initiatives include the exchange of strategic information and the provision of training. Joint efforts, the sharing of operational experiences, and the role of military attachés as Elements of rapprochement between the defense institutions of different countries (Silva; Matos, 2024). From this perspective, international military cooperation also includes related initiatives. to the preparation, negotiation and implementation of cooperation instruments in defense, assistance Logistics in humanitarian operations and crisis situations, technical exchange, capacity building. human resources, transfer of specialized knowledge, development of the industry of defense and support for building institutional capacities. These actions broaden integration among the States are strengthening their joint capacity for prevention, monitoring, and response to challenges. imposed by transnational organized crime and other threats to regional security.

In the context of relations between Brazil and Paraguay, diplomatic action represents an important... A mechanism that complements military border operations, promoting coordination between civil and military institutions, the sharing of strategic information, and the strengthening of bilateral cooperation. Although diplomatic protection activities are distinct in nature from Military operations carried out along the border strip, both are part of the same security system. regional, based on inter-institutional coordination, risk prevention and the construction of Permanent mechanisms for cooperation between States.

3.3 Risk Management and Intelligence in Border Security Operations

Risk management and intelligence production are strategic elements for planning and... Execution of border security operations. In the face of the tangle of threats. transnational, characterized by the high adaptability of criminal organizations, by Through the use of communication technologies and the exploitation of territorial vulnerabilities, the operations The military began to incorporate systematic methodologies for identification, assessment, Risk monitoring and mitigation. This process helps to support decision-making and optimize... allocating resources and expanding the response capacity of the institutions responsible for protection. of the borders (Araujo Neto et al., 2017).

In this context, the defense and security of Brazilian borders constitute instruments. fundamental for the preservation of national sovereignty, public order and territorial integrity. Among the institutions responsible for this mission, the Brazilian Navy stands out, which, in the capacity of The Maritime Authority exercises powers related to navigation safety and oversight.

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Waterway traffic and the prevention of water pollution. In addition to these constitutional responsibilities, the
The Navy performs subsidiary functions related to public safety, acting in an integrated manner.
working with other government agencies in the prevention and suppression of illegal activities during operations.
interagency (Andrade, 2025).

Integrated action between different institutions is one of the main foundations of
Joint border security operations. According to the Joint Operations Doctrine of
Ministry of Defense, the development of shared capabilities strengthens risk management.
by expanding communication between participating agencies, integrating operational resources, and reducing
Eliminate redundancies and improve mission planning and execution processes. This model
It promotes greater operational efficiency and increases the institutional capacity to respond to different scenarios.
of high complexity.

The success of these operations also depends on adherence to operational principles such as secrecy,
Speed, surprise, and aggressiveness are considered essential to the effectiveness of military actions in
high-risk environments. Due to these characteristics, professionals are required to...
employees must demonstrate technical skills, physical fitness, and psychological stability.
compatible with carrying out activities in scenarios of high operational complexity.

The threats present in border regions include illicit activities capable of...
To compromise national sovereignty, the security of the population, and the protection of resources and infrastructure.
Strategic and critical facilities. In politically stable countries, but surrounded by areas
vulnerable to the actions of transnational criminal organizations, the main security risk
The national conflict ceases to be conventional conflict between states and begins to focus on crime.
transnational organization. This change in scenario has generated a doctrinal evolution,
redirecting part of the military effort to surveillance, monitoring, prevention and activities
repression of cross-border crimes.

In this context, the Ministry of Defense incorporated risk management methodologies into
border security operations within the framework of the Strategic Border Plan (PEF) and the
Operation Agata, encompassing continuous processes of threat identification and assessment of
vulnerabilities, analysis of the probability of adverse events occurring, and definition of measures.
preventive and corrective measures capable of mitigating operational impacts and increasing the effectiveness of
missions (Araujo Neto et al., 2017).

Risk management also plays a strategic role in protecting resources.
Logistics employed in military operations. The continuity of missions depends on preservation.
of supply chains, communication systems and, above all, Information Technologies
Information and Communication Technologies (ICT), whose increasing use requires the adoption of specific security measures.

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Cybersecurity. Protecting these systems aims to reduce vulnerabilities and ensure availability.
of information and avoid interruptions that could compromise the logistical flow and the decision-making process of the operations (Ministry of Defense, 2018).

Complementing this system, intelligence activity constitutes one of the main instruments.
to support operational planning. In Brazil, the Brazilian Intelligence Agency (ABIN)
plays a central role in the production, integration, and dissemination of strategic information.
intended for the agencies responsible for national security. However, studies indicate that the
The effectiveness of this system depends on strengthening the culture of intelligence among the agencies.
public, standardization of procedures, and the periodic implementation of training programs.
Intended for professionals who are part of the intelligence community, this reduces vulnerabilities.
institutional and improves the quality of the information produced (Araujo Neto et al., 2017).

Thus, it can be observed that risk management and intelligence activity constitute pillars.
Essential aspects of contemporary border security operations. The integration between planning
strategic, intelligence production, logistical protection, cybersecurity and coordination
Interinstitutional cooperation expands the capacity for prevention, monitoring, and response to threats.
transnational, strengthening the role of the Brazilian State in protecting its borders and in
combating transnational organized crime.

4. Results and Discussion

4.1 Operational evolution of Operations Agata

With the aim of comparing the scale and operational characteristics of the different editions of
Operation Agata systematized the available information on the territorial extent, the
Effective workforce employed, participating institutions, and key published results. The comparison.
It allows us to observe differences in scale and institutional composition between the operations analyzed.
as well as identifying recurring elements in the process of integrating state capabilities.

Table 1 – Comparison of the operational characteristics of Operations Agate 5, 7 and 9

Operation Year	Extension	Approximate number of participants/professionals	Institutions	Highlighted results
Agata 5 2012	3,900 km	19,800	Not reported in the repressive	Actions preventive measures and civic document analyzed. social
Agata 7 2013	16,886 km	25,000 military personnel	Involvement of 10 countries Brazilian states.	Seizure of explosives in 11 and armaments

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Operation Year	Extension (approximate)	Effective/professional	Institutions participants	Highlighted results
Agata 9	2015	4,045 km	>10,000 professionals	46 institutions	>4 tons of marijuana and 65 tons of irregular goods

Source: own elaboration, based on official documents and institutional sources analyzed.

The comparison between the selected editions shows that the evolution of Operation Ágata occurred
With the increase in personnel employed, the expansion of institutional coordination, and the diversification of resources used, Operation Ágata 7 presented the largest territorial reach among the operations compared, while Operation Ágata 9 combined a smaller area of operation with the participation of more than 10,000 personnel. Professionals distributed across 166 municipalities and working with 46 institutions.
This difference allows us to observe that the territorial scale, the number of employees, and the integration Institutional aspects constitute distinct dimensions of operational capacity. A larger operation Extension is no longer integrated, just as a larger contingent does not imply greater effectiveness.
The comparison therefore suggests that the evaluation of operations should consider territorial coverage, Institutional density, intelligence capacity, and operational results.
To avoid undue causal interpretations, seizure data are treated in this study as Indicators of operational activity. The seizure of drugs or goods demonstrates the capacity. detection and repression during the operation, but does not, in isolation, allow us to conclude that there was Permanent reduction of illicit flows. This distinction is relevant in border environments, where Criminal organizations may alter routes, schedules, and modes of transportation in response to Increased enforcement.

4.2 Operation Agata 9 as a case study

The consolidation of the operational model of Operations Ágata can be observed in Operation Ágata. 9, carried out between July 22 and 31, 2015, which covered 4,045 kilometers of the right-of-way. Brazil's western border, from the state of Rondônia to Foz do Iguaçu, in Paraná, including areas bordering Paraguay and Bolivia. Developed in regions considered strategic for the In an effort to combat transnational organized crime, the operation focused its efforts on specific areas. characterized by the intense circulation of people, goods and criminal organizations (Navy) (from Brazil, 2015).
The objectives of Operation Agata 9 focused on combating international drug trafficking, illegal trafficking of weapons and ammunition, smuggling, tax evasion, and other types of crimes. cross-border borders, in addition to intensified surveillance on rivers, highways, and strategic areas of border. Along with repressive actions, efforts were made to expand monitoring capacity.

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territorial and strengthen the State's capacity to respond to threats to national security, consolidating integrated action between military institutions and public security agencies (Brazil, 2015).

Operational actions included land and river patrols, reconnaissance missions, intelligence production, airspace surveillance, and inspections of vessels, vehicles, and aircraft, contributing to identifying movement patterns used by organizations criminals, mapping clandestine routes and expanding the capacity to prevent ambushes and other attacks. occurrences in hard-to-reach areas. In riverine regions, inspections focused on small vessels used in the illicit transport of drugs, weapons and goods, which They were used during the night or in adverse weather conditions in order to make oversight difficult (Brazil, 2015).

The operation mobilized more than 10,000 professionals, distributed across 166 municipalities, involving Brazilian Navy, Brazilian Army, and Brazilian Air Force personnel, in addition to Representatives from 46 federal, state, and municipal institutions. Among the participating bodies, The Federal Police, the Federal Highway Police, the Federal Revenue Service, and the Brazilian Agency stood out. Brazilian Intelligence Agency (ABIN), the National Public Security Force, and the Brazilian Institute of the Environment The Brazilian Institute of Environment and Renewable Natural Resources (IBAMA) and the National Civil Aviation Agency (ANAC). This broad institutional coordination consolidated an operational model based on inter-institutional coordination and the sharing of strategic information between different government agencies (ETCO, 2015).

In the riverine environment, the activities carried out by the Riverine Captaincy deserve special mention. Paraná and the Guaíra River Police Station, responsible for reinforcing naval inspection actions and patrolling the border between Brazil and Paraguay. These units have intensified surveillance. of suspicious vessels, adopting gradual approach procedures and, when necessary, using the resources provided for in the legislation to stop illegal activities and preserve the safety of operational teams. These actions highlight the importance of the river environment as one of the main corridors used by criminal organizations for transporting drugs, Illegal weapons and goods in the border region (Brazilian Navy, 2015).

Another relevant aspect of Operation Agata 9 was the use of technologies focused on intelligence and operational planning. Ground sensors, drones, satellite communication systems, Thermal sensors and geospatial intelligence platforms have enabled the integration of information from different sources, expanding the situational awareness of teams in the field and supporting the Strategic planning of actions. The use of these technologies made it possible to identify patterns.

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of movement, critical areas and points of interest, contributing to increased efficiency of operations and reduce operational vulnerabilities (Brazil, 2018).

The results achieved reinforce the effectiveness of this integrated operational model. At the conclusion of Operation Ágata 9, more than four tons of marijuana and 65 tons of [unclear] were seized. goods of irregular origin, demonstrating the repressive and inspection capacity mobilized during the period of the operation (Brazil, 2015).

The combined analysis of these elements allows us to identify a particular characteristic of Operation Agata 9: the combination of territorial scope, high institutional density, and utilization. Integrated information and monitoring technologies. The participation of 46 institutions in 166 municipalities indicate that the operation was structured as an interagency architecture in which different Institutional capacities were mobilized to respond to distinct risks.

The relationship between these components also allows us to understand the importance of intelligence in Risk management. Patrolling alone has limited capacity given the extent of the area. territorial and the existence of areas that are difficult to access. When associated with the production of information, to recognition and the use of sensors and communication systems, the use of means Operational resources can be directed to areas identified as critical. Thus, the main The contribution of interagency integration lies in the possibility of combining information, Distinct skills and resources within a single planning and response cycle.

However, the available data does not allow us to state that the use of these technologies has caused the recorded seizure results. What can be argued, based on the documents? Based on the analysis, it appears that technology has integrated the operational model and expanded the capacity for awareness. situational, while the recorded results demonstrate the repressive activity achieved during the period of the operation.

Based on the evidence identified in the document analysis, the main operational dimensions of Operation Ágata 9 were systematized, relating each piece of evidence observed to its respective... analytical interpretation. This systematization allows for an integrated visualization of how coverage... territorial, resource mobilization, institutional coordination, riverine operations, intelligence and technology. They are related in the operational model analyzed, as presented in Table 2.

Table 2. Analytical dimensions of Operation Agata 9

Dimension	Evidence identified	Analytical interpretation
Territorial coverage	4,045 km	High spatial dispersion of actions
Municipalities	166	Need for territorial coordination
Professionals	>10,000	High mobilization capacity
Institutions	46	High interinstitutional density

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Dimension	Evidence identified	Analytical interpretation
Riverine environment: Naval patrolling and inspection		Need for specialized operational capacity
Intelligence	Information and production of recognition	Support for identifying risk areas and patterns.
Technology	Drones, sensors, satellites, and intelligence. geospatial >4	Increasing situational awareness
Seizures	tons of marijuana and 65 tons of goods	Indicators of repressive activity

Source: Prepared by the author based on the analyzed institutional documents and records.

The systematization presented in Table 2 shows that the operational results of Operation Ágata 9 cannot be understood from a single factor. Territorial coverage, mobilization of professionals and institutions, the capacity for riverine action and the use of mechanisms of Intelligence and technology are complementary dimensions of the same operational model. In this sense, the main evidence identified is not the isolated existence of a particular resource, but the coordination between different institutional capacities to broaden identification and response to the risks present in the border area.

4.3 The river component and the role of the Brazilian Navy

The riverine dimension is one of the elements that differentiates the performance of the Brazilian Navy in context of the Brazil-Paraguay border. As a significant part of security strategies The border is structured based on land control of highways, checkpoints, and areas. In urbanized areas, rivers introduce distinct operational characteristics related to mobility. vessels, the difficulty of continuous monitoring, environmental conditions, and the existence of Restricted access areas.

In Operation Agata 9, the actions of the Paraná River Fluvial Captaincy and the Guaíra Fluvial Police Station were crucial. This highlights the incorporation of the aquatic environment into the integrated surveillance architecture. The activities The activities described in the analyzed documents include naval inspection, patrolling, and boarding. suspicious vessels in areas used for transporting drugs, weapons, and illicit goods. Analysis of this component allows us to identify that the fluvial environment constitutes a domain. specific operational requirements, which demand naval resources and specialized technical knowledge, proprietary procedures for approaching and integrating information produced by other agencies. security and intelligence.

The Navy's actions in this environment also highlight an important characteristic of management. Border risks: the need to adapt enforcement tools to the operational space. In regions where rivers function as legitimate transportation routes and potential corridors for

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In the context of illicit activities, the effectiveness of enforcement depends on the ability to distinguish normal patterns.
circulation of behaviors that indicate risk.

Thus, the participation of the Brazilian Navy adds a specific dimension to the interagency model of Operation Ágata.
The integration between naval capacity, intelligence, surveillance and
Security agencies are allowed to expand coverage to areas that cannot be monitored by them alone.
land-based means, reinforcing the strategic importance of the river component in the security of
Brazil-Paraguay border.

4.4 Intelligence, technology and interagency coordination

The elements identified in Operation Agata 9 indicate that technology played a role.
Instrumental tools in the risk management process. Ground-based sensors, drones, communication systems.
Satellite technology, thermal sensors, and geospatial intelligence platforms are tools...
designed to expand the institutional capacity to identify, locate, monitor and respond to
situations considered to be risky.

From this perspective, operational effectiveness depends on the articulation between three dimensions:
Information, technological capacity, and institutional decision-making. The information produced by the activity.
Intelligent design allows for the identification of patterns and critical areas; technology expands the capacity to
Observation and communication; and interagency coordination transforms this information into action.
operational. The expected result, therefore, does not stem from a single resource, but from the interaction between
these capabilities.

This interpretation also helps to explain why interinstitutional coordination is presented.
as a recurring element in the different editions of Operation Agata. The presence of bodies with
distinct competencies allow for the combination of tax auditing, criminal investigation, policing,
intelligence, environmental control, and military deployment in a single operation, reducing the
fragmentation of state responses.

However, the analysis of the documents does not allow for measuring, in isolation, the contribution of each one.
technology or institution for the recorded results. In this way, the available evidence supports
The existence of integration between technology, intelligence, and coordination is acknowledged, but it does not allow for attribution.
individual causality to a given resource.

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4.5 Limitations and implications of the results

The results should be interpreted taking into account certain limitations. The main one is...
related to the secondary nature of the data analyzed, since the quantitative information
Information regarding personnel numbers, territorial reach, participating institutions, and seizures was obtained from
official documents and institutional records. These sources are fundamental for the reconstruction of
operations and reflect the perspective of the institutions responsible for their execution.
Another limitation relates to the impossibility of establishing a relationship from the available data.
There is a direct causal link between the intensification of operations and the permanent reduction of criminal activity.
The increase in seizures may reflect greater enforcement capacity and greater availability of
information or a greater concentration of actions in areas identified as critical, without meaning
a reduction in the total illicit flow.
One must also consider the potential displacement effect, according to which criminal organizations
They may modify routes, schedules, means of transport, or areas of operation in response to the increase in
oversight. Thus, the results of the operations should be interpreted as evidence of
operational and detection capabilities of the State during a given period, and not as proof.
isolated from the elimination or permanent reduction of transnational organized crime.
Despite these limitations, the comparative analysis allows us to identify relevant patterns in the evolution of the
operational model of Operations Ágata, regarding the expansion of institutional integration, to
use of monitoring technologies and the incorporation of the river environment as a dimension
border security strategy.

Conclusion

This study sought to analyze the extent to which the integration between intelligence, risk management,
Technology and inter-institutional coordination are related to the operational results of Operation Ágata, with emphasis
on Operation Ágata 9 and the Brazilian Navy's actions on the Brazil- border.
Paraguay.
The analysis carried out indicates that Operation Ágata evolved from inspection actions in different
scales for a model characterized by the articulation between the Armed Forces and security agencies.
public, intelligence institutions and other government agencies. The comparison between the
The editions analyzed demonstrate that the territorial extension, the number of employees, and the quantity of
Participating institutions constitute distinct dimensions of operational capacity, not being
It is possible to use any of these indicators in isolation as a measure of effectiveness.

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In the specific case of Operation Agata 9, the participation of more than 10,000 professionals, distributed in 166 municipalities and in conjunction with 46 institutions, it demonstrates a high capacity for Interinstitutional coordination. The use of technological resources, associated with the production of Intelligence and operational planning have expanded monitoring and response capabilities. in a large area characterized by different modes of traffic and risk.

The analysis also highlighted the river component as a strategic dimension for the Security of the Brazil-Paraguay border. The actions of the Paraná River Fluvial Captaincy and the Police Station. The Guaíra River project demonstrates that controlling waterways requires specific capabilities. Monitoring, patrolling and inspection, complementary to actions carried out in terrestrial environments. and air travel.

The seizure data identified in Operation Agata 9 demonstrate the repressive capacity. achieved during the analyzed period, but do not allow us to conclude that the operation produced a Permanent reduction of illicit flows. The possibility of shifting criminal routes. This is a factor to consider when evaluating border security policies.

Thus, the main contribution of the study is to highlight that border security Brazil-Paraguay should be understood as a multidimensional system, in which intelligence, Technology, risk management, inter-institutional coordination, and riverine operational capacity work in a complementary way. The analysis of Operation Ágata 9 also demonstrates that the Navy's participation... Brazil expands the state's capacity to act in an operational domain with specific characteristics and specific risks.

Finally, the results suggest the need for future assessments that incorporate historical data. more extensive, georeferenced data, indicators of the movement of illicit routes and information originating from different institutions, allowing for a more precise assessment of the relationship between the state presence, intelligence, oversight, and the behavior of criminal organizations in border regions.

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